

OPERATION EVALUATION

Kyrgyz Republic - DEV 200662

*Support for the National Productive Safety Nets and
Long-Term Community Resilience*

A mid-term evaluation of WFP's Operation (July 2014 – May 2016)

Final Report

August 2016

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THE KONTERRA GROUP

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Sophia Dunn, Anara Alymkulova and Terrence Jantzi

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Table of Contents

Operational Factsheet	vi
Maps.....	xii
Executive Summary.....	xiv
1. Introduction	1
1.1. Evaluation Features	1
1.2. Country Context of the Kyrgyz Republic.....	2
1.3. Operation Overview.....	5
2. Evaluation Findings.....	6
2.1. Appropriateness of the Operation.....	6
2.2. Results of the Operation	12
2.3. Factors Affecting the Results	31
3. Conclusions and Recommendations	32
3.1. Overall assessment	32
3.2. Recommendations	35
Annexes.....	39
Acronyms	96

List of Tables

Table 1: Summary of PMSD support.....	16
Table 2: Training for sub-district staff (June 2014-April 2016).....	18
Table 3: National Capacity Index.....	19
Table 4: Partnership outcomes	20
Table 5: Planned vs. actual community project beneficiaries	22
Table 6: PSNP Coverage	23
Table 7: Planned vs. Actual inputs	23
Table 8: Community Asset Score	25
Table 9: Capacity building outcomes	26
Table 10: Crop production outcomes.....	26
Table 11: Food security and nutrition related outcomes	27
Table 12: Income sources and investment outcomes	28
Table 13: Coping strategies.....	28
Table 14: Gender outcomes	29
Table 15: Accountability outcome	30

List of Figures

Figure 1: FFA/FFT project types	22
Figure 2: Community asset functionality.....	25
Figure 3: Food Consumption and Dietary Diversity Scores (targeted communities vs. non-targeted communities).....	27
Figure 4: Capacities of targeted communities to manage climatic risks and shocks.....	29

List of Annexes

Annex 1: Evaluation Terms of Reference	39
Annex 2: Evaluation Team Field Visits	54
Annex 3: Lists of People Interviewed.....	57
Annex 4: Interview Guides	62
Annex 5: Evaluation Matrix for DEV 200662	66
Annex 6: Evaluation Site Selection and Methodology Employed	71
Annex 7: Social protection functions	77
Annex 8: Projects included under the PSNP banner (as of May 2016).....	78
Annex 9: PSNP targeting methodology.....	80
Annex 10: Revised PSNP Log frame (2015).....	82
Annex 11: National Capacity Index (Resilience)	86
Annex 12: Change in results of community capacity to manage shocks (2014-2015)	88
Annex 13: PSNP Community resilience outputs – 2015.....	89
Annex 14: Component 2 – results framework	90
Annex 15: Summary of Component 2 results with latest results (as of May 2016)	91
Annex 16: Bibliography	92

A full list of Acronyms used in the report can be found at the end of the document.

Operational Factsheet

OPERATION		
Type/Number/Title	Kyrgyzstan DEV 200662 – Support for National Productive Safety Nets and Long-Term community Resilience 2014-2016	
Approval	The operation was approved by the WFP's Executive Board in June 2014	
Amendments	<p>There have been two amendments (BRs) to the initial project document:</p> <p>*BR#1 (May 2015):</p> <ul style="list-style-type: none"> - revised the landslide transport storage and handling (LTSH) rate as a result of an increase in the price of services and inclusion of new services. The BR represented a one percent increase over the previously approved budget. <p>*BR#2 (November 2015):</p> <ul style="list-style-type: none"> - increased the number of beneficiaries from 210,000 to 274,000 (135,700 boys/men and 138,300 girls/women) in accordance with the final results of selection of target areas. Through WFP's Three Pronged Approach, WFP and the Government have agreed to focus interventions in areas with high concentrations of populations living in poverty, where the food insecurity is high. The increase affected beneficiaries planned under food assistance for assets (FFA) component of the project. Planned C&V recipients remained unchanged; - increased food commodities by 2,880 Mt of wheat flour and 271 Mt of vegetable oil in accordance with the above increase in beneficiary numbers with no change to the individual rations; - increased associated costs (LTSH, ODOC, etc.) to correspond to the tonnage increase. 	
Duration	<u>Initial:</u> 30 months (1 July 2014 – 31 December 2016)	<u>Revised:</u> No change ¹
Planned beneficiaries	<u>Initial:</u> 210,000	<u>Revised:</u> 274,000
Planned food requirements	<u>Initial:</u> 8,862 Mt of food commodities Cash and vouchers: US\$1,593,000	<u>Revised:</u> 12,013 Mt of food commodities (No budget available for cash and vouchers)
US\$ requirements	<u>Initial:</u> US\$17,034,460	<u>Revised:</u> US\$19,764,901

¹ At the time of the evaluation, the CO was in the process of seeking an extension until December 2017, however it was not yet approved.

OBJECTIVES AND ACTIVITIES (DEV 200662)			
	Strategic Objective	Operation specific objectives	Activities
Millennium Development Goals UNDAF priorities 2 and 3	SO3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs	Goals: - Support people, communities, and countries to strengthen resilience to shocks, reduce disaster risks and adapt to climate change through food and nutrition assistance; - Leverage purchasing power to connect smallholder farmers to markets, reduce post-harvest losses, support economic empowerment of women and men and transform food assistance to a productive investment in local communities; - Strengthen the capacity of government and communities to establish, manage and scale up sustainable, effective and equitable food security and nutrition institutions, infrastructure and safety-net systems, including systems linked to local agricultural supply chains	
		Outcomes: - Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households; - Risk reduction capacity of countries and institutions strengthened	<ul style="list-style-type: none">• Food-for Assets (FFA)• Cash-for-Assets (CFA)• Food-for-Training (FFT)• Cash-for-Training (CFT)• Institutional Capacity Development
	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 Agriculture, Ministry of Emergency Situations, Ministry of Social Development, State Agency for Environment Protection and Forestry	
United Nations		FAO, IFAD, UNDP, UN-Women, OCHA, UNICEF, UNFPA	
Bi-Lateral		GIZ	
NGOs		Kyrgyz Association of Forest & Land Users (KAFLU), Community Development Alliance (CDA), Public Association “Centre of Activation of Rural Development Initiatives” (CADRI), NGO “Bilek”, NGO “Ak-Niet”, Water Users Association (WUA)	

RESOURCES (INPUTS) for DEV 200662

Contributions received:

(as of 07 August 2016):

US\$19,841,975

% funded against appeal: 100.4%

Top five donors:

Russian Federation (80.95%)

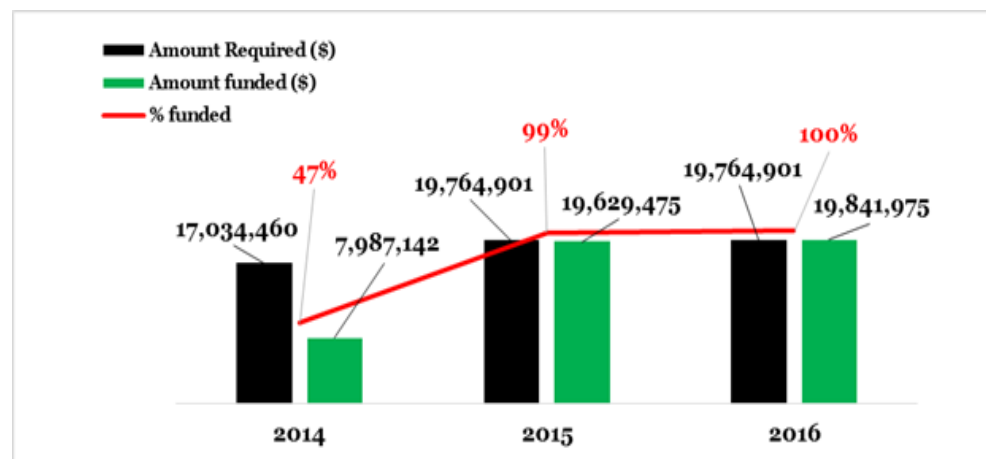
Stock Transfer (11.56%)

United Nations Common Funds (4.53%)

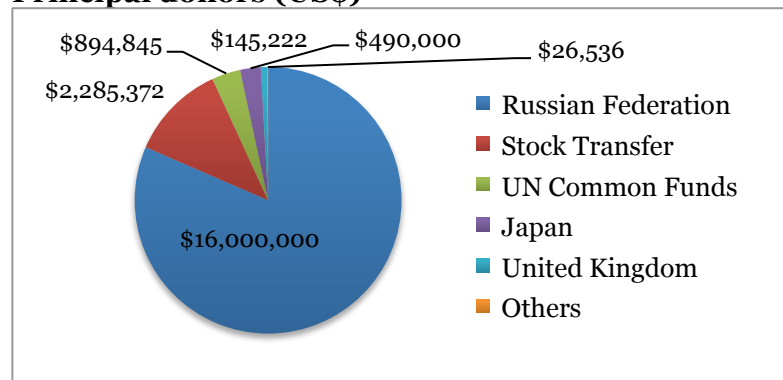
Japan (2.48%)

United Kingdom (0.73%)

Funding Trends



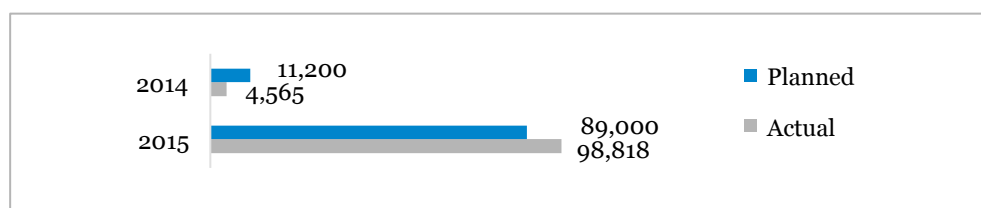
Principal donors (US\$)



Source: WFP SPR 2014, Resource Situation 13 July 2016

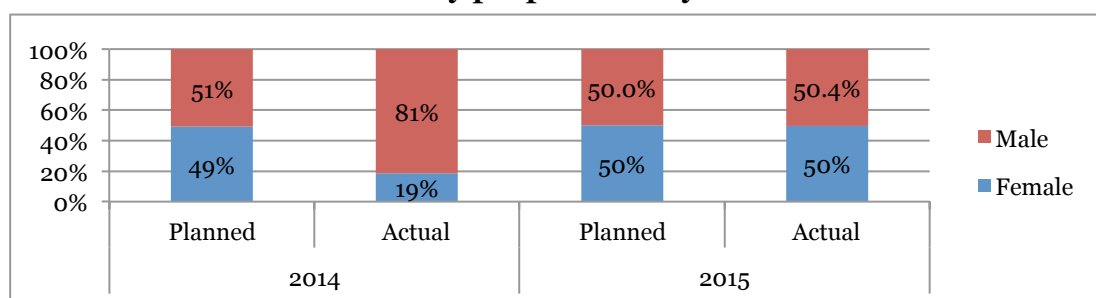
OUTPUTS for DEV 200662

Planned vs. Actual beneficiaries²



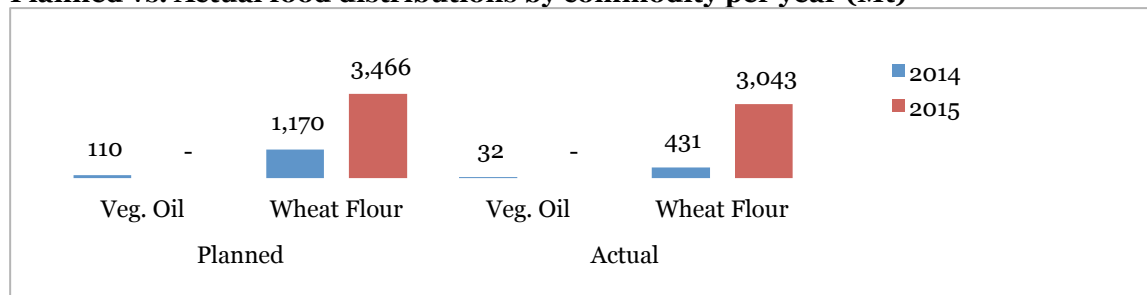
Source: WFP SPRs 2014, 2015

Planned vs. Actual beneficiary proportions by sex



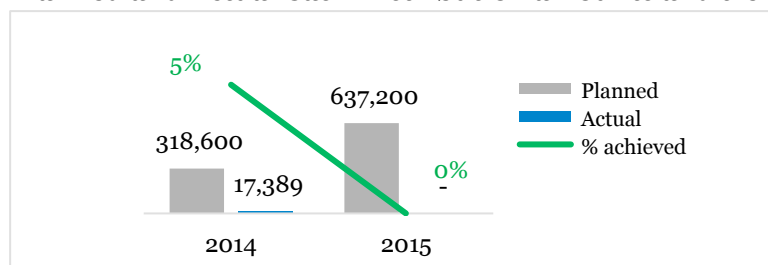
Source: WFP SPR 2014, WFP SPR 2015

Planned vs. Actual food distributions by commodity per year (Mt)



Source: WFP SPRs 2014, 2015

Planned and Actual Cash Distribution amounts and trends by year (US\$)



Source: WFP SPRs 2014, 2015

² The presentation of beneficiary figures in the draft 2015 SPR only allows for presenting total figures at this stage. Activity-wise beneficiary numbers are not clear in the draft 2015 SPR. The finalized SPR should utilize the same beneficiary categories as the previous year, including the provision of sex disaggregated data. It is not clear how the category 'resident' correlates to the three categories reported in 2014, for example.

OUTCOMES for DEV 200662

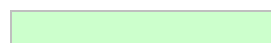
		Baseline (2014)	Target	Actual (2015)
SO3	Reduce risk and enable people, communities, and countries to meet their own food and nutrition needs			
Outcome SO 3.1	Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households			
	CAS: Percentage of communities with an increased Asset Score	45% ³	80%	77%
	FCS: Percentage of households with poor Food Consumption Score	16%	3%	1%
	FCS: Percentage of households with borderline Food Consumption Score	15%	3%	8%
	FCS: Percentage of households with poor Food Consumption Score (female headed)	10%	2%	1%
	FCS: Percentage of households with poor Food Consumption Score (male headed)	17%	3%	1%
	FCS: Percentage of households with borderline Food Consumption Score (female headed)	17%	3%	9%
	FCS: Percentage of households with borderline Food Consumption Score (male headed)	14%	3%	8%
	Diet Diversity Score	5.90	>5.90	6.90
	Diet Diversity Score (female headed)	6.10	>6.10	7.10
	Diet Diversity Score (male headed)	5.80	>5.80	6.90
	CSI (Food): Coping Strategy Index (Average)	2.10	<2.10	2.50
	CSI (Food): Coping Strategy Index (female head)	2.0	≤2.0	2.50
	CSI (Food): Coping Strategy Index (male headed)	2.20	≤2.20	2.50
	CSI (Asset Depletion): Coping Strategy Index (Average)	6.40	≤6.40	3.70
	CSI (Asset Depletion): Coping Strategy Index (female headed)	5.50	≤5.50	3.60
	CSI (Asset Depletion): Coping Strategy Index (male headed)	6.60	≤6.60	3.70
Outcome SO 3.2	Risk reduction capacity of countries, communities and institutions strengthened			
	NCI: Resilience programmes National Capacity Index	2.50 (2015)	>2.50	N/A
	Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP	2% ⁴	60%	82%
Cross cutting results and indicators				
Gender	Proportion of households where females & males together make decisions over the use of cash, vouchers or food	51%	50%	33%
	Proportion of households where females make decisions over the use of cash, vouchers or food	26%	25%	40%
	Proportion of households where males make decisions over the use of cash, vouchers or food	23%	25%	27%
	Proportion of women beneficiaries in leadership positions of project management committees	30.2%	50%	79%
	Proportion of women project management committee members trained on distribution modalities of food, cash or vouchers.	34%	60%	45%

 = attained

³ CAS expressed as real value in baseline as percentage not considered applicable but reported as percentage for target and 2015 values.

⁴ Expressed as real value in baseline as percentage not considered applicable but reported as percentage for target and 2015 values.

OUTCOMES for DEV 200662 (continued)				
		Baseline (2014)	Target	Actual (2015)
Protection and Accountability to Affected Population	Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)	62%	90%	66%
	Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)	60%	90%	71%
	Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)	62%	90%	65%
	Proportion of assisted people who do not experience safety problems travelling to, from, and/or at WFP programme site	100%	100%	100%
	Proportion of assisted people (women) who do not experience safety problems travelling to, from, and/or at WFP programme site	100%	100%	100%
	Proportion of assisted people (men) who do not experience safety problems travelling to, from, and/or at WFP programme site	100%	100%	100%
Partnership	Proportion of project activities implemented with the engagement of complementary partners (%)	29%	80%	35%
	Amount of complementary funds provided to the project by partners (US\$m) ⁵	30.52	3.22	0.268
	Number of partners who are able to provide complementary inputs and services	11	30	14

 = attained

⁵ The approved target in the original log frame was based on percentages (30% contribution to field based activities). However, the RB recommended changing reporting values from percentages to actual values.

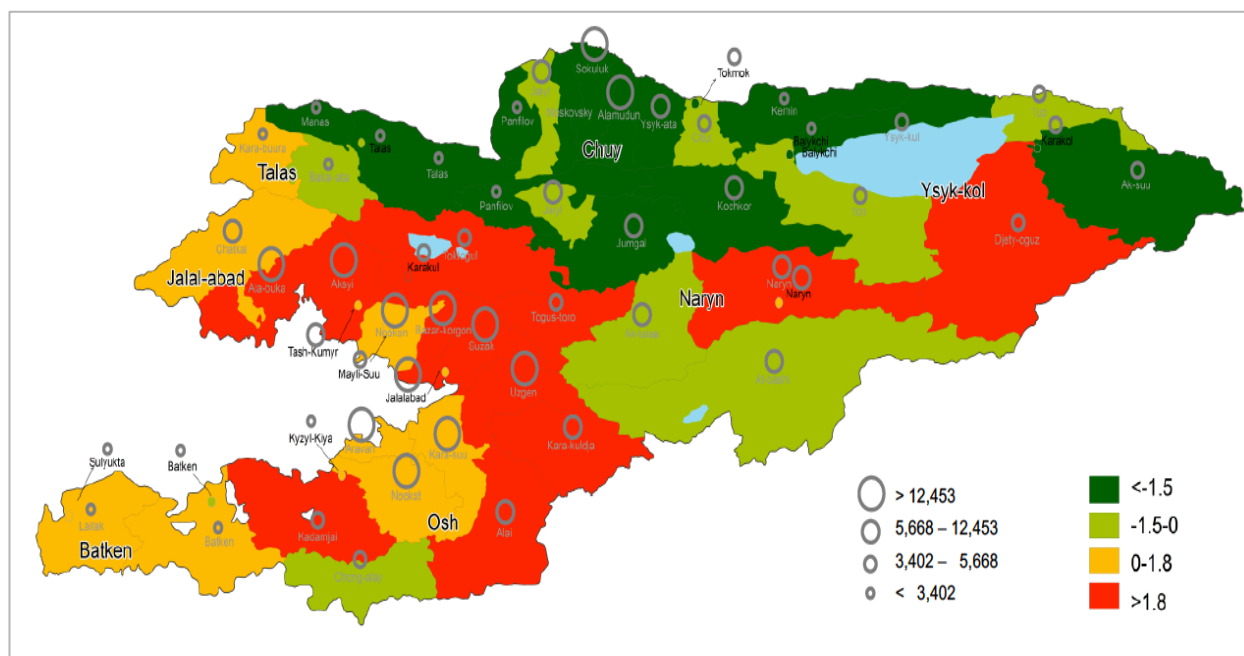
Maps

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



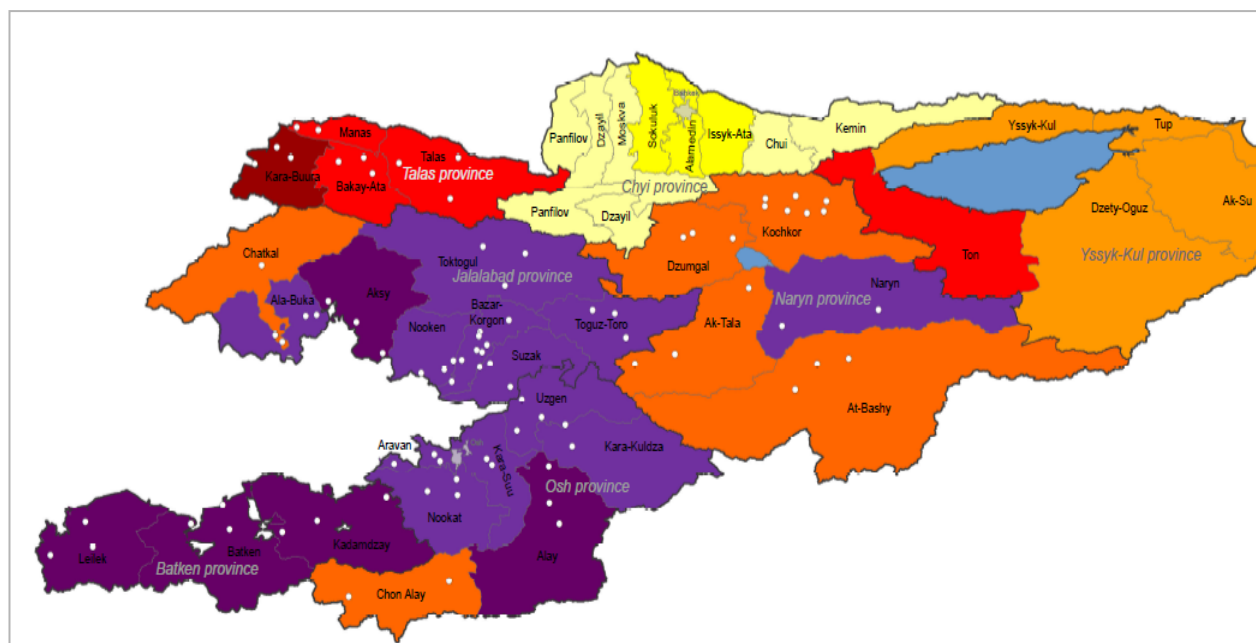
Source: WFP CO Kyrgyzstan

Map 2: WFP Food Security and Vulnerability Composite Index

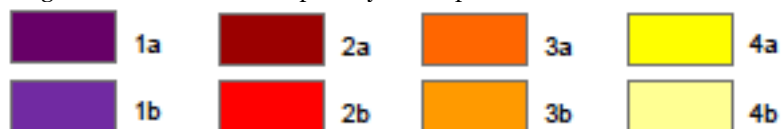


Source: WFP (2014) Geographical Targeting - Synthesis Document for the Development Project in the Kyrgyz Republic (2014-2016)

Map 3: DEV 200662 Project Sites and ICA Categories



Categories of areas based on poverty and exposure to natural shocks



Executive Summary

1. This mid-term Operation Evaluation has assessed the performance and results of WFP's Kyrgyzstan Development Project (DEV 200662) – Support for the National Productive Safety Nets and Long-Term Community Resilience (PSNP) – from the design phase in 2013 (October 2013 to June 2014) through to the evaluation field mission in May 2016. The evaluation aims to provide feedback on the activities implemented, the results achieved and the lessons learned, and to propose recommendations to improve the operational implementation.
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 scope of the evaluation included the design, performance, and results of all activities implemented under the project. The main users of the evaluation will be WFP's Country Office (CO), the Area Office (AO) in Osh, the Regional Bureau (RB), the Office of Evaluation (OEV), WFP's partners and the Government authorities including the Ministry of Labour and Social Development (MoLSD) as principal partner.
3. DEV 200662 seeks to enhance the Government's capacity to contribute to sustainable food security, nutrition and resilience among the poorest and most food-insecure groups, focusing on four key pillars under a resilience framework: (1) social protection, (2) rural development, (3) disaster risk management (DRM) and (4) climate change adaptation (CCA). The MoLSD is WFP's main partner, with considerable support from other Government ministries and agencies. In addition, the PSNP is implemented in collaboration with multiple United Nations agencies and non-government organizations.
4. This evaluation was carried out in parallel with a second evaluation of WFP's Optimized School Meals Programme (SMP) (DEV 200176) in the Kyrgyz Republic. The same team leader oversaw both to ensure coherence, with separate sub-teams for each project review. They took place between February and July 2016 and were timed to ensure that findings could contribute to the new strategic plan being developed by the CO. The evaluations drew on both qualitative and quantitative measures and covered the standard OECD-DAC⁶ criteria of relevance, efficiency, effectiveness, sustainability and impact. Three of the seven provinces with project activities 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, 32 percent live in poverty, of which 70 percent are rural.⁷ 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 GDP,⁸ making the economy susceptible to external financial shocks as well. Small farmers and people dependent on allowances and benefits, or the unemployed, have been disproportionately excluded from GDP gains. Food insecurity is seasonal and correlated with increasing and chronic poverty. The country is also susceptible to a variety of natural disasters and effects of climate change.

Key Findings

Appropriateness of the Operation

6. Chronic poverty and susceptibility to natural disasters and climate change indicate that the decision to develop a safety nets programme was appropriate. The PSNP is aligned with national policies in the four priority areas and has contributed to the Government's

⁶ Overseas Development Institute (2006). Evaluating Humanitarian Action Using the OECD-DAC Criteria: An ALNAP guide for humanitarian agencies, London, UK.

⁷ World Bank: <http://data.worldbank.org/country/kyrgyz-republic>, UNDP: Third MDG Progress Report (2014)

⁸ National Bank of the Kyrgyz Republic Reports: <http://www.nbkr.kg/index1.jsp?item=1785&lang=ENG>

policy direction in these areas. The PSNP is coherent with WFP corporate frameworks and relevant WFP and United Nations policies, strategies and normative guidance.

7. The CO has utilized WFP's three-pronged approach (3PA) to appropriately target areas of high food insecurity and high poverty. Household targeting aligns with the official social assistance programmes, targeting poor households with available labour capacity. Further inclusion of labour-poor and time-poor households would be consistent with recent WFP guidance on FFA activities.⁹

8. The original design of the PSNP has taken into account many of the recommendations from the scoping missions; however, there are aspects of social protection that have not yet been fully captured in the PSNP design including predictability and a conceptualisation of how to scale up the project in case of shocks. Complementarity to the DEV 200176 (SMP) project is conceptually significant within a safety nets framework, although structural factors currently limit strategic implementation and coordination.

Results of the Operation

9. The PSNP includes two components of implementation. The first component supports the government to enhance social protection mechanisms and policies for achieving long-term food security. The second component focuses on enhancing local level communities' capacities in resilience through promoting interventions that are mitigating disasters, increasing livelihood production, adapting to climate change and promoting enhanced social protection.

Component 1: Capacity development and technical assistance for the Government

10. WFP has contributed to the development of an extensive policy framework at the central level with the establishment of multiple policies, strategies and programmes relevant to the four priority areas. WFP has also been involved in facilitating coordination among ministries and civil society actors, resulting in multiple ministries working together towards common objectives. Technical support from WFP's Vulnerability Analysis and Mapping (VAM) Unit has provided evidence on geographical vulnerabilities and highlighted factors that influence food insecurity in the country. Two of the key resources developed by WFP in this area are the National Food Security Atlas (NFSA), and the Market Price Bulletins.

11. Another key element of WFP's technical assistance to the Government is the recently established pilot project – Productive Measures of Social Development (PMSD). The PMSD will implement a combination of the Monthly Benefit for Poor Families (MBPF) targeting criteria and community self-targeting, to ensure that households in need are included. If successful, the evidence from this targeting methodology could contribute to changes in the national system. However, the design of the PMSD is constrained by WFP's lack of unrestricted contributions for cash programming and thus is limited in the selection of different instruments.

12. The National Capacity Index (Resilience)¹⁰ is the primary indicator for assessing Component 1 outcomes. The recently measured baseline reflects an 'emergent' capacity in food security governance (2.5). Significant progress has been made in establishing national level policies, although policy implementation at local levels remains work in process. The process included six United Nations agencies and 11 national institutions. However, this did not guarantee the possibility of institutionalizing the NCI results into Government systems. More key decision makers could have been involved to ensure better awareness of the process. Nevertheless, the Government's collaboration is stronger than reflected in the

⁹ WFP (2016) Food Assistance for Assets (FFA) for Zero Hunger and Resilient Livelihoods: A Programme Guidance Manual (V2).

¹⁰ A composite measure related to each of the four food security pillars with a maximum scale of four points.

partnership indicators and integrating official contributions into partnership outcomes would provide an additional measure of capacity and contribution. Although significant progress has been made in establishing national level policies, operationalizing these policies at the local level remains a work in progress.

13. The capacity building and technical assistance component is an appropriately significant percentage of PSNP effort. However, the scope of the focus is very diverse and is not clearly captured in the WFP annual Standard Project Reports (SPRs). While there are sector roadmaps for DRM, CCA and social protection that include capacity development plans, there is no overall, single consolidated document on capacity development to better capture the variety of foci contained in the project.

Component 2: Building community resilience through food assistance and partnerships

14. WFP supports community projects that align with the four PSNP priority areas and Local Development. Individual community projects are implemented through Food Assistance for Assets (FFA) or Food Assistance for Training (FFT) models. WFP provides food assistance while other partners providing funding, material inputs and technical assistance. In total, WFP has supported 759 community level projects¹¹ with 4,262 metric tonnes (mt) of food provided to 139,939 beneficiaries¹² (51 percent of planned; 48.9 percent female). The planned cash modalities (cash for assets and cash for training) have not been used due to lack of cash resources. The food provided by WFP through the MoLSD is of high quality and distributed in a timely manner after the end of each project. None of the communities visited by the evaluation team (ET) reported any delays in distribution or dissatisfaction with the quality of the food.

15. Although 51 percent of the 28,000 participants were female, women's participation in project decision-making has been limited due to the male-dominated nature of the local structures used for project selection and designs. Alternative efforts to ensure input from community women in project design may be helpful.

16. Interviews confirmed the findings of the Seasonal Livelihoods Programming (SLP) that indicated a preference for cash in the better seasons and preference for food during lean periods. Some population groups have an ongoing preference for cash over food. The fact that cash is the main modality of Government social assistance suggests that WFP should continue to seek to implement cash modalities in addition to food.

17. Monitoring data indicates multiple community level and household impacts including improvements in food security outcome indicators at household level, diversification of income source, and capacity building for agricultural production. However, improved outcomes for households have been hampered by a lack of physical inputs for agriculture (fertilizer, seeds, equipment, etc.) and a limited knowledge or access to marketing and storage techniques, resulting in very low selling prices of harvests or post-harvest loss, although the planned provision of processing workshops should help to improve household income in this regard.

Factors Affecting the Results

18. The management of WFP CO provides a learning environment that supports innovation. The DEV 200662 project team is provided with strong technical support from the VAM Unit and the monitoring and evaluation (M&E) team, which has developed new monitoring systems to enable the scope of the PSNP to be monitored and reported. Management has been willing to call on external expertise for scoping missions for the design of the PSNP, and to employ external expertise for the implementation of activities in the four key priority areas, which has been key to the success of the PSNP as the CO would

¹¹ More than 75% are located in the poorest provinces in the country

¹² Beneficiaries are the participants plus the other members of their household.

not have had the capacity to implement a programme in the sectors included in the PSNP at the time of project development. CO capacity is stronger in Disaster Risk Management, Rural Development, and Food Security. Capacity for social protection systems is still being strengthened.

19. The main external factor in the success of the PSNP is the relationship between WFP and the Government of the Kyrgyz Republic. The authorities are supportive of the work that WFP is doing and have assumed their appropriate responsibility. In addition, the PSNP benefits from multiple successful partnerships and coordination relationships with United Nations agencies, cooperating partners and with local authorities.

20. Funding has been one area that has impacted on WFP's ability to implement the PSNP as per the original design, due to the dependence on a single donor with in-kind contributions. However, the CO is systematically fundraising for PSNP activities to expand its donor base so that in future different modalities could be utilized.

Conclusions and Recommendations

21. The social protection and resilience niche has few other actors and significant potential in the Kyrgyz Republic. WFP's focus on social protection should ensure that sponsored activities contribute learning for the Government on how best to implement assistance to ensure food security for vulnerable groups. The potential complementarity of the DEV 200662 project with the SMP project is also significant within a social protection and safety nets framework. However, the current focus of SMP towards educational goals and the less strongly articulated social protection pillar in the PSNP project masks their potential contributions to social protection and minimizes potential complementarity. Certain elements could be modified to enhance this complementarity and contributions under a resilience framework.

22. The recommendations from the evaluation are as follows:

Strategic Recommendations:

Recommendation 1: By the end of January 2017, the CO, with the MoLSD and other relevant ministries as required, should **develop a capacity development plan** that identifies the intended outcomes of the national capacity technical assistance component.

Recommendation 2: Within the context of a new Country Programme (CP) (from January 2018), the CO **should incorporate project activities and School Meals Programme activities** under a single resilience framework that will highlight the strategic safety net and social protection links between the projects.

Recommendation 3: Although the CO has already done extensive work in the social protection sector and in programme monitoring, **the WFP CO should consider building their human resource capacity in these two areas** in order to be in a better position to bring SMP and PSNP under a single framework for the next CP.

Operational Recommendations:

Recommendation 4: By the end of January 2017, the CO, with the MoLSD, should **develop an action plan** to ensure the elaborated policies and strategies related to rural development, disaster risk management, social protection, and climate change adaptation are operationalized at local levels.

Recommendation 5: By the end of January 2017, the activities under the DRM, rural development and CCA pillars **should continue in their current form** while the CO, with support from RB and/or external expertise as necessary, considers enhancing project contributions to social protection by developing a more systematic and focused prioritization of social protection elements.

Recommendation 6: By the end of 2017, the CO should work on **ensuring systematic options for households without labour capacity to participate** in community

FFA/FFT activities. This should be done in parallel with continuing to advocate for increase social assistance from the Government for these groups.

Recommendation 7: By the end of 2017, the CO should **continue to seek out opportunities to implement cash-based interventions** and other non-food based support, including seeking financial support from donors.

Recommendation 8: By the end of 2017, the CO, with its cooperating partners and the MoLSD, should **develop an implementation plan** that ensures increased community engagement, especially by women, in project planning, management and decision making.

Recommendation 9: By the end of 2017, given the success of the project in developing outcome monitoring frameworks, the CO and RB **should collaborate to showcase** these learnings for strengthening the monitoring of similar projects in other countries.

1. Introduction

1.1. Evaluation Features

1. This mid-term Operational Evaluation has assessed the performance and results of WFP's Development Project 'Support for the National Productive Safety Nets and Long-Term Community Resilience' (PSNP) (DEV 200662) –in the Kyrgyz Republic. It reviewed the design phase from October 2013, through to the evaluation field mission in May 2016. The evaluation was timed to ensure that its findings could contribute to the new strategic plan for the Country Office (CO) as well as future decisions on programme implementation and the design of subsequent operations. The evaluation serves the dual and mutually reinforcing objectives of accountability and learning. The Terms of Reference (ToR) can be found in Annex 1: Evaluation Terms of Reference.

2. The evaluation covered the two components of the PSNP: 1) Capacity development and technical assistance to the government of the Kyrgyz Republic in policy advice and awareness raising, and the enhancement of systems and tools related to food security, nutrition, and resilience with a focus on rural development, social protection, disaster risk management and climate change adaptation, and 2) Building community resilience through food assistance and complementary partnerships.

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 evaluation also considered a broad range of internal factors, and the external operating context in the Kyrgyz Republic. At the request of the CO, the evaluation particularly focused on the national capacity development component and the potential complementarity of DEV 200662 to other development projects operating in the context. In addition to providing strategic guidance to the Country Office (CO), the report will also feed into a synthesis of WFP's Operation Evaluations for the OEV, the Regional Bureau (RB) and WFP's Executive Board (EB).

4. The evaluation was conducted in three distinct phases beginning in early 2016; an Inception Phase (February-April 2016), the evaluation mission (09-27 May), and the additional data gathering and reporting phase (to mid-July 2016).

5. The evaluation of DEV 200662 was carried out in parallel with an evaluation of WFP's 'Optimizing School Meals Project' (SMP) – DEV 200176. These evaluations were overseen by the same Team Leader, with separate two-person evaluation teams (ET) for each project - one international and one national evaluator. The ET was supported by an Evaluation Manager from KonTerra, who was also responsible for quality assurance using WFP's Evaluation Quality Assurance System (EQAS) standards for Operation Evaluations.

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 and WFP's RB and the OEV.

Evaluation Methodology

7. The evaluation drew on both qualitative and quantitative measures and covered the standard OECD-DAC¹³ criteria of relevance, efficiency, effectiveness, sustainability and impact. During the field mission, the ET conducted key informant interviews (KIIs), focus group discussions (FGDs), observation and secondary data review. The ET met with key stakeholders in Bishkek including WFP staff, Government officials, United Nations partners, cooperating partners, donors and representatives of non-government

¹³ Overseas Development Institute (2006). Evaluating Humanitarian Action Using the OECD-DAC Criteria: An ALNAP guide for humanitarian agencies, London, UK.

organisations. The mission included field visits to six sub-districts in three provinces – Naryn, Batken, and Jalalabad – that had been selected for both geographic representation as well as the high number of DEV 200662 community projects located in the regions with high levels of vulnerability. Specific sites selected for visits also prioritized those with large beneficiary caseloads. The field visit schedule can be found in Annex 2: Evaluation Team Field Visits. In total, the team interviewed 301 stakeholders (42.2 percent female) associated with the DEV 200662 project and a full list of interviewed stakeholders is found in Annex 3: Lists of People Interviewed.

8. 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 through presentations to the WFP CO and RB teams and to external stakeholders at the end of the field mission, and their feedback obtained.

9. 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 PSNP ET sub-team were women, allowing better access to female stakeholders, and 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 evaluation matrix (Annex 5: Evaluation Matrix for DEV 200662). Full details of the methodologies employed and site selection logics are found in Annex 6: Evaluation Site Selection and Methodology Employed.

Evaluation Limitations

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

11. Similarly, data availability was not an issue as there was extensive pre-existing documentation including assessment reports, minutes from meetings, project documents and log frames as well as reviews of ongoing and past operations. There was also extensive quantitative data available for the targeted outcome indicators within the project as well as additional research data from independent studies. However, it should be noted that WFP revised the project's logical framework in 2015 to reflect WFP's corporate Strategic Plan and Strategic Results Framework (SRF) for the period 2014-2017. This meant that for some indicators the baseline and target figures were included only during this revision.

12. The primary limitations to the study related to the wide project scope, in terms of the implementation design, the geographic location of the communities involved, and the breadth of the national capacity development component, meaning that the team was challenged to gather sufficient data within the allotted evaluation period.

13. Language and cultural barriers were also potential constraints for the two international PSNP sub-team members, although this was ameliorated by the presence of a national sub-team member and the extensive use of translators. While the breadth of engagement does present some difficulty to generalizability, the ET nevertheless believes that the DEV 200662 project could be reliably evaluated within the prevailing limitations.

1.2. Country Context of the Kyrgyz Republic

14. The Kyrgyz Republic is a landlocked, lower-middle income country in Central Asia bordering China, Kazakhstan, Tajikistan and Uzbekistan. 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.¹⁴ 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 more than 1.9 million people still living below the poverty line.¹⁵

15. The country ranked 120th out of 187 countries in the 2015 UNDP Human Development Index, with a gross domestic product (GDP) per capita of US\$3,110 in 2015.¹⁶ 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 2012¹⁷ to 10.53 percent in 2013.¹⁸ 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 in overseas development assistance.¹⁹ Remittances from Kyrgyz labourers in Kazakhstan and the Russian Federation contribute nearly 30 percent of the GDP,²⁰ making the economy susceptible to external financial shocks with subsequent repercussions for the poor and vulnerable.

16. Agriculture, which accounts for 18 percent of GDP,²¹ 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.²² The country's dependence on the import of basic foodstuffs, particularly wheat, and the volatile domestic wheat flour prices,²³ continues to impact the most vulnerable food insecure households, who spend over half of their budget on food.²⁴

17. **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.²⁵

18. 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.²⁶ Although the main nutrition indicators (wasting, stunting and underweight) are all within acceptable national levels according to the World Health Organization (WHO), Jalalabad province is categorized as having a medium stunting rate (21 percent) and medium prevalence of wasting (7.9 percent).²⁷ Nationally, the most prevalent forms of malnutrition are micronutrient deficiencies. It is

¹⁴ Asian Development Bank: <http://www.adb.org/countries/kyrgyz-republic/poverty>, UNDP: Third MDG Progress Report (2014)

¹⁵ Sources: <https://www.quandl.com/collections/kyrgyzstan>; <http://www.stat.kg/media/publicationarchive/d1073c20-8f69-4138-70f6fb825251.pdf>

¹⁶ UNDP Human Development Report (2015). Available at: <http://hdr.undp.org/en/countries/profiles/KGZ>

¹⁷ International Monetary Fund (2013), World Economic Outlook Database, Washington DC.

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

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

²⁰ National Bank of the Kyrgyz Republic Reports: <http://www.nbkr.kg/index1.jsp?item=1785&lang=ENG>.

²¹ Ministry of Agriculture (2013) Agro-Industrial Development Strategy of the Kyrgyz Republic 2013-2020, Bishkek.

²² Ibid.

²³ WFP Price Monitoring for Food Security Bulletin, March 2016

²⁴ National Statistics Committee – 2015 (53% spent on food)

²⁵ WFP (2013) Household Food Security Assessment – Kyrgyz Republic

²⁶ Doura, M (2014) Nutrition scoping mission. WFP Kyrgyz Republic

²⁷ 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

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.²⁸

19. **Social Protection:** A significant contributor to food insecurity is the weakness of the social protection system. Total expenditure on social protection in the Kyrgyz Republic is relatively high at 5.7 percent of GDP,²⁹ although the World Bank and European Union (EU) have identified several key challenges in the delivery of social assistance in the country. These include ineffective targeting of the poor, insufficient coverage and low levels of transfers. More explanation on the different elements of social protection can be found in Annex 7: Social protection functions.

20. In the Kyrgyz Republic, the most important social assistance for vulnerable households are the two targeted cash transfers: The Monthly Benefit for Poor Families with Children (MBPF) and Monthly Social Benefit (MSB). The MBPF is paid to families whose average monthly per capita income falls below the Guaranteed Minimum Income (GMI), a means-tested threshold, currently at 810 Kyrgyz Som³⁰ (KGS) (approximately US\$12) per month, or around 60 percent of the extreme poverty line. Eligible households receive a flat rate transfer of KGS705 (c. US\$10.40) per child.

21. The MSB is a cash income replacement programme. MSB is a categorical benefit (not means-tested) targeting vulnerable groups with limited income generating abilities (orphans, disabled, elderly etc.) irrespective of the income of the beneficiary.³¹ For these groups, the MSB is often the only permanent source of cash income, which performs the role of both prevention and protection. At present, the amount ranges from KGS1,000 to 3,000³² per month depending on the category.

22. The current instrument in the national social protection system that has a potential to serve a promotive function is the Public Works Programme (PWP), which restores local infrastructure and has the potential to have an indirect impact on bolstering livelihoods. The MBPF, the MSB and the PWP all fall under the responsibility of the Ministry of Labour and Social Development (MoLSD).

23. **Disaster Risk and Climate Change:** Due to its geographic location, the Kyrgyz Republic is highly susceptible to natural disasters. The country suffers frequent earthquakes, flooding, mudslides, avalanches, snowstorms and mountain spills. There are more than 200 natural disasters in the country every year,³³ exacting significant societal and economic tolls. Earthquakes have the greatest impact, affecting an average 200,000 people and causing US\$200 million in damage.³⁴ Additionally, on average about 80,000 people are affected by floods annually, and related damage totals US\$60 million.³⁵

24. Climate change is likely to exacerbate the risks to natural disasters, affecting food security and livelihoods in four key areas: lower annual rainfall may increase drought risk; glacier and snow cover may decrease, impacting water availability in the short and long term; changes in rainfall patterns could offset planting seasons and crop yields, and low-lying parts may gradually become more arid, speeding up degradation and affecting in particular subsistence agriculture.

25. **Gender:** The Kyrgyz Republic ranks 67th in the Gender Inequality Index³⁶ (2014) with a score of 0.353.³⁷ Adult literacy, and school enrolment rates, both primary and

²⁸ Source: DHS 2012, available at <https://dhsprogram.com/pubs/pdf/FR283/FR283.pdf>

²⁹ Maunder, N. (2013) Social Protection in the Kyrgyz Republic, Scoping Mission, November 2013, WFP Kyrgyz Republic

³⁰ Rate of exchange US\$1.00 – KGS67.38 (icurrency, 05 July 2016)

³¹ Nick Maunder, (2013) Social Protection in the Kyrgyz Republic, Scoping Mission, November 2013, WFP Kyrgyz Republic

³² Between US\$14.50 and US\$43.60 per month

³³ World Bank Kyrgyz Republic Country Profile. Available at <https://www.gfdrr.org/sites/gfdrr/files/region/KG.pdf>

³⁴ Global Facility for DRR. Available at: <https://www.gfdrr.org/sites/default/files/publication/Kyrgyz%20Republic.pdf>

³⁵ Ibid

³⁶ The Gender Inequality Index is a composite measure reflecting inequality in achievement between women and men in three

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. In total, 27 percent of households are female-headed, a figure which has remained stable since the early 1990s.³⁸ Women therefore form a considerable proportion of the labour capacity of the country.

26. 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.³⁹ Data from the National Statistics Committee indicates that 30 percent of women are employed in agriculture.⁴⁰ 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.

1.3. Operation Overview

27. WFP has been operational in the Kyrgyz Republic since 2008, implementing two emergency operations (EMOPs), a special operation (SO), and a protracted relief and recovery operation (PRRO). In March 2013, WFP started implementation of the first development project (DEV 200176) 'Optimizing primary school meals programme in the Kyrgyz Republic', concentrating on the provision of capacity development activities to reform the national school meals programme. In July 2014, the PSNP project was established. This sequence of implemented operations illustrates a progressive shift in WFP's focus from emergency to recovery and development activities in the country.

28. The overall objective of DEV 200662 is to "enhance the Government's capacity to contribute to sustainable food security, nutrition and resilience among the poorest and most food-insecure groups, focusing on rural development, social protection, disaster risk management and climate change adaptation." Under this vision, WFP pursues four strategic priority pillars under a resilience framework: (1) social protection, (2) rural development, (3) disaster risk management (DRM) and (4) adaptation to climate change (CCA).

29. The PSNP is a WFP-led project to support the Government of the Kyrgyz Republic to improve its capacity and programming in the four strategic pillars mentioned above. Although the Government had some relevant policies and programmes in place at the time of the PSNP design, key concepts such as food access, food stability and resilience that were not included. There were also gaps in the Government's social assistance programmes related to targeting and the adequacy of the transfer values. The PSNP provides an avenue for WFP to support the authorities to address some of these issues.

30. The PSNP includes two major components of work: the first, national capacity development, focuses on providing support to policy development, technical assistance and awareness raising for the Government of the Kyrgyz Republic as well as enhancing the systems and tools for government implementation and response. Through the PSNP, WFP works with a number of Government ministries, but its main partner is the MoLSD.

31. The second component, building community resilience, focuses on geographic locations that are high in poverty, with high food insecurity. This component provides opportunities for Food Assistance for Assets (FFA) and Food Assistance for Training (FFT)

dimensions: reproductive health, empowerment and the labour market

³⁷ UNICEF (2015) State of the World's Children. Reimagine the future: Innovation for every child. UNICEF New York

³⁸ Kyrgyz Republic (2013) Demographic and Health Survey 2012. National Statistical Committee of the Kyrgyz Republic Bishkek & Ministry of Health, Kyrgyz Republic

³⁹ UNDP (undated) Gender equality and women's empowerment in public administration: Kyrgyzstan Case Study

⁴⁰ According to the results of the integrated sampling survey of households and manpower in 2012 – the National Statistical Committee of the Kyrgyz Republic, 2012

activities at community level. WFP provides food inputs, while cooperating partners provide funding, material inputs and technical assistance. Community projects implemented under this component include rehabilitation of water resources, public road rehabilitation, bakery and sewing courses, vegetable and fruit garden production, and fishery activities, among others.⁴¹

32. The programme has undergone two budget revisions since its inception, with an increase in planned beneficiaries from 210,000 to 274,000 and an increase in food commodities distributed from 8,962 mt to 12,013 mt. As a consequence, the budget has increased to US\$19,764,901 (about 30 percent over the planned programme design). The main donor is the Russian Federation, whose contributions account for 85 percent of financing through to the end of 2016. The Russian Federation provides the support through in-kind contributions of wheat and oil.

33. Since the project began, WFP has sought to expand its donor base, and increase the reach of the project as the government has become more engaged. As a result, the PSNP today includes a number of new projects (more details in Annex 8: Projects included under the PSNP banner). All of these new projects align with one of the four dimensions grounding the project. New projects on climate resilience and nutrition/home garden projects are currently in draft form, pending submission. The addition of these projects into PSNP have not only served to expand the scope of the project and provide WFP with additional funds, but have provided an avenue for engagement of other partners, donors and communities. The results of these projects are included in the evaluation findings.

34. Beyond the MoLSD as the main partner, the PSNP benefits from considerable support from the Ministry of Agriculture (MoA), Ministry of Health (MoH), Ministry of Education and Sciences (MoE), the Ministry of Emergency Situations (MoES), and the State Agency for Environmental Protection and Forestry (SAEPF). Cooperating partners include United Nations agencies (FAO, IFAD, UNDP, UN-Women, OCHA, UNICEF, UNFPA), the German Development Agency (Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)), and a number of NGOs: Kyrgyz Association of Forest & Land Users (KAFLU), Community Development Alliance (CDA), Public Association Centre of Activation of Rural Development Initiatives (CADRI), NGO Bilek, NGO Ak-Niet, and the Water Users Association (WUA).

35. At the time of the evaluation, the PSNP was planned to end in December 2016 as per the original project document. However, an extension is in the pipeline to extend the project until December 2017.

2. Evaluation Findings

2.1. Appropriateness of the Operation

Appropriateness to needs

36. The PSNP design was informed by the Country Portfolio Evaluation (CPE)⁴² carried out in 2012. The CPE indicated that the CO should better align WFP's portfolio with the national social protection system with a view to having a greater impact at the national level. WFP also carried out a Household Food Security Assessment (HFSA), and three scoping missions in 2013 – on social protection, disaster risk management (DRM) and resilience, and on nutrition - to inform the PSNP design.

⁴¹ Full list of activities and sectors by beneficiary numbers described in Annex 13.

⁴² Sida, L et al (2012) Country Portfolio Evaluation: The Kyrgyz Republic: An evaluation of WFP's Portfolio (2008 - 2012). WFP Report Number: OE/2012/014

37. Poverty and seasonality are identified as the key drivers of food insecurity in the Kyrgyz Republic, with food insecurity highest in the summer months and lowest during post-harvest periods of winter and early spring.⁴³ The HFSA found that almost 10 percent of households had a 'poor' or 'borderline' food consumption score.⁴⁴ However, in the poorest quintile, this percentage was higher (16 percent). Poor households were also less likely to consume a diverse diet.⁴⁵

38. National data reflects susceptibility to climate change, particularly with respect to access to water resources. The HFSA found that vulnerable households often reduced their spending on nutritious foods and investments in livelihoods when they were affected by external shocks.⁴⁶

39. The social protection and DRM/resilience scoping missions both indicated that a productive safety nets initiative would be beneficial because effective social protection systems are an important pillar of resilient communities and households. The Social Protection Scoping Mission⁴⁷ also recommended that WFP's activities should be better positioned within national social protection programmes.

40. As a result of the HFSA and other assessments, and the ongoing work by WFP to gather relevant vulnerability data, the PSNP was designed to appropriately target areas of high poverty and food insecurity, and focuses on the poorest households. Targeting is based on WFP's three-pronged approach (3PA) that utilizes the extensive data from the WFP Vulnerability, Analysis and Mapping (VAM) Unit. The 3PA includes (1) national level Integrated Context Analysis (ICA), (2) sub-national Seasonal Livelihoods Programming (SLP), and (3) Community-based participatory planning (CBPP). In the Kyrgyz Republic, the 3PA enables WFP to identify vulnerabilities down to the district level using multiple dimensions on poverty and disasters.⁴⁸ This includes the appropriate use of disaster mapping to inform the targeting of disaster risk reduction activities.

41. The national level ICA has been followed by SLP in two of the five provinces: Naryn and Osh.^{49,50} The SLP provided an opportunity for the CO to bring stakeholders together at sub-national level and build multi-stakeholder partnerships to support the building of resilient communities. Through the SLP process, WFP has been able to appropriately identify appropriate interventions within the project framework.

42. The third element of the 3PA is CBPP, a community level participatory exercise to involve communities in the planning of activities. For the PSNP, the ET found that the use of the CBPP methodology has not been systematic. Rather it is based on the capacity of WFP in each area and the capacity of their cooperating partners. The ET found that the CO could utilize the SLP and CBPP processes more systematically to ensure involvement of community members, and not just local authorities.

43. Overall, the ET found that household targeting aligns with the official social assistance programmes to some extent, targeting poor households with available labour capacity. Currently, households that cannot fulfil a work requirement are excluded. The logic for exclusion was to ensure that WFP focus on productive elements of social assistance and did not take over the role of the Government in providing support to households unable to work. While the ET understands WFP's dilemma, and recognizes

⁴³ WFP (2012) Follow-up Emergency Food Security Assessment. Kyrgyz Republic.

⁴⁴ In 2012, 18.6 had poor or borderline food consumption (ref – 2012 EFSA)

⁴⁵ WFP (2013) Household Food Security Assessment – Kyrgyz Republic

⁴⁶ Ibid.

⁴⁷ Maunder, N (2013) Social protection scoping mission

⁴⁸ National level identification of target areas used four variables in 2013 for project formulation. After this, the 2014 ICA was done to select individual districts and this focused on the two variables of poverty and disasters in view of a lack of disaggregated data in the other dimensions.

⁴⁹ WFP (2014) Seasonal Livelihood Programming: Kyrgyz Republic, Osh Region

⁵⁰ WFP (2014) Seasonal Livelihood Programming: Kyrgyz Republic, Naryn Region

that there are plans to support the authorities to enhance the use of existing social protection programmes, it is important to find a way to ensure that these households are not excluded from support in the meantime as they are often among the most vulnerable. Inclusion of labour-poor and time-poor households is also consistent with recent WFP guidance on FFA activities.⁵¹ A full description of the 3PA methodology can be found in Annex 9: PSNP targeting methodology. Overall, using the 3PA, the CO has appropriately targeted the PSNP to five provinces, covering a total of 94 sub-districts (*Ayil Okmotu or AO*).

44. The activities implemented under the community resilience component focus on building community assets and capacity. All of the supported activities fall within one of the four primary pillars for building resilience, and the targeted activities are appropriate to the needs of the food insecure population, and include both men and women as participants and beneficiaries. The design of the PSNP included both food- and cash-based modalities for food assistance. This was appropriate given that the SLP identified that some communities preferred to receive cash. To date however, only food-based assistance has been provided as the CO did not receive adequate unrestricted contributions for cash-based interventions. During ET interviews, beneficiaries stated that the food provided by WFP was culturally appropriate, of high quality, and received in a timely manner after the end of each project. Food ration size and components are considered appropriate to the context.

45. The ET finds that the original design of the PSNP has taken into account many of the recommendations from the scoping missions, although there are aspects of social protection that have not yet been fully captured in the PSNP design. These elements include ensuring households receive predictable assistance, ensuring it is regular and ongoing, scalable in the event of shocks, and ensuring that the most vulnerable households can benefit from activities.

Coherence with relevant stated national policies

46. Through the PSNP, WFP provides technical assistance and support to the government on four discrete dimensions of an overarching resilience framework: social protection, disaster risk reduction (DRR), rural development and climate change adaptation (CCA). At the time of PSNP development, policies related to these areas were few, limited to food security, specifically the food availability pillar, under the MoA. The other three pillars of food security⁵² were not prominent in policy construction. In addition, resilience building was not a familiar concept in the Kyrgyz Republic and no policy or strategy at the national level specifically addressed resilience as a concept.

47. The design of the PSNP is coherent with key government policies and strategies in place at the time of its design. This includes the National Sustainable Development Strategy⁵³ and the National Strategy of Social Protection Development of the Kyrgyz Republic for 2012-2014. There is also a number of Government policies and strategies related to DRR and CCA. For example, in 2013, the Kyrgyz Government adopted the first National Strategy for Climate Change Adaptation, and The Law on Protection of the Population and Territories from Natural and Man-caused Emergency Situations, focusing on efforts to reduce the loss of life and injuries from future events, and the economic and social impacts they cause.

48. WFP assistance and direction is coherent with this policy framework. Over the course of the PSNP, the national capacity development work by WFP has contributed to

⁵¹ WFP (2016) Food Assistance for Assets (FFA) for Zero Hunger and Resilient Livelihoods: A Programme Guidance Manual (V2).

⁵² The four pillars of food security are food availability, food access, food utilization (nutrition) and food stability (seasonality).

⁵³ Kyrgyz Republic (2012) National Sustainable Development Strategy. Available at http://faolex.fao.org/cgi-bin/faolex.exe?rec_id=143374&database=faolex&search_type=link&table=result&lang=eng&format_name=@ERALL

the elaboration of an array of new policies targeting rural development, DRM, CCA, and social protection. These are all coherent and appropriate to these dimensions. There are now separate national policies that target each of these dimensions. More information on the work that WFP has done in this regard is described in Section 2.2.

49. Community activities supported by WFP are developed in collaboration with local government at the district and sub-district level and are aligned with local government development plans, as well as oriented to the larger policy environment.

50. The design of the PSNP also includes gender aspects and reflects the priorities of the National Strategy of Kyrgyz Republic on Gender Equality till 2020 and the National Action Plan (NAP) on Gender Equality in the Kyrgyz Republic, 2015-2017.⁵⁴ The community projects promote the achievement of the first NAP's priority on enhancement of women's economic empowerment through the provision of additional income sources for vulnerable groups of the population, trainings and provision of FFA and FFT. The rest of NAP's priorities are touched on by projects indirectly, namely priority II through conduct of nutrition trainings for both parents and other relatives; priority IV by means of creation of women's self-help groups, and mini-cooperatives which may help women improve access to resources and decision-making.

Coherence with relevant WFP and United Nations strategies, policies, and normative guidance

51. The PSNP contributes to Millennium Development Goals (MDG) 1, 3 and 7 and with the more recent inclusion of nutrition activities, also contributes to MDG 5. Since 2015, the PSNP has included nutrition actions to contribute to the Scaling Up Nutrition (SUN) global initiative. Article 4.1 of the United Nations Framework Convention on Climate Change underlines the need for member states, including the Kyrgyz Republic, to "formulate and implement measures to facilitate adequate adaptation to climate change," and the PSNP contributes to this agenda.

52. The WFP Strategic Plan (2014-2017) provides options for responding to hunger and nutritional needs and specifically includes the reinforcement of national social protection systems and capacity building of government systems in general. Likewise, the Kyrgyzstan United Nations Development Assistance Framework (2012-2016) (UNDAF) provides support to national capacities to deliver social protection services and benefits as a priority. United Nations concerns under this pillar focus on strengthening policies and supporting their translation into delivery of services. The PSNP is therefore coherent with both these key frameworks.

53. The WFP Update on its Safety Net Policy (2012) and the Draft WFP Policy on Building Resilience in Food Security and Nutrition (2015) provide guidance for project design and implementation.

54. The inclusion of the possibility of providing food assistance through cash-based approaches is coherent with the WFP Cash and Voucher Policy. A transfer modality review conducted in 2013 indicated that the Kyrgyz Republic offers all preconditions for the feasibility of market-based assistance; therefore, it was appropriate to include these aspects in the PSNP design.

55. Gender mainstreaming and strengthening women's empowerment is based on the WFP Gender Policy 2015-2020, the WFP RB Cairo Gender Policy Implementation Strategy, and the United Nations Country Team (UNCT) Gender Mainstreaming strategy. The project was assigned a '2A' gender marker in accordance with the Inter-Agency Standing Committee (IASC) gender marker criteria,⁵⁵ confirming that it was designed to

⁵⁴ Kyrgyz Republic (2015) National Action Plan on Gender and Equality (2015-2017)

⁵⁵ More details available via: <https://www.humanitarianresponse.info/en/topics/gender/page/iasc-gender-marker>

contribute significantly to gender equality. A gender and age analysis is included in the project's needs assessment and is reflected in one or more of the project's activities and outcomes. Gender aspects are taken into consideration at all stages of the project, particularly in the needs assessment process and it was reflected in the design and implementation of project activities.

56. The PSNP is closely coherent with WFP Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs. In addition, the project reports on cross cutting results related to Gender, Protection and Accountability, and Partnership. The project logical framework was originally developed prior to the elaboration of the current WFP Strategic Plan and the log frame for the project was subsequently revised to align with the Strategic Plan (see Annex 10: Revised PSNP Log frame (2015)). This meant that for some indicators the baseline and target figures were included only during this revision.

Complementarity with the interventions of relevant humanitarian and development partners as well as with other interventions in the country

57. The WFP Kyrgyz Republic Country Strategy (2014) highlights WFP's shift from a relief to a development focus, strong integration with Government policies and programmes and an increased emphasis on capacity development through reinforced active engagement in government policy and strategy discussions. It also aims to offer increased support to the design of official systems and tools, and redirects WFP's field support to a more strategic, aligned and focused social safety net programme approach as a way to more effectively build longer-term resilience, address food insecurity and reduce undernutrition. The four pillars of work of the PSNP are coherent with the Country Strategy.

58. The PSNP design integrated the scoping missions' recommendations to seek joint aligned projects and programmes and to seek out cross-cutting partnership opportunities. The project documentation shows significant examples of complementarity with other relevant humanitarian and development partners, including collaborations with UNDP, FAO, IFAD, UNICEF and UN-Women.

59. WFP's work also complements the work of the World Bank and the European Union in providing support to the authorities' efforts in reforming the social protection system, and the work of GIZ in providing technical expertise at field level in the areas of climate change and DRM.

60. Most PSNP activities operate within the milieu of multiple agency support. Government partners include, but are not limited to, the Ministry of Labour and Social Development, the Ministry of Agriculture, the State Agency on Environment Protection and Forestry, and the Ministry of Emergency Situations.

Complementarity with other WFP projects

61. The other WFP project being implemented by the CO at the time of the evaluation was the DEV 200176 "Optimizing school meals programme" (SMP) which aims to improve the school meals in targeted schools by serving a more nutritious menu. This project underwent an evaluation process in parallel to the PSNP evaluation. Interviews highlighted the potential for complementarity between the two programmes in terms of the PSNP enhancing local food production for schools, improving school water and sanitation and facilitating local vegetable production sales to schools. [The findings of the SMP Operation Evaluation are available in a separate report.]

62. The conceptual frameworks and commissioned research projects for both these WFP programmes point to the potential of both PSNP and SMP to contribute to social safety nets. 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 is a potential policy gap in terms of articulating more explicitly the SMP contributions to social safety nets. While the PSNP specifically includes social protection as a key pillar of implementation and aims to have greater results related to social protection than just a social safety net function, the SMP's objectives in this regard are less clear. The relatively weak articulation of the SMP's contribution to social safety nets and social protection impedes the potential for more strategic collaboration between the two WFP programmes.

63. In terms of operational programming, within WFP structures, the targeting of districts and sub-districts for schools selected for receiving WFP support is 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 project staff within WFP, with different reporting lines, and there has been limited formal strategic coordination for complementarity in the project documentation.

64. The ET identified significant potential for mutual complementarity between the two projects, particularly with respect to contributions to social protection. To build on the existing potential, certain elements inside WFP CO programming could be modified to enhance the strategic articulation of SMP contributions and implementation as part of social protection programming and integrated with other social protection activities sponsored by DEV 200662.

Summary of Key Findings: Appropriateness of the Operation

- The food insecurity, poverty, and susceptibility to disasters and climate change context in the Kyrgyz Republic indicate that the decision to develop a Productive Safety Nets Programme is appropriate.
- The CO has utilized the 3PA to appropriately target the PSNP and ensure involvement from sub-national partners. However, the SLP and CBPP processes could be used more systematically to ensure involvement of community members, and not just local authorities.
- Food rations distributed are appropriate to the context and were found to be of high quality and on time in distribution.
- The PSNP is aligned with national policies on the four priority areas of social protection, rural development, disaster risk reduction and climate change adaptation. It is coherent with WFP's corporate frameworks and relevant WFP and United Nations policies, strategies, and normative guidance. The PSNP interventions are also complementary to, and interconnected with, the interventions of other relevant development and humanitarian actors.
- Complementarity with the DEV 200176 SMP project is conceptually significant within the social protection and safety nets pillar of a resilience framework. However, the current focus of SMP towards educational goals, including school attendance, masks the potential contribution of the SMP project to social protection and limits the potential for collaboration with PSNP. The autonomous WFP staffing structures and independent third party monitors commissioned 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 SMP and PSNP contributions to social protection and safety nets within a resilience framework.

- The ET finds that the original design of the PSNP has taken into account many of the recommendations from the scoping missions. However, there are aspects of social protection that have not yet been fully captured in the PSNP design. These elements include ensuring households receive predictable assistance, ensuring assistance is regular and ongoing, and ensuring that the most vulnerable households can benefit from activities.

2.2. Results of the Operation

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

66. This section describes the two main components of work under the PSNP: (1) providing technical support to the national government and sub-national authorities to enhance social protection mechanisms to support for achieving long-term food security, and (2) working at the local level with communities and local authorities to improve their resilience to disasters, economic shocks and climate change.

Component 1: Capacity development and technical assistance for the Government of the Kyrgyz Republic

67. The aim of this component is to support the government to enhance their social protection mechanisms and programmes for achieving long-term food security. The ET noted that the PSNP started at a time when many aspects of the PSNP were new and innovative areas of work within WFP. Similarly, many of the key concepts of the work, such as resilience, food access and food stability, were new to the Government of the Kyrgyz Republic.

68. In order to build from this starting point, WFP worked closely with a number of key ministries and agencies, establishing multiple partnerships and coordination mechanisms. These partnerships have been key to the implementation of the PSNP with the majority of outputs under this component of work implemented with various government ministries and United Nations agencies.

69. To date, WFP has focused its capacity development work largely at the central level in order to ensure that an appropriate policy environment was in place to support social protection and resilience work in the country. Evaluation interviews indicate that previous to the PSNP, ministries were working separately, each with their own mandates and objectives. The nature of resilience work, covering multiple sectors, has meant that for the first time multiple ministries have come together through the WFP established coordination mechanisms to work towards a common objective.

70. It should be noted that PSNP has only been implemented for two years. Although significant progress has been made in that time, this component is intended to be long term, requiring a longer time frame than the current PSNP.

71. The two main approaches under this component are:

- **Policy advice and awareness-raising:** WFP supports the development and implementation of policies and strategies in food security and nutrition, social protection and DRM to reduce food insecurity and undernutrition. WFP advocates for a multi-sectoral approach to these issues, with emphasis on productive safety nets, resilience to shocks, nutrition and gender equality.
- **Enhancement of systems and tools:** WFP supports the Government in: i) harmonization and targeting of social-assistance schemes; ii) improving information systems on food security and M&E systems for productive safety nets; iii) analysis of

the food-security risks of natural disasters and climate change with a view to establishing an evidence base for resilience; iv) emergency preparedness and response, including enhancement of national capacities to scale up assistance systems and identification of linkages to the management of food reserves.

Capacity development & technical assistance outputs

Policy advice and awareness raising

72. **Support to programme development and policy formulation:** Key informant interviews with senior government officials indicated that WFP has been instrumental in providing technical support for the development of a number of policies, and also for raising awareness on the need to do more in terms of food security, social protection, DRM, CCA and other key sectors. Although other United Nations agencies play roles in this sector, evaluation interviews indicated that the government recognizes WFP as the lead United Nations agency in the social protection and food security sectors. The outcome of this work is articulated in more detail in the outcomes section below.

73. **Coordination:** WFP has supported the formation of multiple coordination forums including an Inter-Ministerial Working Group to oversee the PSNP implementation, as well as multiple working groups on specific key topics. WFP co-chairs the Food Security, Agriculture and Rural Development Working Group (with FAO), and the Social Protection Working Group (with UNICEF) under the auspices of the Development Partners Coordination Council (DPCC). WFP also co-chairs the SUN-UN Network and SUN Multi-Stakeholder Platform, is a member of the Disaster Risk Coordination Unit, and chairs the Rapid Emergency Assessment and Coordination Team (REACT) in the South. These coordination forums have been instrumental in bringing multiple ministries and key stakeholders together to work towards common objectives.

74. **Food security:** The overall aim of WFP is to improve the food security of vulnerable households. As a result, food security is the focus of all the four pillars of the PSNP. The CO has also contributed to multiple food security related discussions in order to bring about change to the way the government thinks about food security. This includes policy and programme support, providing evidence of the food security situation through VAM data, improving the official systems to monitor food security, and ensuring that all four food security pillars are captured wherever possible, rather than focusing only on food availability. WFP was the lead agency to support the government to include the food access pillar in their policies and programmes.

75. **Social protection:** At the policy level, the CO is committed to supporting the government in developing its Social Protection Strategy 2015-2017 and ensuring that food security and nutrition are integrated within the framework. WFP assists with providing evidence, as appropriate, for policy and strategy development, including implementing the pilot Productive Measures of Social Development (PMSD) programme to provide evidence on the effectiveness of different social protection instruments [more information on the PMSD can be found below].

76. In addition, WFP is planning to support the government to enhance the use of existing government social assistance programmes, such as the monthly benefit for poor families (MBPF) in emergencies. This activity is ongoing but has produced no results to date.

77. **Disaster Risk Management:** WFP provides technical support to the MoES regarding DRM plans and policies. At the policy level, WFP focuses on the intersection between DRM, climate change and food insecurity.

78. The MoES has relatively strong emergency preparedness and response systems and is able to respond to small-scale emergencies (floods, landslides, avalanches) without

external/WFP support. WFP is therefore concentrating on providing technical support to the government to improve its disaster response system in areas such as targeting, timeliness, transfer sizes and duration and transparency particularly in preparation for a large-scale emergency. It is currently planned that WFP will support the government to strengthen the government's capacity to scale-up its social assistance in the event of large-scale emergencies.

79. **Climate Change Adaptation:** The National Climate Change Dialogue Platform was launched by the State Agency on the Environmental Protection and Forestry (SAEPF) in 2014 and WFP has become an active member. In 2014, the CO completed a study on climate risk and food security⁵⁶ with the SAEPF and the Climate Change Centre of the Kyrgyz Republic. WFP has also produced a book⁵⁷ and a set of thematic cards⁵⁸ to help communities make decisions about the types of projects they can implement related to climate change adaptation.

80. In early 2016 WFP also completed assessments in the two pilot PMSD districts - Kochkor and Bazar-Korgon – to provide recommendations for appropriate climate change community projects.

81. To date, these resources have been helpful for Project Management Committees (PMCs) to develop business ideas and not just focus on infrastructure rehabilitation. In Kochkor, WFP is supporting an apricot garden project, the idea for which came from community discussion from the thematic cards. The project is implemented in partnership with FAO under the GEF facility.

82. **Nutrition:** Although food security and nutrition have been integrated into all the above policy and programme work, the specific inclusion of nutrition into the PSNP has been a relatively new key direction. At central level, WFP has played a role in the formulation of a nutrition improvement plan under the National Food Security and Nutrition Programme and support to the coordination of the Scaling-Up Nutrition movement, in which WFP is playing a supporting role alongside the Ministry of Health and UNICEF. At field level, WFP designed and conducted a Knowledge, Attitudes and Practices (KAP) survey together with the Ministry of Health, GIZ, UNFPA and the Embassy of Switzerland on micronutrient deficiencies among adolescent girls, pregnant and lactating women and a survey on consumption of high-energy drinks and unhealthy snacks by school children.⁵⁹ The survey found that 12 percent of adolescents, 46 percent of breastfeeding women and 72 percent of pregnant women had received some form of nutrition training at some point. However, their knowledge of causes and symptoms of anaemia and goitre was poor. The study is the first step in understanding how to address the high levels of micronutrient deficiencies in women, and the results will be used to strengthen food and nutrition education activities in the country.

83. **Sectoral plans:** The CO has prepared a number of sectoral work plans, road maps and plans of action to ensure that activities under each of the four key pillars are clearly articulated for the WFP PSNP team. The CO has road maps in place for Social Protection, DRM and CCA, Rural Development, Nutrition and Gender Mainstreaming. There are also a DRM Strategy, Climate Change Action plan, NISS Action plan, and other sectoral work plans (e.g. logistics, public information, Vulnerability Analysis and Mapping (VAM)). The ET finds these documents clear and useful for understanding the CO's plans under each of the four priority pillars. However, while each document includes narrative regarding

⁵⁶ WFP (2014) Climate Risk and Food Security: An overview of climate trends and the impact on food security. Kyrgyz Republic.

⁵⁷ WFP (2016) 100+ ideas for Household Business. Kyrgyz Republic, Bishkek

⁵⁸ WFP (2016) Possible measures for climate change adaptation. Kyrgyz Republic, Bishkek

⁵⁹ Ministry of Health Kyrgyz Republic (2015) Knowledge, Attitudes and Practices on Micronutrients: Report on survey findings among adolescent girls, pregnant and breastfeeding women in four provinces of the Kyrgyz Republic

collaboration with government partners, they do not all specifically articulate the role of the government and any capacity building objective or outcomes.

Enhancement of systems and tools

84. **Harmonization and targeting of social assistance schemes:** Since December 2015 WFP and the MoLSD have been implementing a pilot PMSD programme in Kochkor (Naryn Province) and Bazar-Korgon (Osh Province). The pilot aims “to optimize existing systems to provide a more coherent and holistic productive safety net instrument to support improved food security and nutrition, poverty reduction for the most vulnerable and enhanced local economic development.”

85. The model of the PMSD is based on experience from countries such as Bangladesh and others, where WFP and the NGO BRAC have implemented graduation models targeted at the poor, supporting not only the poorest households but also a second category of less-poor beneficiaries. The support assists households to build their skills and asset base to help them ‘graduate’ out of poverty.

86. The PMSD will implement a combination of the MBPF targeting criteria and community self-targeting, to ensure that households in need are included. The PMSD pilot is intended to provide the government with evidence on how different social protection instruments can support vulnerable households. Through the PMSD, WFP will provide support (food-based) to two categories of households: 1: households living in extreme poverty, including people currently excluded from receiving social assistance; and 2: households living in poverty or at risk of falling into poverty due to shocks or stress.

87. The key target group of the PMSD (Category 1) will be households living in extreme poverty, including those who are excluded from receiving social assistance. For the purpose of ensuring effective targeting, the PMSD will use a combination of the existing MBPF targeting system and community self-targeting to ensure that the poorest households benefit. The design of the instrument would also give attention to the level of benefit transfer, availability of a starting asset base, willingness to form groups and contributions by participants to ensure that the poorest populations can effectively participate.

88. The PMSD will also support a second group of beneficiaries (Category 2) that includes people living below the poverty line and the transitory poor. People identified under this category either as new Category 2 beneficiaries, or later, after graduation from Category 1, would benefit from additional support including training, group formation and capacity development/coaching. Category 2 households would also receive support from local authorities and would be open to individual or collective agreements with the private sector, micro-credit organizations, or others, to extend their asset bases, including through establishing storage and processing facilities and through accessing of local, regional and central markets.

89. Currently, households will be provided with food assistance and/or training and support to marketing as shown in Table 1 below.

Table 1: Summary of PMSD support

Categories of households		Type of assistance received	
		A	B
		Minimum assistance to create an asset base for income growth.	Skills enhancement and support to marketing
1	Families with income under the Extreme Poverty line (EPL).	✓	✓
2	Families between EPL and Poverty Line (PL), and those at risk of falling into poverty	X	✓

Source: Prepared by ET based on information from the WFP PMSD Concept note.

90. The ET finds that the idea of piloting different social protection instruments very valuable as a way of providing evidence to the government on their effectiveness. The PMSD will try a combination of the MBPF targeting criteria and community self-targeting, to ensure that households in need are included. If successful, the evidence from this targeting methodology could contribute to changes to the national social protection system.

91. Although the PMSD is an excellent starting point, at the moment the design of the PMSD is constrained by WFP's lack of unrestricted contributions for cash and does not go far enough in the selection of different instruments. Households living in extreme poverty require regular support, preferably as cash as per the Government's social assistance packages. The ET considers that a combination of regular, adequate assistance along with predictable and timely, seasonal work opportunities would provide the best combination of assistance to enable graduation out of poverty.

92. **Improving information systems on food security:** In early 2015, WFP undertook a lengthy process to identify the national capacities in food security governance. The process was based on the WFP National Capacity Index (NCI) tool, which was adapted to the Kyrgyz context with the support of the WFP RB. The original NCI was initially adapted to measure resilience, but ultimately focused on Food Security Governance. The process was carried out over two months (January-March 2015) and drew together Government and partner agencies in order to inform current and future WFP programming. The NCI process reflected the engagement of government ministries and agencies under the four food security pillars of availability, access, utilization and stability. Consultations were conducted by WFP and NISS. A validation workshop then brought together all stakeholders to agree on final capacity statements. The WFP capacity development activities will now be based on the results of the exercise with the monitoring of capacity changes to take place for the period to 2017. More information on the NCI can be found in Annex 11: National Capacity Index (Resilience).

93. In order to support the Government and provide evidence on the food security situation in the country, the WFP VAM Unit has been key. The Unit has utilized its integrated context analysis (ICA) methodology to provide maps highlighting the most vulnerable locations in the country. The Unit is currently working on providing sub-district level vulnerability information, which will help WFP better identify vulnerable sub-districts within the most vulnerable districts.

94. The VAM Unit has also focused its support on a number of key areas, relevant to understanding food access issues in the country. These include analysing the changes in market prices, monitoring changes in the purchasing power of the population (wages and remittances), and analysing impacts on household food security (levels of food consumption, income, coping strategy) based on available data from household surveys.

More information on the ICA methodology can be found in Annex 12: Change in results of community capacity to manage shocks (2014-2015).

95. Two of the key VAM outputs under Component 1 are the National Food Security Atlas and regular market price monitoring.

- **National Food Security Atlas:** WFP developed a National Food Security Atlas (NFSA) in collaboration with the MoA and the first edition was launched in June 2015. The atlas is a tool to assist partners to achieve a better understanding of the geographical patterns of food security. This is done through a series of thematic maps, providing province and district level analyses of the food security situation in the country based on data on each of the four key dimensions of food security. It also provides a composite analysis that summarizes the overall characteristics of food security in each area.

Evaluation interviews indicated that the NFSA is already well utilized by the government and by other stakeholders. It is expected that the atlas will be utilized in the formulation of appropriate food security policies and strategies in future. The atlas will be updated on a regular basis to monitor progress. A second edition will be produced through an updating of information in collaboration with the MoA, WFP, the International Food Policy Research Institute and the University of Central Asia's web-based food security platform.

- **Price monitoring:** In June 2015, WFP CO together with FAO initiated the establishment of a Technical Working Group on Price Monitoring for Food Security (TWG-PMFS), an interagency mechanism to support timely decision-making related to food prices. The TWG is chaired by the Ministry of Economy and attended by the MoA, the National Bank, the National Statistics Committee and the National Institute for Strategic Study (NISS). WFP and FAO provide technical support. The TWG-PMFS coordinates, monitors, analyzes and reports on food prices to ensure early detection of food price hikes and timely planning of responses. A periodic Food Security Bulletin is jointly issued by the TWG-PMFS and disseminated among key food security stakeholders at national and sub-national levels, providing timely information and analysis on the domestic prices of basic food and non-food items, complemented by analysis of international markets. It also provides early warning on high food prices using the Alert for Price Spikes (ALPS),⁶⁰ a new WFP tool which is applied in more than 30 countries for early detection of food price rises.

96. As with the NFSA, the ET found that stakeholders were regularly receiving and reviewing the Market Price Bulletins, and the information contributes to project design.

97. **Analysis of the food-security risks of natural disasters and climate change:** The VAM Unit includes 'vulnerability to natural shocks' as a component of the ICA. The NFSA therefore also highlights locations at risk of natural disasters and overlays this information with areas of high poverty and food insecurity. This is useful for targeting DRM projects and helping the government to understand food security vulnerabilities in the country.

98. To support this process, WFP developed an on-line platform for unifying disaster data collection, analysis and reporting. WFP also supported the National Platform on DRR to establish an online database of DRM projects implemented by various stakeholders. Evaluation interviews suggested that WFP tools and expertise were used by Government authorities during recent landslides in Osh. It was reported, for example, that the support from WFP was especially helpful during the assessment process, to identify how best to

⁶⁰ The ALPS provides early warning of rising food prices by detecting abnormally high levels of local food prices. The ALPS calculates the difference between the latest observed price available and the corresponding seasonal price trend.

respond to the needs of affected households. The online platform was also used by key stakeholders for helping them visualize locations at risk of climate change.

99. WFP also contributes a range of other technical resources and support to assist the government, including:

- **Emergency preparedness and response:** To improve the awareness of populations on hazards, WFP, together with the MoES, developed six video messages on landslides, earthquakes, avalanches, fire safety, swimming safety and floods which were aired daily through national television channels. WFP is also working on production of a video message about their CCA and DRR activities in the country.
- **Resource Centres in sub-districts (Ayil Okmotus):** WFP has established resource centres in all sub-districts where it works. These are rooms within the local government offices that have been furnished with a computer and printer, and provide a space for WFP and other partners to provide information and consultation support to beneficiaries. The centres also provide local authorities with a space for the development of project proposals, provide a central space for project information, and act as a location where community members can find information about potential projects.
- **Training for local authority staff:** At sub-district level, WFP conducted a number of capacity development initiatives to enable local authorities' staff to better understand the PSNP and provide project participants with information throughout the cycle of the activities. Training was provided for 312 specialists in the 94 selected districts (Table 2 below).

Table 2: Training for sub-district staff (June 2014-April 2016)

	Total trainees	Male	Female	Number of training rounds completed
Social worker	94	12	82	All 3 rounds +PMSD
Land specialist	34	34	0	Two rounds
Agronomist	20	17	3	Two rounds
Civil protection focal point	130	122	8	All 3 rounds +PMSD
Village Health Committees	34	7	27	All 3 rounds
TOTAL	312	192	120	

Source: Communication with CO – 28.06.2016

100. The trainings covered topics related to the themes of the PSNP including increasing agricultural production and incomes, provided legal training on land leases and formation of groups, improved water management, enhanced nutrition to enable balanced and healthy eating habits, supported processing and marketing and increased awareness on disaster preparedness and mitigation.

Capacity development & technical assistance outcomes

101. The overall objective of the PSNP is to enhance the government's capacity. However, there are only two WFP corporate indicators in the SRF that capture the outcomes of the capacity development and technical assistance component of the work. These are the National Capacity Index (NCI) and an indicator of the capacity of targeted communities to manage climatic risks and shocks.⁶¹ Although referred to as NCI (resilience), the NCI used in Kyrgyz Republic ultimately measures the government's capacity in regards to food security governance. Although this is important, it does not

⁶¹ A discussion of the results re the measurement of the capacity of targeted communities to manage climatic shocks is covered in the narrative under Component 2.

capture the breadth of work undertaken by WFP in terms of capacity development and technical assistance in the priority PSNP areas.

102. The overall NCI (resilience) score is a composite measure of capacities related to each of the four food security pillars. The baseline figure was determined through the NCI process described above, and for food security governance the score was agreed at 2.5 (see Table 3). This reflects an ‘emergent’ capacity in which the basic and limited core capability characteristics apply. The CO is currently planning to update the NCI in 2017.

Table 3: National Capacity Index

Indicator	Target	Baseline	Latest
National Capacity Index (Resilience)	>2.5	2.5 (2015)	—

Source: WFP SPR 2015

103. The documentation of the NCI process was thorough and can contribute to the development of future WFP work around food security. The process included six United Nations Agencies and 11 national institutions. However, this did not guarantee the possibility of institutionalizing the NCI results into Government systems. Evaluation interviews indicated that key decision makers were not involved and/or not aware of the process in totality, only that someone from their ministry had taken part. More key decision makers could have been involved to ensure better awareness of the process. In addition, the process did not result in clear follow-up actions for stakeholders other than WFP, and no clear division of responsibilities on filling the identified gaps.

104. Although significant progress has been made in establishing national level policies, operationalising these policies at the local level remains a work in progress. Utilizing the SLP process in additional provinces should help build stakeholder relationships, build a common understanding of the PSNP and identify clear steps that could be taken through partnerships to build resilient communities.

105. Aside from the NCI, at the national level the ET considered that there were other outcomes from the capacity building and technical assistance component of this project that were not adequately captured in the project documentation. These include an overview of the policy formulation and programme development results achieved.

106. **National policy formulation:** WFP has contributed to a number of approved policies and laws, that will affect multiple ministries including:

- The National Sustainable Development Strategy (2013-2017), which provides the framework for rural development.
- The National Strategy for Comprehensive Safety of Population Territories of the Kyrgyz Republic from Disasters and Emergencies, which informs the Disaster Risk Management framework.
- National Social Development Programme and Action Plan (2015-2017) which guides the implementation of rural development processes.
- The Decree ‘Priority directions for adaptation to climate change by 2017’ guides climate change adaptation responses.
- In addition, the National Strategy on Gender Equality and Action Plan (2012-2020) provides a normative framework for addressing gender issues through project implementation.

107. **National programme development:** WFP has supported the government to develop two key programmes under the umbrella of the National Social Development Programme: The Food Security and Nutrition Programme (2015-2017) and the Social

Protection Programme (2015-2017). Both these programmes have now been officially launched by the Government.

- **Food Security and Nutrition Programme (2015 – 2017):** WFP, together with FAO and UNICEF, supported the government to plan a Food Security and Nutrition Programme (FSNP) with a particular emphasis on ensuring a comprehensive coverage of all four food security dimensions. This meant that in addition to the traditional government focus on food availability, the new programme emphasizes the importance of the three other pillars (access, utilization and stability) that play the major role in food insecurity in the Kyrgyz Republic. The programme was prepared by an Inter-Ministerial Working Group and was adopted in September 2015.
- **Social Protection Programme (2015-2017):** The newly adopted National Social Protection Programme 2015–2017 aims to shift spending toward the MBPF to reach 45 percent of the total benefit budget, administered by the MoLSD, and to improve its adequacy. WFP provided support to the government in planning productive elements of the new programme. Understandably, given the short time period of work on the PSNP to date, this work has limited outcomes to date.

108. Table 4 below shows other relevant outcomes, measured since the revised strategic framework in 2015. To date US\$268,576 has been provided by a total of 14 partners, well short of the US\$3.2 million target. However, this figure does not include government contributions, and when these are taken into account, the amount of complementary funding increases significantly. Similarly, project documents report that only 35 percent of projects have been implemented with the engagement of complementary partners - well short of the 80 percent target - while the majority of projects are implemented together with the government. Inclusion of government contributions would change both these indicators significantly and reflect much higher levels of achievement. Tracking these three indicators over time, once government contributions are included, would also provide WFP with a clear indicator of government capacity/contributions.

Table 4: Partnership outcomes

	Target	Baseline	Achieved
		October 2014	October 2015
Amount of complementary funds provided to the project by partners	US\$3.2 million	0	US\$268,576
Number of partner organizations that provide complementary inputs and services	30	11	14
Proportion of project activities implemented with the engagement of complementary partners	80	29	35

Source: WFP SPR 2015 & raw data provided by CO

109. Overall, the capacity building and technical assistance component of the PSNP makes up a significant proportion of effort for the CO. This is appropriate given that the main objective of the PSNP is to enhance the government's capacity, but the breadth of work being undertaken, because the outputs and outcomes are not adequately captured in a single document, are not clearly reported upon in the WFP annual Standard Project Reports (SPRs).

110. Unlike each of the four priority pillars of work, there is no roadmap or strategy that outlines where WFP is heading with the capacity development component of work, and the outcomes they are trying to reach. Having a document of this kind would enable capacity goals to be clearly articulated, shared with key partners and monitored over time.

Component 2: Building Community Resilience through Food Assistance and Complementarity Partnerships

111. As with Component 1, the community resilience component incorporates the four priority areas: social protection, rural development, DRM and CCA.

112. WFP defines resilience as “a capacity that ensures stressors and shocks do not have long-lasting adverse development consequences.” This component of work therefore focuses on building community resilience by implementing small scale community projects to improve the community asset-base for agriculture, improve opportunities for off-farm income generation, and protect community assets from disasters and climate risk. Individual community projects are determined from proposals arising from community requests. WFP supports projects that align both with the four PSNP priority areas and with Local Development Plans.

113. Individual community projects are implemented through an FFA or an FFT model. WFP provides food assistance, while other partners provide funding, material inputs and technical assistance.

114. The community resilience activities are designed to be owned and implemented by the local authorities (at sub-district level). The MoLSD is a key partner, providing warehousing, delivery and distribution services for the WFP commodities. Local authorities and the MoLSD also form and lead the Project Management Committees (PMCs) and make contributions to the implementation of the projects in their areas.

115. Other cooperating partners include the local authorities, UNDP, FAO, IFAD, UN Women, OCHA, Ak-Niet, Bilek, CADRI, KAFLU, ADI, CDA, WUA, and GIZ.

Community resilience outputs

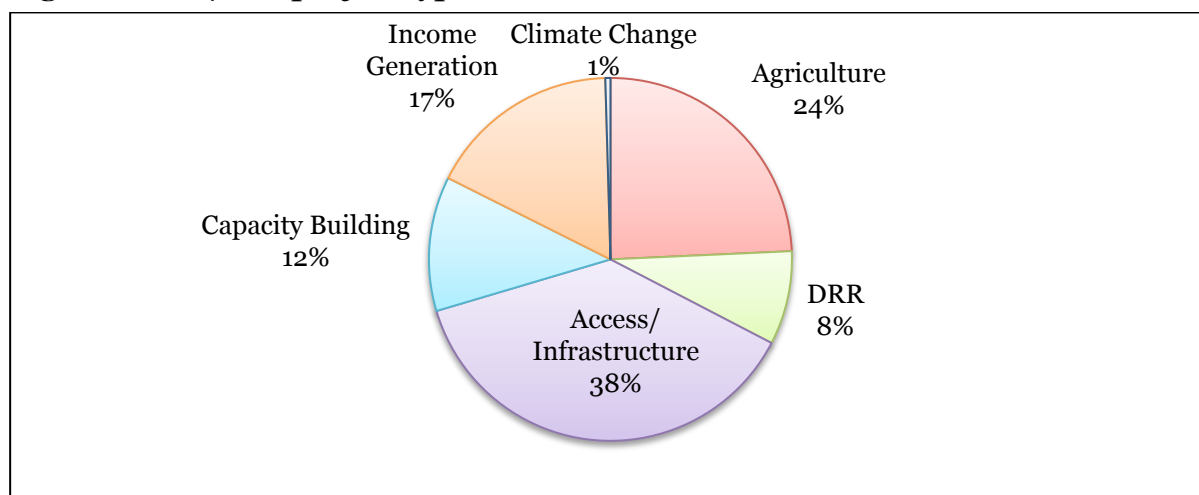
116. The community resilience projects are implemented in locations with high levels of poverty, food insecurity and risk of disasters as identified through WFPs 3PA. In total, up to the end of April 2016, WFP and cooperating partners had implemented 759 community level projects in 94 AOs. More than 75 percent of projects have been implemented in the South (Osh, Jalalabad and Batken), which are among the poorest provinces in the country (see Map 3).

117. Proposals for the community projects are developed at sub-district level by local authorities, and the Heads of Villages using a WFP format. Technical expertise is sought locally, to determine the scope of work. The resource centres described earlier under Component 1 provide the necessary equipment (computer and printer) for community leaders or local authority staff to develop the proposal, while WFP staff support the process as necessary. Proposals then go through a sub-district level PMC co-chaired by the Head of the Sub-district and the Head of the District (MoLSD) before being sent to WFP in Bishkek for final approval.

118. The ET noted that there were very few women on the PMCs. This is partly due to the PMC's makeup of village leaders and district level authorities, most of whom are men. Although the ET recognized that WFP is trying where possible to use local structures, more effort could be made to ensure input from community women during the design of projects.

119. Guidance to communities about what activities can be included in the community projects has changed over the two-year period of the PSNP, with each of the four pillars have more prominent at different times. Figure 1 shows the types of projects that have been implemented: infrastructure, DRR, agriculture, capacity building (FFT), income generation and climate change. The ET is satisfied that the activities have resulted in high quality, useful assets being reconstructed or rehabilitated. The full list of outputs can be found in Annex 13: PSNP Community resilience outputs – 2015

Figure 1: FFA/FFT project types



Source: Prepared by ET based on information from WFP project database

120. In order to implement the FFT activities, WFP, in consultation with local authorities, selected trainers from the local communities based on their specific expertise. These trainers conducted courses for people within their local area. FFT courses included sewing, baking, horticulture and agriculture related skills. The approach of using local expertise was appreciated by the communities as it enabled households to learn from people they were familiar with, but in a formal environment. The approach was also cost-effective and ensured knowledge and skills are accessible for project participants and potentially available for wider population in selected areas.

121. Table 5 below shows the planned and actual beneficiaries for the community resilience projects. At the time of design, the PSNP aimed to reach 210,000 beneficiaries. This was increased to 274,000 during the second budget revision (BR#2) in November 2015. By the end of April 2016, 27,912 participants had contributed to community projects, 51 percent of whom were female. Food was provided to a total of 139,939 beneficiaries⁶² (51 percent of planned, 48.9 percent female). This lower percentage of beneficiaries is due to smaller household sizes than planned.⁶³ The planned extension of the project to December 2017 should enable WFP to meet its beneficiary target.

Table 5: Planned vs. actual community project beneficiaries

	Planned			Actual			% Achieved	
	Male	Female	Total	Male	Female	Total	Male	Female
Participants	13,997	13,998	27,995	13,644	14,268	27,912	97.5%	102%
Beneficiaries	134,260	139,740	274,000	71,546	68,393	139,939	53.3%	48.9%

Source: WFP SPR 2014, WFP SPR 2015 & Communication with CO (2016 figures)

122. In total, the PSNP covers five provinces and 94 sub-districts (AOs). The total population of the AOs where the projects are implemented is approximately 1,086,000 people (see Table 6 below). WFP and partners have therefore covered approximately eighteen percent of the national population, with a higher percentage benefiting from the community resilience activities as indirect beneficiaries.

⁶² Beneficiaries are the participants and the other members of their household.

⁶³ Original planning figures allow for a household size of nine members, while in practice, the average household size has been five members.

Table 6: PSNP Coverage

	Total in country	PSNP	Coverage
Population	6,019,000	1,080,000	18%
Sub-districts (AO)	493	94	
Districts	40	27	
Provinces	7	5	

Source: WFP (2016) DRAFT PSNP Progress Report

123. Table 7 below shows the planned and actual inputs utilized for the community resilience projects. In the original project document, WFP planned to implement FFA and FFT not only through a food-based modality but also through cash-based modalities. However, cash-based modalities have not been used due to lack of resources. In total, 4,262 mt of food have been provided (to April 2016). This is 35.5 percent of the planned amount and is consistent with the number of participants to date. To date, the majority of households have participated in only one project, and received food once.

Table 7: Planned vs. Actual inputs

	Initial Plan	Revised Plan	Actual	% Achieved
Food	8,862 mt	12,013 mt	4,262 mt	35.5%
Cash	US\$1,593,000	US\$1,593,000	0	0%

Source: WFP SPR 2015

124. The ET found it difficult to verify from community members how much food was provided per participant, as in many cases communities accepted the food distribution allocation and then made decisions on how to distribute the food amongst themselves. For example, the ET found many communities making some provision for vulnerable households who did not participate in the project. WFP provided 3.41 kg of wheat flour and 0.32 litres of vegetable oil per person for a four-hour workday. The average FFA work cycle is 90 days (66 working days) though projects vary.

125. Evaluation interviews indicated that the food provided by WFP is acting as a significant incentive for households to participate in community projects. From the FGDs with community members and interviews with project committees the ET also heard that the food provided by WFP was of high quality and was distributed in a timely manner after the end of each project. None of the communities visited by the ET reported any delays in distribution or dissatisfaction with the quality of the food.

126. Interviews also confirmed the findings of the Seasonal Livelihood Programming (SLP)^{64,65} that indicated a preference for cash in the better seasons and preference for food during lean periods, because of increased prices in the lean season and the difficulty for poor households to purchase an adequate amount of food. In addition, some population groups have an ongoing preference for cash over food, while other groups prefer food.

127. **Provision of equipment:** At the time of the evaluation, WFP was engaged in consultations with local authorities in targeted communities to establish special processing facilities. WFP plans to provide processing equipment to support some of the capacity building projects. Equipment will be used to create 10 mini-workshops specializing in fruit processing, with equipment costs of up to US\$10,000. Two workshops are planned for each of the five provinces where PSNP is implemented.

128. The type of equipment provided through such facilities will be based on the results of the assessments and FGDs among project participants. Workshops will enable

⁶⁴ WFP (2014) Seasonal Livelihood Programming: Kyrgyz Republic, Osh Region

⁶⁵ WFP (2014) Seasonal Livelihood Programming: Kyrgyz Republic, Naryn Region

beneficiaries to process their produce locally and then sell their processed goods directly, instead of having to sell produce to middlemen who then reap the value addition of the processing elsewhere.

129. **Monitoring:** The CO and RB have invested considerable time and effort into measuring PSNP outcomes for the four key pillars, and their contribution to community and household resilience. This helps to provide evidence on the effectiveness of interventions, which can then form the basis of advocacy to government on the best ways to address different issues.

130. **Gender:** The community resilience projects under PSNP include activities that were inclusive of women's interests such as vegetable production, small medium enterprises such as sewing and hairdressing, and bakery training.⁶⁶ During initial provincial level workshops to talk about appropriate projects, almost half of the participants were women.

131. WFP continued their focus on interventions specifically intended for women, with an objective of increasing incomes and improving the diets of households headed by women. Examples include training vulnerable, food-insecure women to develop their vegetable plots and fruit gardens, improve value chains and establish links to processors and exporters. These activities included skills training, use of appropriate agriculture inputs, and the establishment of self-help groups and revolving funds to ensure the longer-term sustainability of activities and to encourage autonomous self-replication in coming seasons.

132. **Accountability:** At the time of the evaluation 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 were printed containing the hotline number and user instructions, and will be distributed to all project participants and involved stakeholders each time there is a distribution.

133. 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, which will record the calls to be regularly reviewed by a committee formed with representation of different units within WFP.⁶⁷

Community resilience outcomes

134. As with the capacity building component, the revised WFP Strategic Results Framework outcomes have limited application for the PSNP. The corporate WFP indicators do not adequately capture the scope of the programme, the sectors involved or the intended resilience and social protection outcomes. The CO has therefore done considerable work, with support from the RB, to develop a series of new indicators to be able to monitor the impact of the PSNP. These include measurement of intermediate, medium-term and longer-term outcomes. The results are discussed below, based on the detail provided in Annex 14: Component 2 – results framework.

135. In 2015 the CO established a Food Security Outcome Monitoring System (FSOM) to periodically monitor how the project interventions bring changes to the resilience of households and communities. FSOM applied a combination of six indicators to measure the resilience over time. These indicators include i) food consumption score (FCS); ii) household dietary diversity score (HDDS); iii) consumption-based coping strategy (CSI-food); iv) livelihood coping strategy at household level (CSI-livelihoods); v) community asset score (CAS); and vi) community capacity to manage climatic shocks and risks at the

⁶⁶ DEV 200662 WFP Standard Project Report 2015

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

community level. These are aligned with the WFP SRF (2014-2017). Additional project specific indicators are added based on the context of projects.

Intermediate outcomes

136. The new intermediate outcomes for the PSNP include a better asset base to improve agricultural practice, better knowledge and skills for off-farm income and protection of assets from disasters and climatic shocks.

137. **Better asset base to improve agricultural practice:** interviews indicated that as a result of improving asset functionality, communities are now able to utilize land for agricultural practice that was previously been left fallow due to lack of water access. In addition, water access was previously a source of tension between community members so some projects have helped to improve social cohesion.

138. Many projects have been implemented with an objective of protecting assets from disasters and climatic shocks. These include construction of gabion walls alongside streams and rivers to prevent flooding, and planting trees on hillsides to prevent erosion and landslides. All these activities contribute to community resilience by ensuring that community assets can be protected in the event of a disaster, in turn contributing to households/communities feel more secure.

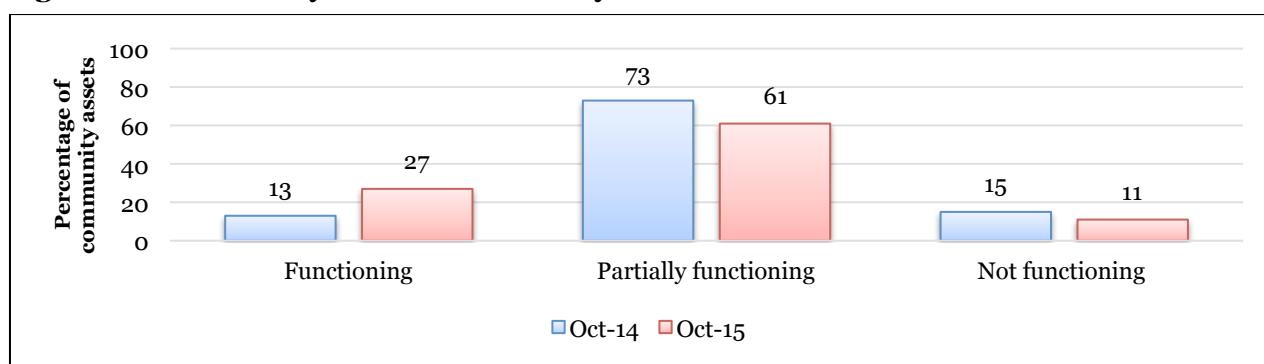
139. Overall, as of the most recent measurement (October 2015), 77 percent of communities have improved their community assets (see Table 8 below) mainly through the rehabilitation of partially functioning and non-functioning assets, such as irrigation channels, to become fully functional (see Figure 2). The community projects have resulted in a greater percentage of community assets being fully functioning (from 13 to 27 percent). This comes from rehabilitation activities that have reduced the percentage of partially functioning assets (to 61 percent) and non-functioning assets (to 11 percent).

Table 8: Community Asset Score

Indicator	Target	Baseline	October 2015
Percentage of assisted communities with an increased Community Asset Score	80%	--	77%

Source: WFP SPR 2015

Figure 2: Community asset functionality



Source: Prepared by ET based on information in the WFP PSNP Draft Progress Report

140. While the initial rehabilitation of community assets has been successful, maintenance of assets remains a challenge. WFP reports indicate that only around half of monitored communities have the necessary capacity to regularly maintain community assets or restore them after disasters. It is critical to ensure the maintenance and protection capacity among local authorities and communities for achieving long-term goals of the project, as well as ensuring village-level community participation in project decision-

making: the selection and prioritization of projects might help ensure community interest in asset maintenance.

141. **Better knowledge and skills for off-farm income:** The baseline for this indicator (see Table 9) showed that 99 percent of households were using their knowledge to improve off-farm income generating activities, although it is unclear if that was knowledge generated from WFP-supported training. During the field visits the ET noted that a number of the training activities have resulted in groups coming together and developing off-farm income sources, including producing baking products, and sewing and selling garments and household items. In fact, a number of women's groups participating in FGDs with the ET claimed that they are now self-financing as a result of coming together, receiving training and taking their business forward.

Table 9: Capacity building outcomes

Indicators	Target	Baseline	Latest
Use of obtained knowledge/skills to improve agriculture practices	N/A	N/A	98% (PDM)
Use of obtained knowledge/skills for off-farm income generation activities	N/A	N/A	99%

Source: WFP (2016) Impact monitoring report (DRAFT)

Outcomes

142. **Increased crop production:** Intermediate outcomes found that almost all project beneficiaries used obtained skills provided by the project for improving farming practices and off-farm income generation activities. Table 10 below shows that households are growing a greater diversity of crops since the start of PSNP, and crop production has increased, enabling households to sell a greater proportion of their crops. Households have increased the proportion of fruits and vegetables sold.

Table 10: Crop production outcomes

Indicators		Baseline (Oct 2014)	Follow up (Oct 2015)	Trend
Diversity of harvested crops		2.4	2.8	▲ *
Share of harvest sold	Potatoes	20%	26%	▲
	Vegetables	16%	38%	▲ **
	Fruit	19%	36%	▲
	Forage/hay	11%	14%	▲

Source: WFP (2016) Impact monitoring report (DRAFT)

* Project impact is statistically significant at the 10% level

** Project impact is statistically significant at the 5% level

143. **Meeting immediate food consumption needs:** WFP has monitored FCS and HDDS since the start of the PSNP. The proportion of households with poor FCS has decreased from 31 to nine percent, below the target value of 10 percent. Dietary diversity (HDDS) has also improved, from 5.9 at baseline to 6.9 in October 2015 (see Table 11). For both FCS and HDDS, male-headed households are reporting slightly better results than female-headed households. These improvements are despite increased economic risks such as a reduction of remittances and the poor harvest in 2014. Improved food consumption patterns in targeted communities are likely to be attributed to increased crop production and diversified income sources.

Table 11: Food security and nutrition related outcomes

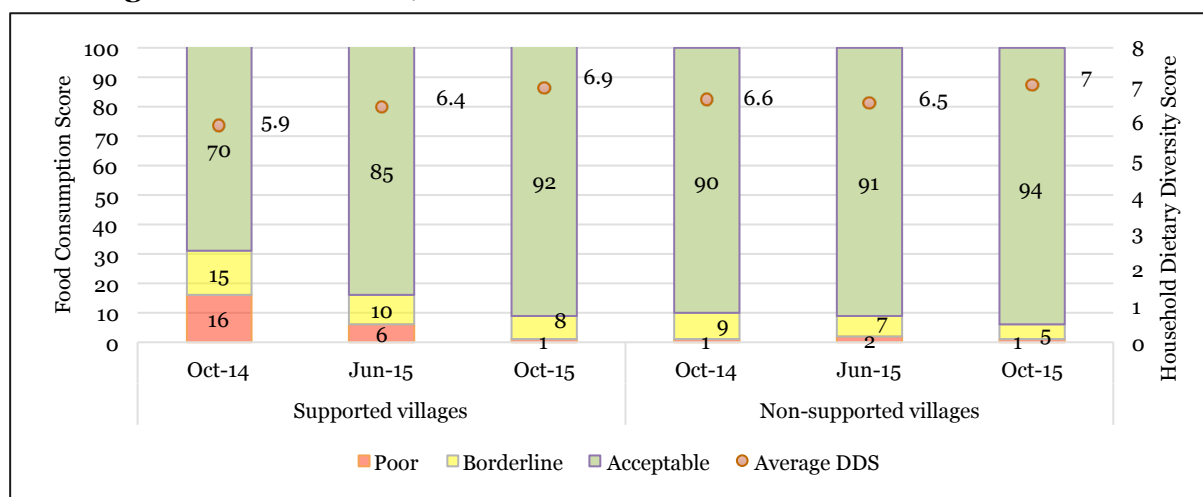
Outcome indicators		Baseline (Oct 2014)	Follow Up (Oct 2015)	Trend	Targeted vs. non-targeted communities
% of households who had poor or borderline food consumption		31%	9%	▲	0.033**
Consumption frequency	Potatoes (days/week)	4.2	5.3	▲	0.075*
	Meat (days/week)	4.6	5.4	▲	0.14
	Vegetables (days/week)	2.9	4.1	▲	0.79
	Dairy (days/week)	2.7	4	▲	0.71
Household Dietary Diversity Score		5.9	6.9	▲	0.053*
Harvest stock for own consumption	Potatoes	6.3	6.8	▲	0.77
	Vegetables	4.2	4	▲	0.59
	Fruits	3.5	4	▲	0.78

Source: WFP (2016) Impact monitoring report (DRAFT)

* Project impact is statistically different to the 10% level

** Project impact is statistically different to the 5% level

144. Figure 3 below shows a comparison of FCS and HDDS in supported and non-supported villages between October 2014 and October 2015. It shows that the supported villages were more vulnerable at the start of the project, indicating good targeting. It also shows that the supported villages have improved their FCS and HDDS over the course of the project and now show a similar profile to the non-supported villages.

Figure 3: Food Consumption and Dietary Diversity Scores (targeted communities vs. non-targeted communities)

Source: FSOM – Draft January 2016

145. **Diversified income sources:** Positive changes were also observed in the proportion of food expenditure and the proportion of expenditure on education, health and agriculture (see Table 12). These findings were confirmed by evaluation interviews that indicated that the provision of food enabled households to spend their own money on other households needs.

Table 12: Income sources and investment outcomes

Indicators	Baseline (Oct 2014)	Follow up (Oct 2015)	Trend
Proportion of participating households expenditure on food within household expenses	42%	40%	▲
Proportion of participating households expenditure on education, health, agriculture within household expenses	7%	10%	▲ **
Number of participating household income sources	2.1	2.4	▲

Source: WFP (2016) Impact monitoring report (DRAFT)

** Project impact is statistically significant at the 5% level

146. **Reduced use of negative coping strategies:** Despite the improvement in FCS and HDDS, the majority of households in WFP-supported communities were found to be using one or more food-based negative coping strategies (for example, borrowing food from others, eating less preferred foods, etc.), which posed a risk to their future food security (see Table 13). Evaluation interviews indicate that households who received their food from the community projects immediately before the lean season (winter and early spring)⁶⁸ were able to meet their food needs. Households that received food at other times of the year reported still facing food shortages during the lean season. The PSNP staff plan to continue to support the same communities to consolidate gains achieved in improving livelihoods.

Table 13: Coping strategies

Indicator	Target	October 2014 (baseline)	June 2015	October 2015
Coping Strategies Index (Food)	<2.1	2.1	3.5	2.5
Coping Strategies Index (Livelihoods)	<6.4	6.4	4.2	3.7

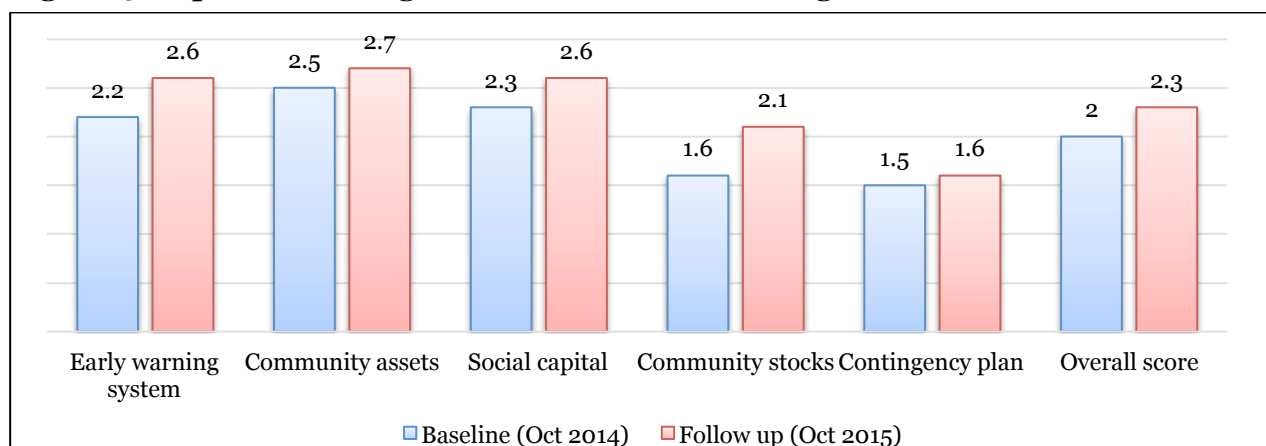
Source: WFP (2016) Impact monitoring report (DRAFT)

147. In addition to the partnerships and coordination structures that WFP has contributed to at the national level (Component 1), the CO has built a number of partnerships at local level, particularly with the district and sub-district authorities in order to improve opportunities for building community resilience. Limited work has been done to date to ensure the local authorities have an understanding of the central level policy frameworks, and it was clear from evaluation interviews that local authorities do not yet see the community work as part of a larger social protection system.

148. To measure changes at the community level, WFP has scored communities on a number of components that contribute to their ability to manage climatic risks and shocks: the presence of early warning system, community assets, social capital, community stocks and contingency plans. This is done using a subjective scale similar to the NCI. Figure 4 below shows the change in each of the main aspects that are measured. Overall, community capacity has increased slightly (from 2 to 2.3) but the score is still within the 'low' level of capacity. The full table of indicators measured under each component can be found in Annex 15: Summary of Component 2 results with latest results (as of May 2016).

68 WFP's SLP work in Naryn and Osh identified slightly different months as being the 'worst' periods: Naryn (March-April) and Osh (February) but both were late winter, early spring.

Figure 4: Capacities of targeted communities to manage climatic risks and shocks



Source: WFP (2016) Impact monitoring report (DRAFT)

149. The ET found that although local contingency plans are in place, and updated annually at the AO-level, villagers were not well informed about their contents and the implementation of the plan is largely driven by the availability of resources.

Long-term outcomes

150. The two long-term outcomes for the PSNP are eradication of chronic poverty and eradication of chronic food insecurity. To date, neither of these two indicators has baselines and will only be measured from 2016.

151. **Gender specific outcomes:** The WFP corporate indicator for gender is the number of women beneficiaries in leadership positions on the PMCs. The PSNP uses a local administrative structure as their PMC, which does not include any project beneficiaries. The PMC is made up of local authorities, and village leaders, only few of whom are women. Systematic use of the CBPP process where local level consultations are taken to the village and validated by community members would provide an opportunity for more women to be involved in activity planning. Currently this is done, but is dependent in some locations on the capacity of the cooperating partners.

152. The result for this indicator reported in the SPRs, as shown in Table 14, show achievement of 79 percent. However, this is misleading: as a result of the lack of beneficiaries on the PMC, the CO reported the number of women leaders present in the projects. A more appropriate indication of women's participation would be to monitor the proportion of women on the PMCs. This data is available, and is currently 31 percent. Data is not collected on the number of women in leadership positions.

Table 14: Gender outcomes

	Indicator	Baseline	Target	% Achieved
Result reported in SPR	Proportion of women beneficiaries in leadership positions of project management committees	30.2	50	79%
More accurate reporting of women's participation	Proportion of women on Project Management Committees			31%

Source: WFP SPR 2015 & WFP CO outcome database

153. The ET spoke with a number of women who had participated in FFT activities. As a result of the training opportunities, some women's groups were formed and members were now taking active roles in decision-making related to future projects in their communities, building social capital and improving their socio-economic status. Women were working

together and contributing their own financial resources to ensure their groups were self-financing.

154. **Accountability:** The proportion of assisted households informed about the programme is 66 percent compared to a 90 percent target (see Table 15). More systematic use of CBPP, including community members and not just community leaders in project planning, should help to improve this figure. Forming village or sub-district level project committees might also help.

Table 15: Accountability outcome

Indicator	Baseline	Target	Achieved
Proportion of assisted people informed about the programme	62%	90%	66%

Source: WFP (2016) Impact monitoring report (DRAFT)

155. Responses during the ET's interviews revealed high awareness of the PSNP amongst the PMCs and among the authorities at sub-district, district, provincial and national levels in field visits to Osh and Naryn provinces where WFP has implemented the school meals project. Provincial and district authorities tended to view WFP programming as a single unit and not to differentiate between PSNP and SMP activities. In some locations, where the identification of specific FFA/FFT activities was carried out through cooperating partners, beneficiaries showed greater awareness of the specific NGO or cooperating partner with whom they interacted for project implementation, rather than WFP. However, all FGDs with beneficiaries revealed their awareness of the source of the funding and the rationale for the project.

Summary of Key Findings: Results of the Operation

Component 1: Capacity building and technical assistance

- WFP has been instrumental in providing technical support for the development of a number of government policies. As a result, the government has adopted multiple policies, strategies and programmes relevant to the four priority areas.
- WFP has also been involved in establishing multiple partnerships and facilitating coordination between ministries and between civil society actors. As a result, multiple ministries are coming together to work towards a common objective.
- Strong technical support from the VAM unit has provided WFP and the government with evidence on geographical vulnerabilities and highlighted factors that influence food insecurity in the country.
- Although the capacity building and technical assistance component of the PSNP makes up a significant proportion of effort for the CO it was difficult for the ET to grasp the full breadth of work being undertaken without reviewing multiple documents because the outputs and outcomes are not adequately captured in a single document, and are not clearly spelled out in the SPRs.
- Significant progress has been made in establishing national level policies, but operationalizing these policies at the local level remains a work in progress. Utilizing the SLP process in additional provinces should help build stakeholder relationships, build a common understanding of the PSNP and identify clear steps that could be taken through partnerships to build resilient communities.
- WFP and the government have recently established a pilot project – PMSD – to pilot different social protection instruments. The ET found that the design of the PMSD is constrained by WFPs lack of unrestricted funds and does not go far enough to build evidence in the use of different social protection instruments.

Component 2: Community resilience

- WFP support projects that align both with the four PSNP priority areas and with Local Development Plans made by local authorities. In total, WFP has implemented 759 community level projects, more than 75 percent of which have been implemented in the poorest provinces in the country.
- By the end of April 2016, 27,912 participants had contributed to community projects, 51 percent of whom were female. In total, 4,262 mt of food had been provided to a total of 139,939 beneficiaries⁶⁹ (51 percent of planned, 48.9 percent female), which is 35.5 percent of the planned amount. Cash modalities have not been used due to lack of contributions for cash-based interventions.
- Women's participation in project decision-making has been limited. Although the ET recognized that WFP tries where possible to use local structures, more effort could be made to ensure that CBPP processes are used more systematically and ensure that input from community women is sought during the design of projects.
- WFP has put in significant efforts to improve their M&E system and monitor programme outcomes. The monitoring system has identified numerous positive outcomes for this component for households and/or communities. These include improvements in CAS, community asset functionality, FCS, HDDS, CSI (food), diversification of income source, and capacity building for agricultural production.

2.3. Factors Affecting the Results

Internal factors (within WFP's control)

156. A number of operational factors have positively affected the results of the PSNP. One of the more important is that the management of WFP CO provides a conducive learning environment that supports innovation to meet the needs of the target population.

157. Management has also been willing to integrate recommendations from evaluations to develop a new direction for WFP in the Kyrgyz Republic. To make this change, management has been willing to call on external expertise for scoping missions for the design of the PSNP, and to employ external expertise for the implementation of activities in the four key priority areas. This expertise has been key to the success of the PSNP as the CO would not have had the capacity to implement a programme in the sectors included in the PSNP at the time of project development.

158. The willingness and flexibility of the CO management team is complemented by a committed and passionate PSNP team able to take on this new direction, despite the vast breadth of work required.

159. The PSNP 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 PSNP to be monitored and reported.

160. In the absence of a large variety of corporate impact and outcome indicators, the M&E staff has focused considerable effort on developing appropriate outcome indicators for PSNP. These efforts have been supported by the WFP RB and the M&E unit in Headquarters, both of which have provided advice and technical support for finalization indicators and monitoring tools. As result, the CO's M&E system now allows monitoring of the progress and can evaluate the impact of the implemented activities.

⁶⁹ Beneficiaries are the participants and the other members of their household.

External factors (Outside WFP's control)

161. The main external factor in the success of the PSNP is the relationship between WFP and the Government of the Kyrgyz Republic. The government is supportive of the work that WFP is doing in the PSNP and has assumed appropriate responsibility. They are also open to technical support and appreciative of WFP's efforts in supporting policy formulation and programme development.

162. In addition, the PSNP benefits from multiple successful partnerships and coordination relationships with United Nations agencies, cooperating partners and with local authorities. WFP has established partnerships with experienced local partners enabling community projects to be implemented in a wide geographic area. Partners are also willing to provide financial and technical support for the community projects, which would allow WFP to provide the food component only.

163. Funding has been an area that has impacted on WFP's ability to implement the PSNP as per the original design. The PSNP is mainly funded by the Russian Federation, which provides support as in-kind donations. WFP is therefore limited in its capacity to implement cash-based modalities due to a lack of unrestricted contributions for cash-based interventions. The CO is systematically fundraising for PSNP activities and is working to expand its donor base so that in future, different modalities could be utilized. The CO has identified some specific donors that have agreed to support cash-based interventions in specific projects within the PSNP framework, although the actual contribution levels (for cash programming) from these donors are still relatively low and will need to be further developed.

3. Conclusions and Recommendations

3.1. Overall assessment

164. The discrete PSNP activities are appropriate programme responses to address the needs of the poor and most vulnerable households in the Kyrgyz Republic. The PSNP is coherent with UN, WFP and the direction and of the Government of the Kyrgyz Republic. Perhaps more importantly, the PSNP has helped shaped the policy direction of the government. The ET finds that the original design of the PSNP has taken into account many of the recommendations from the scoping missions and this fact has contributed to the achievement of the project results and its successful implementation to date.

165. WFP's 3PA has also enabled strong programmatic targeting to district level, as well as involvement of sub-national authorities in programming planning in Osh and Naryn Provinces. Additional SLP processes in other provinces might be beneficial in future to ensure that PSNP policies and programmes can be operationalized at local level.

166. Over the course of the PSNP implementation, multiple new projects have been added under the PSNP umbrella. These projects have helped to expand WFP's donor base, geographic reach and scope of the PSNP. However, although each of the new initiatives are appropriate and relevant, having a broad array of specific initiatives across the range of beneficiaries and regions masks the strategic connections for higher level impact. However, this diversity and breadth makes it difficult to maintain focus on the main project objective of building the government's capacity on social protection and food security. Articulating the higher level strategic connections more visibly would help with communicating project effects.

167. The PSNP is a new, innovative programme for WFP and Kyrgyz Republic is at the forefront of WFP resilience work. However, this innovation brings with it some issues, as

the standard corporate indicators do not fully capture the range of activities implemented, nor the value of programme. The M&E team have made significant inroads towards strengthening their M&E system in this regard, with outcome and impact monitoring now being clearly articulated.

168. The monitoring system, along with evaluation interviews, indicates that overall, the PSNP has made some significant achievements despite being implemented for only two years and with limited resources. The ET finds that there is great potential for the Government and for WFP in other countries to utilize the learning from the PSNP implementation. Monitoring of PSNP activities can provide the Government with evidence on ways to improve the government's own social protection activities. To ensure this is the case, WFP should actively align and systematize elements related to government assistance such as targeting criteria, predictability of assistance, and options for inclusion of most vulnerable households, to create systems that can ultimately be scaled up and utilized by the government.

169. There is also potential for the CO to align the SMP and PSNP projects. Staff interviews underscored the operational potential for the two programmes to complement each other at both national and community levels – such as improving water and sanitation in schools or facilitating local vegetable production sales to schools. In addition, both programmes manifest significant conceptual potential for contributing to an overall resilience framework. However, the current focus of SMP towards educational goals masks the potential contribution of the two projects towards the same social protection framework.

170. The two projects use the same database for site selection, but beneficiary selection is not coordinated together and the two projects coordinate with 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 safety nets and social protection within a resilience framework.

Component 1

171. Social protection and resilience building are key areas of work for the government and the PSNP has provided significant technical support on key priority areas. It is clear that there have been multiple positive outcomes from this component of work including programmes being established and policies being adopted, resulting in a more comprehensive policy environment. Ongoing work under this component should further cement WFP's role as a key player in providing technical assistance and support to the government.

172. In addition, the technical assistance provided by the WFP VAM Unit has provided the Government with evidence and a visual picture of the food security situation in the country. This includes aspects of poverty and food access not previously well recognised as drivers of food insecurity.

173. Unfortunately, the capacity development/technical assistance component of work does not have a clear road map or plan. There is also a lack of indicators and outcome measures that adequately reflect the breath of work being done. This has meant that evaluating the effectiveness of this component was difficult because the intended specific outcomes are not clear. A clear results framework with an ultimate objective of the Government taking over activities would enable clear progress monitoring and help ensure sustainability.

174. To date, WFP has concentrated the policy level work at central level. While this was appropriate for the start of the programme, now that the planned policy work is nearing completion, it will be important to consider approaches for operationalizing the policy frameworks at local levels. Currently local authorities do not see the community resilience work as part of a larger system and it will be necessary to strengthen their capacity in this area to ensure that the efforts at central level are felt at community level.

175. In working on resilience and social protection, WFP has tapped into a niche with few other actors. It is therefore critical that WFP focus its work in this area and ensure that all activities bring some learning for the Government on how best to implement assistance to ensure food security for vulnerable groups.

176. Support to building a comprehensive, well-functioning social protection system is considerable value in terms of improving the food security of vulnerable households. A comprehensive social protection system uses multiple instruments, targeting different groups with clear eligibility criteria while providing adequate assistance in a predictable manner. The weaknesses of the current system – poor targeting and inadequate support – have been highlighted by the World Bank and the European Union. The ET considered that the PSNP provides an excellent opportunity to test ways to improve the current government system, in terms of targeting, timing and adequacy of support.

177. To do this, the main drivers of food security in the Kyrgyz Republic - access and seasonality - need to be made more visible in the PSNP community level implementation. This can be done by ensuring that there are regular community work opportunities in the same locations, in a more predictable manner, with options for allowing households without labour capacity to participate. Implementing in this way would help illustrate the possibilities for a well-functioning, well-timed PWP.

Component 2

178. The ET finds the activities implemented under the community resilience component of the PSNP to be appropriate, well targeted and well-coordinated. The model of implementing these activities in partnership with the Government is excellent, and enables the MoLSD to take a lead role in all activities. This ultimately improves the sustainability of the PSNP actions. However, the strong leadership by the local authorities means that the ET found it difficult to verify the level of involvement from community members. With the exception of SLP implementation areas, the ET found that aside from village leaders, few community members had been involved in decision-making about which type of projects to be implemented, and women's engagement in decision-making process, limited.

179. Strong support from the VAM Unit means that activities are focused in areas of high poverty and food insecurity, and focuses on the poorest households, all of which are appropriate for a resilience-building programme.

180. The food commodities are of high quality and are delivered on time by the MoLSD. Households that received their food assistance directly before the lean season reported being able to cope with the harsh winter period. However, households that received food at other times of the year still reported facing food shortages during the lean season. Outcome monitoring confirmed this as a deterioration in CSI (food consumption). It is therefore important for WFP to ensure that the timing of community resilience activities coincides with the annual lean periods.

181. The FFA/FFT modality has been an effective mechanism in encouraging participation in community projects. However, it is important to note that there are some groups who reported a preference for cash transfers even though this is currently not possible with the existing project funding mechanisms. Cash transfers are currently the main form of Government assistance and WFP could play a valuable role in providing

evidence to the Government of the impact of a well-targeted programme that provided the most vulnerable households with regular, adequate assistance.

182. In addition, the FFT approach of using local expertise was appreciated by the communities as it enabled households to learn from people they were familiar with, but in a formal environment. The approach was also cost-effective and ensured knowledge and skills are accessible for project participants and potentially available for wider population in selected areas. It also contributes to the sustainability of the programme.

183. Monitoring data indicates multiple community level and households impacts from the community level projects. These include improvements in CAS, community asset functionality, FCS, HDDS, CSI (livelihoods), diversification of income source, and capacity building for agricultural production. However, improved outcomes for households have been hampered by a lack of physical inputs for agriculture (fertilizer, seeds, equipment, etc.) and a limited knowledge or access to marketing and storage techniques, resulting in very low selling prices of harvests or post-harvest loss. Providing equipment after training would also be beneficial. The planned provision of processing workshops should help to improve household income in this regard.

3.2. Recommendations

184. Based on the findings of this mid-term evaluation, the ET proposes the following recommendations to WFP to improve the implementation of the PSNP.

Strategic Recommendations:

Recommendation 1: Within the next six months (by end of January 2017), the CO, with the Ministry of Labour and Social Development and other relevant ministries as required, should **develop a capacity development plan** that identifies the intended outcomes of the national capacity technical assistance component. This should include delineated milestones, a measurable results framework, appropriate indicators for success, sustainability measures and an approach for operationalizing policies to local levels.

A Capacity Development Plan (CDP) would serve as a guide to ensure WFP and government continue to work towards a common objective, in the same direction. 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 WFP and to various Government ministries as appropriate along with agreed timeframes for achieving each of the outcomes. The CO should ensure that government contributions are included in PSNP monitoring and tracked over time. This should provide WFP and government partners with a clear indicator of government capacity/contributions and therefore their acceptance of the activities within the PSNP.

Recommendation 2: For the next phase of programming from January 2018, within the context of a new Country Programme to be introduced in January 2018, the CO **should incorporate project activities and School Meals Programme activities under** a single Resilience Framework that will highlight the strategic links between the projects to safety nets and social protection.

Both of the current Development Programmes – the PSNP and the SMP – have identified potential contributions towards social protection or building community resilience. However, currently, 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 such as resilience, with SMP contributing to the social protection pillar.

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 families.

Recommendation 3: For the next phase of programme (from January 2018), although the CO has already done extensive work in the social protection sector, and in programme monitoring, **the WFP CO should consider building their human resource capacity in these two areas** in order to be in a better position to bring SMP and PSNP under a single framework for the next Country Programme.

Given the importance of both these sectors to the PSNP, both for providing technical support to the Government and ensuring adequate evidence of success, the current staffing levels appear insufficient.

Operational Recommendations:

Recommendation 4: Within the next six months (by end of January 2017), the CO, with the Ministry of Labour and Social Development, should **develop an action plan** to ensure the elaborated policies and strategies related to rural development, disaster risk management, social protection, and climate change adaptation are operationalized at local levels.

It is clear that the PSNP has contributed to the elaboration of a broad array of central level policies in multiple pillars. 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.

It will important to ensure that key programmes and policy directions and made clear to authorities operating in the PSNP locations. This could include conducting a Seasonal Livelihood Planning process in additional provinces with multiple PSNP stakeholders and ensuring district and sub-district authorities receive training about the policy frameworks related to the four pillars of the PSNP and what they mean to activities at local levels.

Recommendation 5: Within the next six months (by end of January 2017), the activities under the Disaster Risk Management, Rural Development, and Climate Change Adaptation pillars **should continue in their current form** while the CO, with support from RB and/or external expertise as necessary, considers enhancing project contributions to social protection by developing a more systematic and focused prioritization of social protection elements.

The PMSD pilot provides an excellent opportunity for WFP to demonstrate the use of different social protection instruments and provide the government with evidence of their effectiveness. There is potential for the FFA activities to have increased social protection impacts if operated with a greater degree of predictability and at appropriate times in the livelihood calendar. Activities should also utilize clear targeting criteria and with clear information of household entitlements. Improving these elements of the FFA activities would also better align activities to the government Public Works Programme and provide evidence to the Government about how they could improve their national Public Works Programme.

In addition, the CO should continue to make efforts to support the government to develop ways to scale up their social assistance in the event of disaster. This is an

important element of social protection, and could greatly assist in ensuring food security of households after a disaster.

Recommendation 6: Before the end of implementation of the current PSNP (December 2017), the CO should work on **ensuring systematic options for households without labour capacity to participate** in community FFA/FFT activities. This should be done in parallel with continuing to advocate for increase social assistance from the government for these groups.

Currently the community activities focus on able-bodied households. While this might be appropriate for the national Public Works Programme, the ET considers that with the current constraints of the national programme and the low level of assistance provided through the Government's Monthly Social Benefits, these groups remain highly vulnerable to food insecurity. Systematically providing some options for households without labour capacity to participate in FFA/FFT activities would help alleviate this issue, at least until the Monthly Social Benefits and the Monthly Benefits for Poor Families with Children are increased to appropriate levels. Potential options could include allowance of light duties, or less working hours for the same transfer value, or entitlement to the full food transfer without fulfilling a work component. This is consistent with WFP guidance on FFA.⁷⁰

Recommendation 7: Before the end of implementation of the current PSNP (December 2017), the CO should **continue to seek out opportunities to implement cash-based interventions** and other non-food based support, including seeking financial support from donors.

Cash transfers are currently the main form of government assistance and WFP could play a valuable role in providing evidence to the Government of the impact of a well-targeted programme that provided the most vulnerable households with regular, adequate assistance.

The ability to provide equipment post-training would also improve the ability of households to utilize their training, and work towards self-sufficiency and less reliance on social support.

Recommendation 8: Before the end of implementation of the current PSNP (December 2017), the CO, with its cooperating partners and the Ministry of Labour and Social Development, should **develop an implementation plan** that ensures increased community engagement, especially by women, in project planning, management and decision making.

Currently project planning and approval sits with the Project Management Committees in each sub-district, and then central level approval from WFP. Although village leaders were involved in project decision-making, the ET found it difficult to establish how many other community members had input. Given that women make up only 31 percent of the PMCs, it is clear that women have limited opportunities for input into project design.

The ET suggests that WFP and the Ministry of Labour and Social Development provide Community Based Participatory Planning opportunities more systematically and/or form community level communities. Village or sub-district level committees should be made up of community members with equal gender representation to ensure that selected community projects are appropriate, include women's priorities and will ultimately serve the needs of the whole community. Attention should also be paid to ensure that women's participation in activities is

⁷⁰ WFP (2016) Food Assistance for Assets (FFA) for Zero Hunger and Resilient Livelihoods: A Programme Guidance Manual (V2).

enabled as per WFP FFA Guidance by providing lighter work opportunities and or shorter working hours.

Recommendation 9: Before the end of implementation of the current PSNP (December 2017), given the success of the project in developing outcome monitoring frameworks, the CO and RB **should collaborate to showcase** these learnings for strengthening the monitoring of similar projects in other countries.

This could include exchange visits to other WFP offices implementing similar work, production of promotional materials on resilience measurement, and inclusion of monitoring documentation on the WFP Kyrgyz Republic website.

Annex 1: Evaluation Terms of Reference



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

Measuring Results, Sharing Lessons

[FINAL, 13 JANUARY 2016]

TERMS OF REFERENCE

OPERATION EVALUATION

KYRGYZ REPUBLIC DEVELOPMENT PROJECT 200662 “SUPPORT FOR NATIONAL PRODUCTIVE SAFETY NETS AND LONG-TERM COMMUNITY RESILIENCE”

1. Introduction

1. These Terms of Reference (TOR) are for the evaluation of Kyrgyz Republic Development Project 200662 “Support for National Productive Safety Nets and Long-Term Community Resilience”. 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.

2. Reasons for the Evaluation

2.1. 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 200662 for an

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.

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 (200176, “Optimising the Primary School Meals Programme”). 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 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.
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 and national bodies are partners in the design and implementation of WFP activities, including the Ministry of Agriculture and Amelioration, the Ministry of Emergency Situations, the Ministry of Social Development (MoSD), the State Agency for Environment Protection and Forestry. 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 UN 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.
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.). 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.

3. 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 mid-2014, WFP launched the Development Project 200662 “Support for National Productive Safety Nets and Longer-term Community Resilience”, aiming to strengthen the Government’s capacity to reduce food insecurity and undernutrition and to support long-term resilience of communities, focusing on rural development, social protection, disaster risk management and climate change 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. As part of the project, WFP also supports the Government’s efforts to strengthen evidence based policy decision making, and provides technical support to the development of the National Food Security Atlas and an Interagency Technical Working Group on Price Monitoring for Food Security. The geographical targeting, based on a composite food security index, aimed at prioritizing food-insecure households in areas vulnerable to natural disasters (see Annex III of the project document – link in paragraph 14).
13. The other WFP’s Development Project (200176) in the country, initiated in January 2013, is 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.
14. The project document of the Development Project 200662, including the project logframe, related amendments (Budget revisions) and the latest resource situation are available on wfp.org at this [link](#).⁷² The key characteristics of the operation are outlined in table two below:

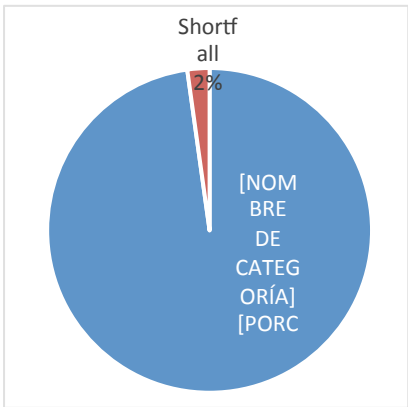
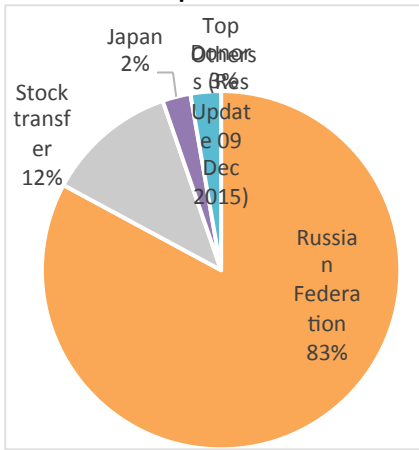
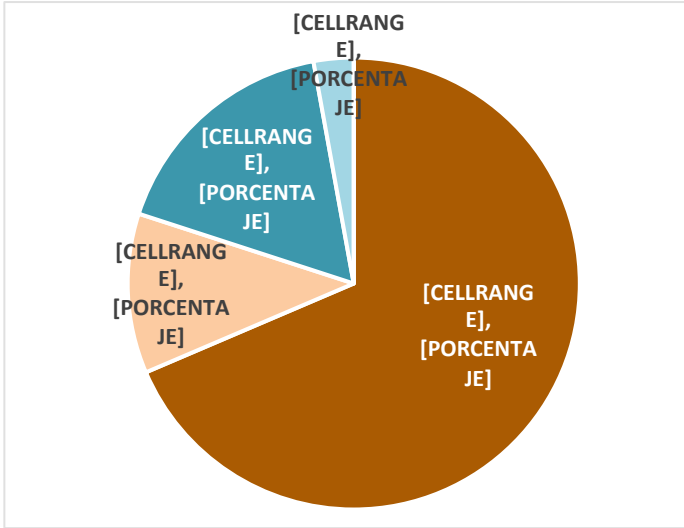
Table 2: Key characteristics of the operation

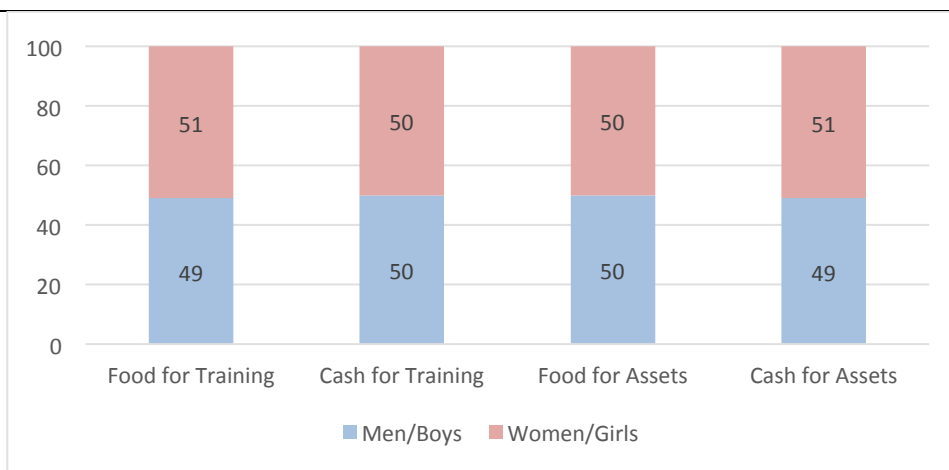
OPERATION	
Approval	The operation was approved by the WFP’s Executive Board in June 2014.

⁷² From WFP.org – Countries – Kyrgyzstan – Operations.

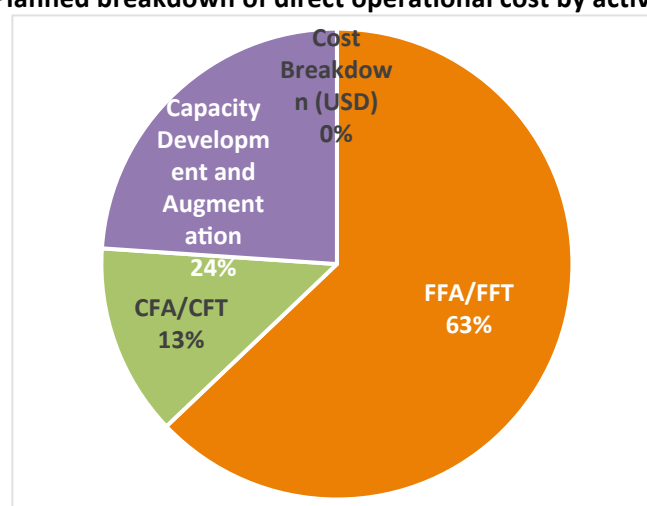
Amendments	There have been two amendments (BRs) to the initial project document. In particular: *BR#1 (May 2015): - revised the landslide transport storage and handling (LTSH) rate as a result of an increase in the price of services and inclusion of new services. The budget revision represented an increase of 1 percent over the previously approved budget. *BR#2 (November 2015): - increased the number of beneficiaries from 210,000 to 274,000 (135,700 boys/men and 138,300 girls/women) in accordance with the final results of selection of target areas. Through a Three Pronged Approach, WFP and the Government have agreed to focus interventions in areas with high concentrations of populations living in poverty, where the food insecurity is high. The increase affected beneficiaries planned under food assistance for assets (FFA) component of the project. Planned C&V recipients remained unchanged; - increased food commodities by 2,880 mt of wheat flour and 271 mt of vegetable oil in accordance with the above increase in beneficiary numbers with no change to the individual rations; and - increased associated costs (LTSH, ODOC, etc.) to correspond to the tonnage increase.		
Duration	30 months (1 July 2014 – 31 December 2016)		
Planned beneficiaries	Initial: 210,000	Revised: 274,000	
Planned food requirements	Initial: - In-kind food: 8,862 mt of food commodities - Cash and vouchers: 1,593,000 US\$	Revised: - In-kind food: 12,013 mt of food commodities - Cash and vouchers: 1,593,000 US\$ (no change)	
US\$ requirements	Initial: 16,884,199 US\$	Revised: 19,764,901 US\$	
OBJECTIVES,OUTCOMES AND ACTIVITIES (as per logframe in project document)			
Contribution to MDGs 1, 3 and 7. Alignment with UNDAF (2012-2016)	SO	Operation specific goals and outcomes	Activities
	Strategic Objective 3	Goals: 1. Support people, communities and countries to strengthen resilience to shocks, reduce disaster risks and adapt to climate change through food and nutrition assistance; 2. Leverage purchasing power to connect smallholder farmers to markets, reduce post-harvest losses, support economic empowerment of women and men and transform food assistance into a productive investment in local communities; 3. Strengthen the capacity of governments and communities to establish, manage and scale up sustainable, effective and equitable food security and nutrition institutions, infrastructure and safety-net systems, including systems linked to local agricultural supply chains.	
		Outcomes: 1. Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households; 2. Risk reduction capacity of countries and institutions strengthened.	<ul style="list-style-type: none">Food-for-Assets (FFA)Cash-for-Assets (CFA)Food-for-Training (FFT)Cash-for-Training (CFT)Institutional Capacity Development

	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 Agriculture and Melioration, Ministry of Emergency Situations, Ministry of Social Development, State Agency for Environment Protection and Forestry.	
United Nations	FAO, IFAD, UNDP, UN-Women, UNICEF and OCHA.	
NGOs	KAFLU, AK-NIET, CADRI, BILEK, AKDN and civil society organizations such as WUA.	

RESOURCES (INPUTS)		
Contribution received (as of 9 December 2015): 19,304,865 US\$ % against appeal: 98% Top donors: <ul style="list-style-type: none"> Russian Federation (83%) Japan (2%) Others (3%) 	% funded of total requirements 	Top donors 
PLANNED OUTPUTS (at design)		
Planned % of beneficiaries by activity/component 		
Planned % of women/girls versus men/boys by activity/component		



Planned breakdown of direct operational cost by activity



4. 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 (January - June 2014) and the period from the beginning of the operation until the start of the evaluation (July 2014 – 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 national strategies and priorities in relation to Social Protection and Safety Nets, 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 200176);

- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance⁷³ (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.

More specifically, areas for analysis will also include:

- the extent to which WFP corporate tools in the area of Resilience building such as Integrated Context Analysis (ICA), Seasonal Livelihood Programming (SLP) and Community-based Participatory Planning (CBPP), among others, were adopted and utilized by the CO;
- the specific focus and scope of resilience activities (*resilience to what, for who, where, at what level and when*);
- how the CO has helped informing Resilience, Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) thinking at national level.

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 (namely, Development Project 200176 – including looking at 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
- 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

⁷³ Includes the 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).

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 gender⁷⁴);
 - 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. 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

⁷⁴ 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.

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.

5. Phases and deliverables

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 Package⁷⁵.** 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 (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 200176, 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 200176. 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](#).

⁷⁵Because 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.

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)
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

6. Organization of the Evaluation

6.1 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.

6.2 Evaluation Management

35. The evaluation will be managed by the company's EM⁷⁶ 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.
 - f) Ensure coherence with the evaluation report of Project Development 200176.
 - g) Provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.3 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 200176); 2) a sub-team of two members, only covering the evaluation of Development Project 200662. 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):
- Resilience, Rural Development, Disaster Risk Reduction, Emergency Preparedness and Climate Change Adaptation (both at national/planning and community level);
 - Institutional Capacity Development in the area of Social Protection and Safety Nets;
 - Food and Nutrition Security and Nutrition-sensitive programming;
 - Cash-based transfers;
 - Gender expertise / good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.

⁷⁶ The same EM will cover both evaluations of Kyrgyz Republic Development Projects 200176 and 200662.

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 above⁷⁷ 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 200176 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.

6.4 Security Considerations

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 UN Department of Safety & Security (UNDSS) system for UN 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.

7. Roles and Responsibilities of WFP Stakeholders

47. **The Country Office.** The CO management will be responsible to:
 - a) Assign a focal point for the evaluation. **Aizhan Mamatbekova**, M&E Officer, will be the CO focal point for this evaluation.
 - b) Comment on the TORs, inception package and the evaluation report
 - c) 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.

⁷⁷ or one of the competencies listed under the Development Project 200176 evaluation TOR, as long as the ones listed here are covered satisfactorily within the Development Project 200662 evaluation team as a whole.

- d) Organise security briefings for the evaluation team and provide any materials as required
- e) 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.
- f) Organise and participate in two separate debriefings, one internal and one with external stakeholders.
- g) Prepare a management response to the evaluation recommendations.
- h) 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:

- a) Assign a focal point for the evaluation. **Claudia Ah Poe**, Regional M&E Advisor, will be the RB focal point for this evaluation.
- b) 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.
- c) Provide comments on the TORs, inception package and the evaluation report.
- d) Coordinate the management response to the evaluation and track the implementation of the recommendations.
- e) 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:

- a) 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.
- b) 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.
- c) Comment on the draft inception package.
- d) Comment on the evaluation report and approve the final version.
- e) 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.
- f) 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.
- g) 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.

8. Communication and budget

8.1 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.

8.2 Budget

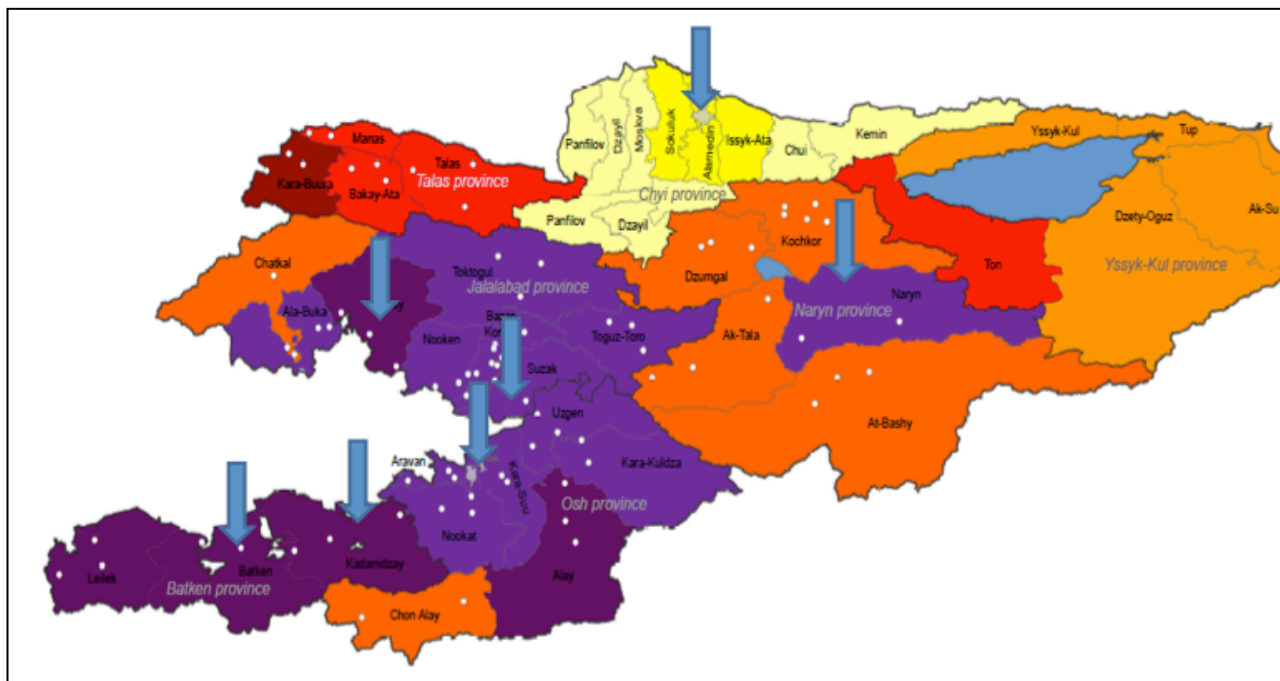
53. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012 and July 2015). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).
54. **Budget:** 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: Evaluation Team Field Visits

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

Map of Site Visits



Calendar of Site Visits

Monday 9 May	Tuesday 10 May	Wednesday 11 May	Thursday 12 May	Friday 13 May	Saturday 14 May	Sunday 15 May
Mission Internal Meeting	WFP <ul style="list-style-type: none"> Broad Country Introduction Remaining Preparations Discussion (M&E PMs) Programme staff meeting DEV 200662 (confirmed) 	WFP <ul style="list-style-type: none"> CO M&E CO Fundraising CO Logistics RB M&E Advisor RB Resilience Advisor 	Ministry of Labor and Social Development KAFLU CADRI CDA State Agency for Environmental Policy Formulation Ministry of Agriculture	Travel Naryn Province Kum Dobo AO Project Committee DEV 200662 project site visits and Beneficiary FGDs <ul style="list-style-type: none"> Beccari pit Fruit garden Cholpon AO Project Committee DEV 200662 Project site visits and Beneficiary FGDs <ul style="list-style-type: none"> Canal Project Ministry of Social Development District level	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 Project Committee District Level Ministry of Labor and Social Development Valakysh Project site and Beneficiary FGD (Canal) Yazyezd Project Site and Beneficiary FGD (Fishery) Kakyr Project Site and Beneficiary FGD (Fruit Garden) Kadamjai District Deputy Head Travel to Batken	Batken Province Governor & Deputy Governor on Social Issues Bilek Karabak Project Committee Karabak AO Kyzyl Bel Project site visit and Beneficiary FGD <ul style="list-style-type: none"> Canal Vegetable Production Travel to Osh	Travel to Jalalabad Interview with Jalalabd Provincial Deputy Governor for Social Issues Travel to Aksy District Uch Korgon AO Project Committee District Level Ministry of Labor and Social Development Naryn Project site visit and Beneficiary FGDs (Sewing) Zhylnkol Project site visit and Beneficiary FGDs (Vegetable production) Aksy District Deputy Governor for Social Issues	Kosho Dobo AO Project committee Munduz Project site visit and Beneficiary FGD (DRR) Sary Kashk Project site visit and Beneficiary FGD (Water) 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
UNDP IFAD UN Women GIZ NISS	WFP <ul style="list-style-type: none"> Partnership Public Information CD Nutrition UNICEF JICA	Team Debriefing and Preparation	Internal Debriefing for DEV 200176 and DEV 200662	External Debriefing DEV 200662 with Ministry of Labour and Social Development and partners		

Annex 3: Lists of People Interviewed

Name	Position
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. Keigo Obara	Head of VAM unit
Ms. Aizhan Mamatbekova	M&E Officer
Mr. Sharifbek Sohibnazarov	Head of Programme (PSNP)
Ms. Nazgul Borkosheva	DRM Officer
Ms. Asel Botpaeva	Programme Associate
Ms. Kiyal Arabaeva	Programme Policy Officer
Mr. Mairambek Sartbaev	Monitoring Assistant
Ms. Tatiana Semenova	Climate Change Adaptation Expert
Mr. Samat Ermekov	Monitoring Assistant
Ms. Mirgul Umetalieva	Partnership Officer
Mr. Baktybek Beishenaliev	Logistics Officer
Ms. Aijamal Jekshelaeva	Logistics Assistant
Ms. Bermet Sydygalieva	Nutrition Officer
Ms. Elizabeth Zalkind	Communication Officer
WFP Regional Bureau, Cairo	
Ms. Claudia Ah Poe	RB M&E Advisor
Mr. Muhammed Salem	RB M&E Advisor
Mr. Oscar Ekdahl	RB Resilience Adviser
Ms. Samah Elsir	RB Nutrition Advisor
WFP Staff - Kochkor	
Mr. Shamil Usubaliev	Coordinator
Mr. Jumanasyr Abdylidaev	Engineer
Mr. Samat Ermekov	Monitoring Assistant/Translator
WFP Staff - Osh Sub-office	
Mr. Shukhratmirzo Khodzhaev	Head of Sub-office
Mr. Suyunbek Aidarov	Programme Officer
Mr. Dilshod Ismonaliev	Programme Assistant
Ms. Aziza Arzanova	Monitoring Assistant
Ms. Liliia Akhmetshina	Monitoring Assistant
Mr. Ulanbek Eshmatov	Monitoring Assistant
Ms. Ainura Tashbaeva	Monitoring Assistant
Mr. Nurlan Zhumabai uulu	Monitoring Assistant
Mr. Nurmamat Mamadaliev	Field Monitor

Name	Position
Government representatives (National level)	
Mr. Asan Kuikeev	Deputy Minister, MoLSD
Mr. Kudaibergen Bazarbaev	Minister, MoLSD
Mr. Jumabek Asylbekovich	Ministry of Agriculture
Mr. Nurdolot Bazarbaev	Head of MoLSD Social Allowance department.
Mr. Dzhybarkul Berrylova	State Agency for Environment Protection & Forestry (SAEPF)
Mr. Shamil Ilyasov	SAEPF
Ms. Aizada Kiyazova	SAEPF
Ms. Gulmira Kalchikaeva	MoES
Ms. Evgeniya Karpovich	National Institute for Strategic Studies (NISS)
Government representatives (Provincial level)	
Mr. Ulanbek Alipbekov	Deputy Governor, Osh Provincial Administration
Mr. Seitbek Abdrahmanov	Deputy Governor, Batken Provincial Administration
Mr. Seitmurat Kalykov	Head of Social Department, Batken Provincial Administration
Mr. Bakitbek Anarkulov	Deputy Governor, Jalalabad Provincial Administration
Mr. Ernest Borubaev	Senior Specialist of Social Department, Jalalabad Provincial Administration
Government representatives (District level)	
Mr. Baterbek Adeymamyrov	Kochkor District Head of MoLSD
Ms. Elmira Sadikova	Deputy Head, Kochkor District for Social Affairs
Ms. Osmonova Gulbarchyn	Head, Kadamjai District Department of Social Development
Mr. Tursunaliev	Deputy Head, Kadamjai District for Social Development
Mr. Otkurov Apyz	Aksy District Social Department Specialist
Mr. Omurbekov Abdikaim	Deputy Head, Aksy District Department for Social Development
Ms. Asylkan Duishenbieva	Aksy District Senior Specialist
Mr. Nurlan Ayinov	Head, Aksy District Social Department
UN agency & international agency representatives	
Mr. Taalaibek Ergeshov	UNDP, Regional Specialist in Osh and Jalalabad regions
Mr. Daniyar Ibragimov	UNDP Policy and Programme Analyst, Environment for Sustainable Development and DRM
Mr. Kanat Sultanaliev	IFAD Consultant
Mr. Kinlay Dorjee	FAO Representative in KR
Ms. Sarina Abdysheva	FAO Acting Deputy Representative, Senior Coordinator
Ms. Kanykey Ergeshova	FAO Coordinator
Ms. Jipara Turmamatova	UN Women Programme Manager
Mr. Taalaibek Ergeshov	UNDP, Regional Specialist in Osh and Jalalabad regions

Name	Position
Donors	
Mr. Alexander Kudryashov	Consul General, Russian Federation
Onishi Keiichiro	Project Formulation Advisor (Agricultural Development), JICA
Seitov Madaminbek	Programme Officer, JICA
Saito Katsuro	Project Chief Advisor (Project for Promotion of Exportable Vegetable Seed Production in the KR), JICA
Cooperating partner representatives	
Ms. Elnura Zholdosheva	KAFLU, Manager
Ms. Indira Baigazy Kyzy	CADRI, Head
Ms. Aigul Musaeva	CDA, Chair
Ms. Busaira Abdrakhmanova	Ak Niet, Head
Mr. Abdykayim Shadanov	Ak Niet, Coordinator
Ms. Janatai Asanova	Bilek, Coordinator
Mr. Peter Tominskiy	GIZ Project Manager
Mr. Akylbek Shadymanov	GIZ Coordinator in Batken Province
Project Management Committee Members (Includes sub-district authorities, villages heads, and other PMC members)	
Mr. Sadybakas Ubaliev	Head of Kum Dobo AO
Ms. Obolbekova Marina	Rural development leading specialist
Mr. Abdurahmanov Ahmadjon	Head of Uch-Korgon sub-district
Mr. Erkinbek Matkabylov	Head of Shamshy village
Mr. Nurlan Akmatov	Head of Buguchu village
Mr. Kerezbek Turusbekov	Head of Kum-Dobo village
Mr. Marshalbek Dushonaliev	Head of Ak-Jar village
Mr. Bolot Adilov	Head of Pasture Committee of Kum-Dobo AO
Mr. Asan Beishenaliev	Chair of Water Users Association
Mr. Erkinbek Sultanaliev	Kum-Dobo Aimag - local council deputy
Mr. Ruslan Omurov	Kum-Dobo Aimag - local council deputy
Mr. Kanatbek Turumov	Local Council Deputy
Mr. Kerim Nurkaliev	Veterinarian
Ms. Jamal Rakhmanova	Senior social work specialist of AO
Mr. Bakyt Kurmanbekov	Social work specialist of AO
Ms. Ainura Tynaibekova	AO specialist
Mr. Kanat Bukarov	Head of Cholpon AO
Mr. Siezd Kyisaev	Head of Tuz village
Mr. Kubat Doskulov	Head of Cholpon village
Mr. Turusbek Jusupov	Head of Apa Kol village
Mr. Seit Alybaev	Head of Osoviahim village
Mr. Adilet Nyyazbek Uulu	Head of Epkin village
Mr. Kayrbek Kubatbekov	Head of Oro-Bashy village
Mr. Turgunbek Orozaliev	Head of Ak-Chii village

Name	Position
Mr. Urmat Omurbekov	Chair of Pasture Committee
Mr. Altynbek Boogachiev	Leading specialist on social protection
Mr. Kuban Abdiev	Accountant of Boarding School
Ms. Yakubova Mastura	Deputy Head
Mr. Kodirov Mamarudi	Uch-Korgon village Head
Mr. Yakubov Ergesh	Boz village Head
Mr. Samatov Nuridin	Valakysh Village Head
Mr. Abdurahmanov Rasul	Leading specialist of the Department of Social Development
Mr. Tursunaliyev Zohid	AO Investment Specialist
Mr. Dadaev Erkin	Razezd Village Hhead
Mr. Nuizamov Marip	Community member
Mr. Seyitbek Abdrahmanov	Deputy Governor
Mr. Suyuunbai Ubaev	Head of sub-district
Mr. Jarmatov Shamshidin	AO Social Worker
Mr. Sadybakas Ubaliev	Head of Kum Dobo AO
Ms. Obolbekova Marina	Rural development leading specialist
Mr. Abdurahmanov Ahmadjon	Head of Uch-Korgon sub-district
Mr. Erkinbek Matkabylov	Head of Shamshy village
Mr. Nurlan Akmatov	Head of Buguchu village
Mr. Kerezbek Turusbekov	Head of Kum-Dobo village
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Mr. Erkinbek Sultanaliev	Kum-Dobo Aimag - local council deputy
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Ms. Ainura Tynaibekova	AO specialist
Mr. Kanat Bukarov	Head of Cholpon AO
Mr. Siezd Kyisaev	Head of Tuz village
Mr. Kubat Doskulov	Head of Cholpon village
Mr. Turusbek Jusupov	Head of Apa Kol village
Mr. Seit Alybaev	Head of Osoviahim village
Mr. Adilet Nyyazbek Uulu	Head of Epkin village
Mr. Kayrbek Kubatbekov	Head of Oro-Bashy village
Mr. Turgunbek Orozaliev	Head of Ak-Chii village
Mr. Urmat Omurbekov	Chair of Pasture Committee
Mr. Altynbek Boogachiev	Leading specialist on social protection
Mr. Kuban Abdiev	Accountant of Boarding School

Name	Position
Ms. Yakubova Mastura	Deputy Head
Mr. Kodirov Mamarudi	Uch-Korgon village Head
Mr. Yakubov Ergesh	Boz village Head
Mr. Samatov Nuridin	Valakysh village Head
Mr. Abdurahmanov Rasul	Leading specialist of the Department of Social Development
Mr. Tursunaliyev Zohid	AO Investment Specialist
Mr. Dadaev Erkin	Razezd Village Head

Stakeholder Group	Number of people	% Female interviewees
WFP Personnel	35	45.7
National Authorities	8	37.5
Provincial Authorities	5	0
District Authorities	8	37.5
Other United Nations Agency representatives	9	33.3
Cooperating partners	8	62.5
Donors	4	0
Project Committee Members	72	11.1
Beneficiaries	152	58.6
Total Interviewees (KII or FGD)	301	42.2%

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 200662 evaluation are profiled below.

DEV 200662 - Materials: Semi-Structured Interview Guide for Key Informants

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, and cooperating partners as well as other UN 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 one hour.

Respondent: _____

Title and Function: _____

Interviewer Name: _____

Date: _____

Location: _____

Opening
<ul style="list-style-type: none">What is your role in this WFP operation?
Appropriateness/Relevance of the Project?
<ul style="list-style-type: none">What priority beneficiary needs do you believe this project meets? Have these needs changed since the project first began? Are the activities appropriate?
<ul style="list-style-type: none">How was the intervention planned? What processes were used? Were other options considered for interventions before choosing this one?
<ul style="list-style-type: none">Was a participatory needs assessment undertaken, consulting equal numbers of men and women?
<ul style="list-style-type: none">To what extent were the communities of men and women themselves involved in the design of the project?
<ul style="list-style-type: none">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?
<ul style="list-style-type: none">What priority needs do you think the project is NOT addressing that it should be?
Coherence/Connectedness
<ul style="list-style-type: none">To what extent are the national, regional or local level authorities involved in the project?
<ul style="list-style-type: none">To what extent are the activities undertaken in line with other regional or national government initiatives? How is this determined?
<ul style="list-style-type: none">Are there any policies/strategies that these activities directly relate to? Are there any policies/strategies that are not adequately being taken into account?
<ul style="list-style-type: none">To what extent are the activities undertaken connected to or coordinated with the other

operation evaluation (school feeding or resilience)? How is this determined?
<ul style="list-style-type: none"> 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?
<ul style="list-style-type: none"> To what extent are cross-cutting issues being addressed? How is gender, protection, or security in particular being addressed?
<ul style="list-style-type: none"> To what extent did WFP align this project with its other interventions? Where did synergies arise?
<ul style="list-style-type: none"> 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
<ul style="list-style-type: none"> What do you think has been the impact of the project in terms of:
<ul style="list-style-type: none"> Promoting household resilience or community disaster preparedness?
<ul style="list-style-type: none"> Increasing livelihoods assets?
<ul style="list-style-type: none"> Are there significant food security or nutritional outcomes that you've seen?
<ul style="list-style-type: none"> How have you been able to measure this impact? What indicators have been used?
<ul style="list-style-type: none"> What have been the most positive impacts of the project?
<ul style="list-style-type: none"> Have you seen any unintended impacts from this project?
<ul style="list-style-type: none"> Have you seen any negative impacts from this project?
<ul style="list-style-type: none"> Do you think the intervention has achieved all it intended to achieve?
<ul style="list-style-type: none"> Who do you think the intervention has supported the most?
<ul style="list-style-type: none"> What have been the most challenging aspects of the project?
<ul style="list-style-type: none"> What was the biggest surprise result you've seen from the project?
<ul style="list-style-type: none"> What were the strengths and weaknesses of the overall or individual elements in the project?
<ul style="list-style-type: none"> Is the impact sustainable? Will it contribute to the medium and long term development needs of the communities?
<ul style="list-style-type: none"> What are the main external factors you've seen that have affected the realization or the non-realization of the project's objectives?
<ul style="list-style-type: none"> How well have gender considerations been integrated into the project operations?
<ul style="list-style-type: none"> 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?
<ul style="list-style-type: none"> What have been key operational issues that have helped or detracted from the success of the project?
<ul style="list-style-type: none"> How have the monitoring and assessment findings been integrated into the ongoing project initiatives?
<ul style="list-style-type: none"> Were confidential complaints procedures put in place that were easily accessible to the beneficiaries or communities?
Efficiency and Resource Utilization
<ul style="list-style-type: none"> How well has WFP been able to generate and manage funds, personnel or other resources in this project?
<ul style="list-style-type: none"> Were project activities delivered in a timely manner? What were the points of significant delays?
<ul style="list-style-type: none"> How efficiently and effectively have the procurement and logistics processes functioned?
<ul style="list-style-type: none"> DO you have any comment on the quality or quantity of the food provided to beneficiaries? Or the value of the cash or voucher transfers?
<ul style="list-style-type: none"> How were cooperating partners selected? What were the processes used to support or manage these partners?
<ul style="list-style-type: none"> Were appropriate security or communications systems in place? Did these help or hinder operations?
<ul style="list-style-type: none"> How well did M&E feedback monitor project effectiveness and efficiency?
<ul style="list-style-type: none"> 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)
<ul style="list-style-type: none"> In your perspective, how well has the strategic partnership with WFP functioned for building national capacity for safety nets programming including disaster risk reduction and resilience?
<ul style="list-style-type: none"> Within what networks or mechanisms does WFP contribute to national capacity building efforts in safety nets programming including disaster risk reduction and resilience?
<ul style="list-style-type: none"> What have you seen as WFP's particular contributions to national capacity for safety nets programming including disaster risk reduction and resilience? Monitoring economic shocks?
<ul style="list-style-type: none"> Are there some areas where you would like to see WFP emphasize more in this arena?
<ul style="list-style-type: none"> What do you see as some of the significant changes in national capacity for safety nets programming including disaster risk reduction and resilience? in disaster risk reduction and resilience? What are areas of strength? What are directions to continue to strengthen?
<ul style="list-style-type: none"> 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
<ul style="list-style-type: none"> Do you have any suggestions as to how WFP could improve its work on this type of project?

Focus Group discussion format - DEV 200662

Beneficiaries FGD outline

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

FGDs generally take about 1.5-2 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.

FGDs are primarily intended to be used with beneficiaries. For DEV 200662, the two main classes of beneficiaries are the direct project participants who carried out project activities and indirect beneficiaries who received support from WFP. When possible, FGDs should be done separately for direct and indirect beneficiaries, but this may not always be feasible in which case the FGD should include a mixture of direct beneficiaries and indirect beneficiaries. **Questions in purple** are most relevant for indirect beneficiaries.

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 community, how was it decided what help the community or households needed? a. Were there any groups excluded from the consultations?
2. Who received WFP support? How was it decided who would get the support?
3. When people received WFP support, how were they informed about the assistance they would get?
4. What were the biggest constraints you faced in receiving assistance? a. Did any group face more constraints than others?
5. What type of support did you receive from WFP? a. Type of food/vouchers/cash b. How long it was supposed to last? c. How many times did you receive it?
6. <i>If food</i> : What was the food distribution process like? Can you describe in detail how it went from being informed to having food in your house?
7. <i>If vouchers</i> : What was the voucher distribution process like? Can you describe in detail how it went from the time of being informed to physically redeeming the vouchers?
8. Has the support provided been successful in improving your food security/food consumption? a. Was it sufficient?
9. What do you do if there is an aspect of the programme that you are not happy about? a. Is there a feedback or complaint mechanism?
Project Activities
10. Now I would like to talk about the activities that were carried out by the project - What were the main project activities in this community?
11. What have been the most positive impacts of the project?
12. Have you seen any unintended impacts from this project?
13. Have you seen any negative impacts from this project?
14. Do you think the intervention has achieved all it intended to achieve?
15. Who do you think the intervention has supported the most?
16. What have been the most challenging aspects of the project?
17. What was the biggest surprise result you've seen from the project?
18. Is the impact sustainable? a. Will it contribute to the medium and long term development needs of the communities?
19. What are the main external factors you've seen that have affected the realization or the non-realization of the project's objectives?
20. How well have women's needs been taken into account in the types of project activities realized?
21. If new project activities were to happen, what would be some key lessons that should be considered?
22. Do you have any suggestions as to how WFP could improve its work on this type of project?

Annex 5: Evaluation Matrix for DEV 200662

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
1.1	Is WFP assistance appropriate to the needs of the food insecure population including women, men, boys, and girls from different groups: <ul style="list-style-type: none"> At design Over time Targeting – both for location and beneficiary selection 	Locations with high food insecurity Percentage of households with poor: <ul style="list-style-type: none"> 1.1.1 Food consumption scores (disaggregated) 1.1.2 Diet Diversity Score (disaggregated) 1.1.3 Coping Strategy Index (CSI) (disaggregated) 1.1.4 Appropriateness of geographical targeting criteria 1.1.5 Appropriateness of screening and selection of beneficiaries 1.1.6 Alignment of targeting criteria with other agencies 1.1.7 Community and women's involvement in targeting process 	Assessment reports, monitoring reports. Qualitative interviews with range of stakeholders Food security maps (VAM)	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.
1.2	Is WFP assistance 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 <ul style="list-style-type: none"> At design Over time 	1.2.1 Alignment with national policies for social resilience and disaster preparedness	Assessment reports, design, and monitoring reports. Qualitative interviews with range of stakeholders	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.

No	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
1.3	Is WFP assistance coherent with	1.3.1 Alignment with WFP and United Nations strategies	Assessment and design documents, external	Review of information/reports	Triangulation of available	Considerable information

	relevant WFP and United Nations strategies, policies, and normative guidance (gender) at project design over time		documentation as identified by RB/CO WFP staff. Qualitative interviews with range of stakeholders	available. Interviews with RB/CO WFP staff. Interviews with beneficiaries, other external stakeholders	information and data gathered	in assessment reports.
1.4	Are the modalities selected appropriate for the respective target groups?	1.4.1 Existence of studies to adequately inform choice of modalities 1.4.2 Documented WFP decision making 1.4.3 Alignment with government policies (if any)	Assessment and design documents, external documentation as identified by RB/CO WFP staff. Qualitative interviews with range of stakeholders	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.
1.5	Are the resilience activities complementary with other WFP projects operating in the same area?	1.5.1 Complementarity of activities with other projects 1.5.2 Coordination and WFP involvement at all levels 1.5.3 Involvement of relevant stakeholders in design process 1.5.4 Evidence of coordination/ overlap of assistance at field level 1.5.5 Perceptions of main partners and stakeholders	WFP project documents, cluster meetings if appropriate, 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.
1.6	To what extent have WFP corporate tools in the area of Resilience building (ICA, SLP, and CBPP among others) been adopted and utilized by the CO?	1.6.1 Existence of ICA, SLP and CPBB documentation 1.6.2 Evidence of the utilization of ICA, SLP and CBPP in the design and selection of projects	WFP project documents Qualitative interviews with range of stakeholders	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.

No	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
1.7	What is the range of focus and scope of resilience activities selected?	1.7.1 Identification of patterns in resilience for what, for who, where, at what level and when.	WFP project documents Qualitative interviews with range of stakeholders	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.
1.8	How has the CO helped inform resilience, Disaster Risk Reduction and Climate Change Adaptation thinking at the national level	1.8.1 Existence of national level documentation related to Resilience, DRR, and CCA 1.8.2 Evidence of policy change as a result of Resilience, CCA, and DRR documentation	WFP project documents Qualitative interviews with range of stakeholders	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 and group)	Number of beneficiaries reached by modality, gender, compared to planned Frequencies of C/V and in-kind food distributions compared to planned Quantity of Cash/voucher and quantity and quality of in kind food compared to planned	WFP staff Project monitoring data and SPR reports Interviews with IP staff	Review of data reports available. Interviews with WFP and IP staff	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 and group) Unintended consequences (by gender and group)	<i>Outcome measures:</i> Assets FCS, CSI, and Dietary Diversity disaggregated CAS: percentage of communities with an increased Asset Score Risk Reduction National capacity index, Proportion of communities where there is evidence of improved capacity to manage shocks and risks	Project data, monitoring, and SPR reports. Assessment reports and evaluations as available WFP staff, IP staff Beneficiaries and external stakeholders	Review of available reports and data Interviews with range of selected stakeholders	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
2.3	The efficiency of the operation	2.3.1 Timeliness of C/V and in-kind food distributions 2.3.2 Distribution cycles planned vs. actual (including issues around pipeline, procurement, and logistics) 2.3.3 Relative costs of chosen modalities and their effectiveness 2.3.4. Quality of services provided 2.3.5 Appropriate levels for management and implementation 2.3.6 Resources: Planned vs. mobilized vs. utilized	Project data, monitoring, budget, SPR reports. Interviews with WFP staff, IP staff, and beneficiaries. Interviews with external authorities	Review of available documentation, Interviews with WFP, IPs, and beneficiaries	Triangulation of available information and data gathered	Some information in reports.
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	Perspectives of Gov't line ministries and staff, WFP staff, key stakeholders, donors, partners, United Nations, civil society	Interviews with range of stakeholders including WFP, Government, donors, United Nations, IPs, and beneficiaries.	Triangulation of available information and data gathered	Some information in reports.
2.5	How activities are synergistic with other WFP operations – complementarity between the two projects – contributions to WFP objectives in country	2.5.1 Complementarity of activities with other projects 2.5.2 Coordination and WFP involvement at all levels 2.5.3 Involvement of relevant stakeholders in design process 2.5.4 Evidence of coordination/overlap of assistance at field level 2.5.5 Perceptions of main partners and stakeholders	WFP project documents, cluster meetings if appropriate, 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 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 Cooperating 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 to IPs	Programme data/monitoring, budget and SPR reports WFP staff interviews IP staff, donor staff, government staff, UN staff	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.
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 and IPs 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 and ongoing assessment reports, WFP programming reports WFP CO, IP and government staff (national, regional, local)	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.

Annex 6: Evaluation Site Selection and Methodology Employed

There were two operations (DEV 200176, Optimizing School Meals or SMP; and 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 cooperating partners across the length of the project cycles. Site visits chosen for DEV 200662 needed to ensure complementarity with site visits chosen for DEV 200176.

Options on potential site selection and visit schedules were discussed with the WFP CO during the preparation of the IP, and appropriate amendments made and incorporated. 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. By the time of the evaluation, DEV 200662 had included 659 separate projects from 22 different types of project activity categorized into four general categories: income generation, rural infrastructure development, agricultural enhancement, and disaster risk reduction.

In 2015 for DEV 200662, total beneficiaries reached almost 99,000 and projects were implemented by seven different cooperating partners, with 55 percent directly implemented by WFP and the Ministry of Labour and Social Development (MoLSD). Project sites are distributed across six of the provinces (excluding Chui) although all sites were found in sub-districts located in the three most vulnerable categories of food security (out of five). The provinces of Osh and Jalalabad contained the highest number of beneficiaries and projects among the six provinces. The tables below describe the beneficiary by project activity and by provinces. The single greatest number of beneficiaries has been supported by agricultural enhancement activities – especially vegetable production and through rehabilitating irrigation systems.

Field visit site selection criteria 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. These 'joint' districts visited also contained 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 contained either SFP activities or PSNP activities. For the PSNP selections, the collection of sites represented a mix of cooperating partners. The table below shows the finalised schedule of site visits taking into account criteria explained above and agreed to by the Country Office.

Vulnerability Category	Province & District	DEV 200176 Sub-District	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 <ul style="list-style-type: none"> • Bokonvaeva • Non-WFP School TBD 	Kosh Dobo <ul style="list-style-type: none"> • Manduz (UNDP), • Sary Kashka (MSD)
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Scope: The scope of the evaluation 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 200662, the period covered by the evaluation is from the development of the operation (January – June 2014) 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:

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 they 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;

- 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;

- 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 guidance⁷⁸ (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.

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

Question 2: What were the results of the operation? The evaluation analysed:

- The level of attainment of the planned outputs (including the number of beneficiaries served, disaggregated by women, girls, men and boys);

⁷⁸ 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).

- The extent to which the outputs led to the realization 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 (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
- 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 sought to generate insights into the main internal and external factors influencing observed changes and affecting how results were achieved. These include:

- 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.
- 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.

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. These matrices can be found in 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. 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 the Kyrgyz Republic at this point the security situation is relatively stable. Both operations are present in six provinces. With 659 projects supported within the PSNP at the time of the evaluation and 261 pilot schools within the SMP, the expansiveness of the two programmes 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:

- 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.
- Interviews with WFP CO staff, relevant United Nations agencies and other relevant multilateral, international and local organizations, including the main donors
- Interviews with representatives from cooperating partner organizations
- Interviews via telephone/email with key RB staff as necessary
- 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, cooperating 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 analysed 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.

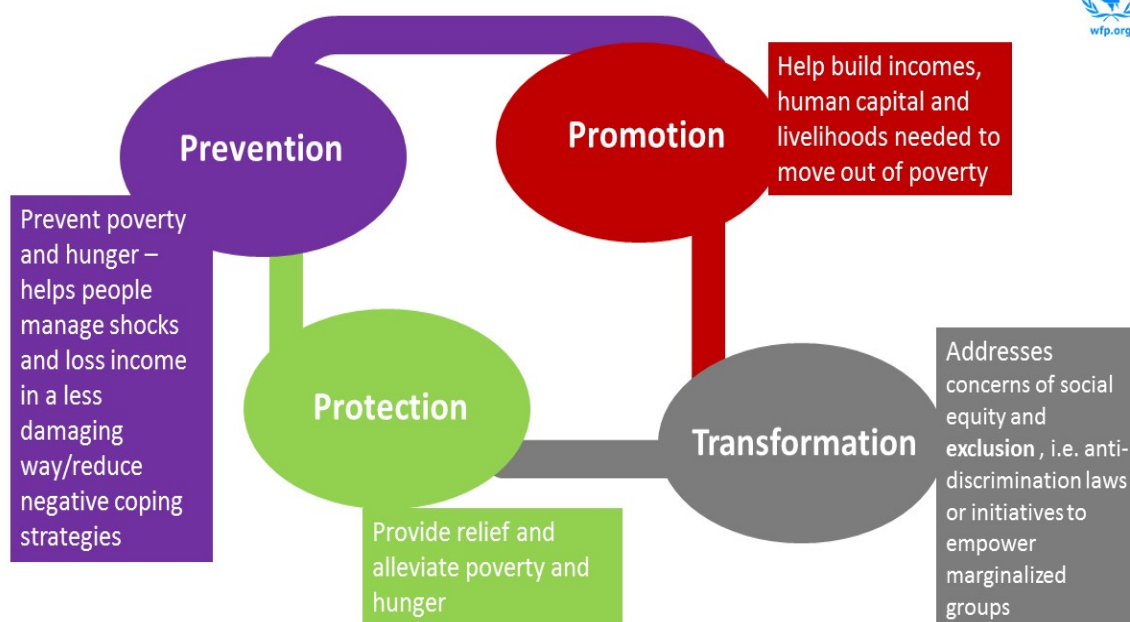
Initial findings and conclusions were shared with the CO and the RB at a debriefing meeting in Bishkek at the end of the mission for discussion and to elicit feedback and correction of facts. A second debriefing session was also held with external stakeholders, principally for information sharing. Later, 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: Social protection functions⁷⁹

A comprehensive social protection system generally includes from all four of the following functions or objectives:

- **Protective measures that provide relief from poverty and deprivation.** Protective measures include social assistance for the “chronically poor”, especially those who are unable to work and earn their livelihood. This includes social assistance programmes to provide targeted resource transfers and may be termed 'social welfare. Other protective measures can be classified to include provision of social services.
- **Preventive measures that seek to avert deprivation.** Preventive measures support economically vulnerable groups – people who might fall into poverty, and may need support to help them manage their livelihood shocks. This is similar to “social safety nets”. This includes the preservation of essential livelihood assets; which risk being eroded in periods of crisis. This encompasses formalised systems, informal mechanisms and strategies for risk diversification.
- **Promotive measures that aim to enhance real incomes and capabilities.** This is achieved through a range of livelihood-enhancing programmes targeted at households and individuals. The intention is not to broaden the scope of social protection to include all development initiatives, but rather to focus on measures that link risk management explicitly with economic growth. The argument is that reducing risk or protecting the poor against income and consumption variability will allow them to invest and accumulate – and serve as a “trampoline” out of poverty
- **Transformative measure aims to address the concerns of social equity and exclusion**, i.e. antidiscrimination laws or initiatives to empower marginalized groups

Four basic functions of social protection



Adapted from: Social Protection Discussion Paper No. 1210; Publication Date: 03/12 by Anne T. Kuriakose, Rasmus Heltberg, William Wiseman, Cecilia Costello, Rachel Cipryk and Sabine Cornelius

⁷⁹ Source: WFP (2015) Productive Measures of Social Development Concept Note

Annex 8: Projects included under the PSNP banner (as of May 2016)

Date	Project	NGO partners	UN Partners	Government partners
October 2012 – October 2017	Accelerating Progress Towards Economic Empowerment of Rural Women in Kyrgyzstan (RWEE)	CDA	WFP IFAD UN Women FAO	Ministry of Labour and Social Development, Ministry of Agriculture, Ministry of Economy, National Statistics Committee Local Governments in pilot areas
Main beneficiaries: 6,500 rural women in Chuy, Naryn, Osh, Jalalabad, and Batken provinces. Main outcome areas: (i) Increased income opportunities and food security; (ii) Enhanced leadership and participation; and (iii) More gender responsive policy environment. The project provides the programme support to rural women in applying innovative approaches, new technologies, diversification of agricultural and livestock production, participation in value chains, effectively using market information aims to increase economic profitability and thus help to overcome stereotypes regarding women's inability to manage effective agricultural production.				
1 June 2015 – 30 November 2016	Cross-Border Cooperation for Sustainable Peace and Development	TBD	UN Peace building Support Office / Fund UNDP FAO UNICEF UN Women	Office of the Vice-Prime Minister Ministry of Foreign Affairs Office of the President Defence Council of the Kyrgyz Republic
The project aims to increase cooperation and trust between communities in pilot Tajik-Kyrgyz village clusters towards mitigating immediate risks of renewed cross-border violence.				
01 February 2014 – 31 January 2018	Sustainable management of mountainous forest and land resources under climate change conditions	KAFLU	FAO GEF	Ministry of Agriculture of the KR State Agency of Environment Protection and Forestry of the KR
<p>The strategic objectives:</p> <ul style="list-style-type: none"> • Increase and improve provision of goods and services from agriculture, forestry and fisheries in a sustainable manner. The project objectives: • Promote conservation enhancement of carbon stocks through sustainable management of land use, land-use change, and forestry; • Maintain or improve a sustainable flow of agro-ecosystem services to sustaining the livelihoods of local communities; • Generate sustainable flows of forest ecosystem services in arid, semi-arid, and sub-humid zones, including sustaining livelihoods of forest-dependent people. 				

Date	Project	NGO partners
April to December 2016	Skills, Knowledge, Attitude and Practice (SKAP)	Ministry of Labour and Social Development, Agency for Primary and Middle Professional Education, Kyrgyz National Agrarian University, Ministry of Agriculture and Agency for Local Self-Governance Affairs.
To support national counterparts to establish a sustainable system owned by the Government providing continuous and accessible services to population. This initiative directly links to activity 2.17 “Involving the Agency's vocational training in the process of learning the skills of vulnerable groups generate additional revenue”, and more specifically to sub-activities 2.17.1 “Develop and implement short-term training courses for vulnerable groups of the population living in rural areas, including mountainous and remote areas” and 2.17.2 “Develop and implement programs and training courses for vulnerable groups of the population living in urban areas” of National Food Security and Nutrition Programme (FSN) for 2015-2017		
TBD	Strengthening evidence-base for building climate resilience food security in the Kyrgyz Republic	TBD
The overall objective of the project is to provide a near-real time evidence-base highlighting the following two key elements: i) potential impact of climate-related risks on household level food security; ii) how resilience-based approach can address these risks.		

Source: Compiled by the ET from WFP concept notes and proposals.

Annex 9: PSNP targeting methodology⁸⁰

The PSNP targets the food insecure and the most vulnerable, reinforcing their safety nets and livelihood assets to foster the resilience. The following four key food security and vulnerability indicators are looked at in order to identify the food insecure and vulnerable areas: (1) Adequacy of food consumption; (2) Absolute poverty; (3) Undernutrition; and (4) Recurrence of natural disasters.

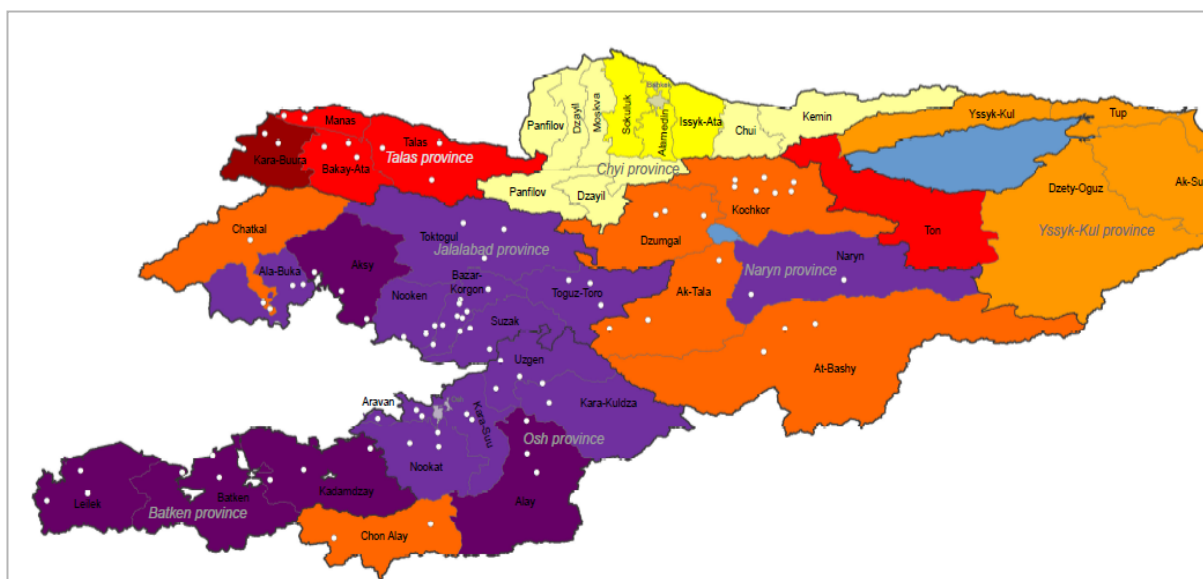
The targeting approach uses a three pronged targeting approach (3PA): (i) Integrated Context Analysis (ICA) that utilizes extensive WFP VAM data on adequacy of food consumption, poverty, stunting prevalence and recurrence of natural disasters and climate risks; (ii) Seasonal Livelihood Planning (SLP) that utilizes seasonal calendars, key livelihood events and other influencing factors, and then (iii) Community Level Consultations where local authorities and community members gather to identify needs and prioritize implementation of livelihood related activities.

WFP conducted the ICA at the national level to identify priority areas of intervention and appropriate project strategies. ICA takes into consideration a long-term historical trend of food insecurity, natural shocks and land degradation, and identifies geographic areas of overlap between these. The SLPs were conducted at the sub-national level to provide a local level evidence-base for project interventions. The findings from the ICA and the SLP are paired to better understand the challenges to achieving long-term resilience. Local level community consultation participants discussed these challenges and actions, which are to be taken into consideration in long-term community action plans.

Sub-districts (AOs) are selected based on MoLSD 2014 poverty data: AOs with highest number of population living with income below poverty level. Villages/communities are selected based on the AO level consultations (as per AO consultation form) for which data collection must be conducted. The priority was given to:

- Villages highly prone to disasters (in accordance to the MES data on the potential disasters);
- Villages prioritized by Local Authorities for rehabilitation/creation of assets (assets identified during AO consultation);
- Villages with highest poverty and highest food insecurity (data on poverty to be obtained during AO level consultations).

The map below provides an illustration of the targeted PSNP sites.



⁸⁰ Source: WFP (2014) Geographical Targeting: Synthesis Document for the Development Project in the Kyrgyz Republic (2014-2016)

Categories of areas based on poverty and exposure to natural shocks

Risk of exposure to natural shocks	Recurrence of poverty		
	Low	Medium	High
Low	Area 5	Area 3B	Area 3A
Medium	Area 4B	Area 2B	Area 1B
High	Area 4A	Area 2A	Area 1A

Category 1	High recurrence of poverty (prevalence above 30 percent) AND high (1a) or medium (1b) risk of natural shocks
Category 2	Medium recurrence of poverty (prevalence above 30 percent) AND high (2a) or medium (2b) risk of natural shocks
Category 3	High (3a) or medium (3b) recurrence of poverty (prevalence above 30 percent); AND Low risk of natural shocks
Category 4	Low recurrence of poverty (prevalence above 30 percent) AND high (4a) or medium (4b) risk of natural shocks
Category 5	Low recurrence of poverty (prevalence above 30 percent) AND low risk of natural shocks

Source: WFP (2105) Kyrgyz Republic Food Security Atlas

Household targeting: Once geographical target areas (districts and sub-districts) are identified, potential beneficiaries are selected based on socio-economic criteria. In order to determine the number of the target population for each district, two household level food security indicators are used; namely adequacy of food consumption (as measured by FCS), and poverty (as measured by monthly income).

The following criteria are used for the beneficiary targeting:

- Income levels: Below food poverty line (1,354 KGS/capita/month in 2014).
- Productive asset ownership: Exclusion of households with the following productive assets: four-wheeled vehicles, shops and workshops and other small business. In remote areas where vehicles are essential means for livelihoods (for example for migrating to remote pastures), vehicles can be excluded from the criteria.
- Households who have a large number of livestock should be excluded. The thresholds for the MBPF targeting can be used. However, the thresholds should be adjusted in the areas where livestock is the only livelihood source, in consultation with communities.
The selected participant has to be from the group of beneficiaries directly benefiting from asset (for example, if canal is cleaned, the land owned by participant should be within the areas/lands which is irrigated by this canal, for DRR, it should be participants whose livelihoods are directly threatened by the risk).

To estimate beneficiary caseload, data from the Household Food Security Assessment exercise in 2013 was used. The HFSA estimated that some 770,000 people in the Kyrgyz Republic were food insecure (equivalent to 14 percent of the population) which informed the potential caseload for the project. However, 'severely food insecure' was used as the selection criteria when planning the project beneficiary caseload (4 percent). The highest incidence of food insecurity was found in Jalalabad Province and Osh Province. Targeted communities selected for inclusion in receiving WFP support in those districts with levels 1 and 2 of vulnerability (highest vulnerability). Food security groups were identified through cross tabulating Food Consumption Scores and Food Access Groups (expenditure levels).

Annex 10: Revised PSNP Log frame (2015)

ANNEX II – LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<p>UNDAF OUTCOME (s):</p> <p>Pillar B, outcome 1: By 2016, vulnerable groups* benefit from improved social protection, namely: food security; social protection services and benefits</p> <p>Pillar C, outcome 3: By 2016, Disaster Risk Management (DRM) framework in compliance with international standards, especially the Hyogo Framework of Action</p>	<p>UNDAF Outcome Indicators</p>	<p><i>No major political or economic shocks or outbreak of conflicts occur</i></p>
DEVELOPMENT PROJECT ACTIVITIES		
Cross-cutting indicators		
<p>Gender</p> <p>Gender equality and empowerment improved</p>	<p>Proportion of assisted women, men or both women and men who make decisions over the use of cash, vouchers or food within the household</p> <p>Target: 50% of decisions made jointly (remaining 50% are equally distributed among women and men)</p> <p>Proportion of women beneficiaries in leadership positions of project management committees</p> <p>Target: >50%</p> <p>Proportion of women project management committee members trained on modalities of food, cash or voucher distribution</p> <p>Target: >60%</p>	<p>Both men and women play equal roles in decision making</p> <p>Project management committees created with participation of women in leadership positions prioritised</p> <p>Trainings on modalities of food, cash or voucher distribution provided to project management committee members with a major focus on engaging more female members</p>
<p>Protection and accountability to affected populations</p> <p>WFP assistance delivered and utilized in safe, accountable and dignified conditions</p>	<p>Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme sites</p> <p>Target: 100%</p> <p>Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)</p> <p>Target: 90%</p>	<p><i>Activities conducted to raise awareness on WFP programme among assisted people.</i></p> <p><i>Information on WFP, the project, its objectives, beneficiary criteria, and food entitlements are available at food distribution points with a 'hotline' contact number clearly indicated as a complaint mechanism</i></p> <p><i>Beneficiary feedback and complaint mechanisms in place and protection issues are incorporated into monitoring and PDM exercises.</i></p>

Cross-cutting indicators		
Partnership Food assistance interventions coordinated and partnerships developed and maintained	Proportion of project activities implemented with the engagement of complementary partners <i>Target: 80%</i> Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks) <i>Target: 30% contribution to field based activities.</i> Number of partners who are able to provide complementary inputs and services <i>Target: minimum of 30 partners</i>	<i>Partnerships continue at the current or an increased level with government agencies, UN agencies, international and national NGOs and local communities, who partner with WFP Organizations that participate in the project are able to provide complementary funds or synergies to the project.</i> <i>Partners share the same programmatic vision as WFP</i>
Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs Goals : 1. Support people, communities and countries to strengthen resilience to shocks, reduce disaster risks and adapt to climate change through food and nutrition assistance 2. Leverage purchasing power to connect smallholder farmers to markets, reduce post-harvest losses, support economic empowerment of women and men and transform food assistance into a productive investment in local communities 3. Strengthen the capacity of governments and communities to establish, manage and scale up sustainable, effective and equitable food security and nutrition institutions, infrastructure, and safety-net systems, including systems linked to local agricultural supply chains Components: Food/cash for work/training (mitigation, vegetable production, resilience building, climate change, rural development, economic empowerment of women, policy and systems support to government's capacity development, productive safety nets		
Outcome 3.1 Improved access to livelihood assets has contributed to enhanced resilience and reduced risk of disaster and shocks faced by targeted food-insecure communities and households Linked outputs: A, B	3.1.1 Community Asset Score (CAS) Target: Percentage of communities with an increased CAS: 80% of communities 3.1.2 Food Consumption Score (FCS), disaggregated by sex of household head Target: Proportion of targeted households with poor/borderline food consumption Baseline: 31% (average); 27% (female-headed households); 31% (male-headed households) Target: 6% (average); 5% (female-headed households); 6% (male-headed households) 3.1.3 Diet Diversity Score, disaggregated by sex of household head Target: Diet Diversity Score of targeted households is increased Baseline: 5.9 (average); 6.1 (female-headed households); 5.8 (male-headed households) Target: ≥ 5.9 (average); ≥ 6.1 (female-headed households); ≥ 5.8 (male-headed households) 3.1.4 Average	That no natural disasters or man-made shocks occur that result in damaged or a reduced number of community assets WFP nutrition awareness results in beneficiaries diversifying diets Availability, access, utilisation, and stability do not fluctuate beyond acceptable parameters, WFP nutrition awareness results in beneficiaries diversifying diets Availability, access, utilisation, and stability do not fluctuate beyond acceptable parameters, Political and economic shocks and/or disasters do not result in vulnerable households needing to resort to drastic coping strategies

	<p>Coping Strategy Index (food) Baseline: ≤ 2.1 (average); ≤ 2.0 (female-headed households); ≤ 2.2 (male-headed households) Target: 2.1 (average); 2.0 (female-headed households); 2.2 (male-headed households)</p> <p>Average Coping Strategy Index (assets) Baseline 6.4 (average); 5.5 (female-headed households); 6.6 (male-headed households) Target: Average CSI of targeted beneficiaries is reduced or stabilized ≤ 6.4 (average); ≤ 5.5 (female-headed households); ≤ 6.6 (male-headed households)</p>	
<p>Outcome 3.3 Risk reduction capacity of people, communities and countries strengthened Linked outputs: F, J</p>	<p>3.3.1 National Capacity Index (NCI) Target: Increase of index compared with initial assessment Baseline: 2.5 Target: increase in the average score</p> <p>3.3.2 Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP81 Target: improved capacity to manage climatic shocks and risks in targeted communities Baseline: 0% Target: increase in 60% of communities</p>	<p>Conducive political/economic environment</p> <p>Conducive political/economic environment, no major climatic shocks that render project implementation impossible.</p>
Outputs	Indicators	
<p>Output A: Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>A.1 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</p> <p>A.2 Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>A.4 Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p><i>Partners' commitments and responsibilities are honoured.</i></p> <p><i>No WFP pipeline breaks.</i></p> <p><i>Planned resources are mobilized.</i></p>
<p>Output B: Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>B.1 Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure</p>	<p><i>No political or economic impacts hinder implementation of asset creation/restoration activities.</i></p> <p><i>Interests/commitments of central and local governments and communities are assured.</i></p>
<p>Output F: National systems for monitoring trends in</p>	<p>F.2 Number of food security and nutrition monitoring/surveillance reports produced with WFP support</p>	<p><i>WFP jointly with other organizations such as FAO are able to provide policy and technical support to government to</i></p>

food security and nutrition strengthened		<i>strengthen national systems. Government is committed and has resources to maintain and further enhance these systems.</i>
Output J: National safety nets for food security, nutrition, education, community assets and overall contribution to resilience-building supported	J.1 Number of technical assistance provided by type: disaster preparedness activities; capacity building for social safety nets, including support to formulating the food security and nutrition policy, social protection policy, as well as training staff and counterparts on productive safety nets.	<i>WFP mobilizes technical expertise to help the government to strengthen its national safety nets for food security, nutrition, community assets creation and resilience building.</i>

Annex 11: National Capacity Index (Resilience)⁸²

The Resilience-NCI model is based on qualitative data from multiple dimensions of the food security spectrum. The qualitative data is represented in a resilience-NCI score obtained through ranking capacity based on descriptive indicators. The collection of this data is by participating sub-groups comprised of knowledgeable people, from Government and UN agencies, to rate various components and then get together in a broader group for validation. This consensus building exercise in turn supports the complementary efforts by multiple partners under the food-security pillars.

The final score is important and behind the resilience-NCI as a number sits a wealth of qualitative data. Capacity is not simply a question of having or not having the means of doing something. Equally, solving all problems is not as simple as bringing what is missing once the ‘missing’ is identified. Development thinking has moved on to recognize that there are no simple answers, and that there is blurring of lines between rich and poor, developed and developing, north and south.

For the Kyrgyzstan setting this meant to refer to guidance documentation, to consider that the overall methodology allows variation, to reflect on how local processes can carry the Resilience-NCI thinking, and, as a result of this understanding develop the structure of the ‘discussion’ that will identify the lenses through which capacity is viewed.

In broad terms, the Res-NCI process adopted in Kyrgyzstan comprised:

- Internal familiarization with NCI theory
- Initial discussion with partners to lay out WFP intentions, explain partnership benefits and costs (participation, collaboration)
- Developing a meaningful outline, rather than pre-determined structures, so partners can make functionally contribute to definitions/approaches
- Identifying CO ‘champions’ and engaging a local research support agent
- Set timelines for arriving at the resilience-NCI cycle results

The process of arriving at the Resilience-NCI is as important as the resulting indicator. The process, and specifically the gaps identified in discussion with partners, will allow WFP Kyrgyzstan to develop a capacity development and augmentation (CD&A) strategy.

Resilience-NCI tool kit components

There are two components to the Resilience NCI tool kit:

- Component 1: Process leading to final documentation
- Component 2: Tool kit elements and guidance on application and calculation of Resilience NCI score

Component 1: Process and final documentation

The table below identifies the “Food Security Governance”-related national stakeholders that will be included in the process of analysis and baseline establishment by food security dimension.

Participation of this group in the process will ensure the key bodies involved in FS Governance issues provide their views to cover pillar-level and crosscutting information. The information flow will therefore be received from more than one national agency under each FS dimension.

82 Source: WFP (2015) Kyrgyzstan Resilience-NCR – Reflections on process and implementation.

Participation of stakeholders by FS dimension

Food Security Governance				
	Government Agency	FS dimension	International Agency	
1	Ministry of Agriculture	Availability	WFP	
2	State Agency for Environment and Forestry		FAO	1
3	Ministry of Economy		IFAD	2
4	Agency for Local Self Governance Bodies			
5	Ministry of Social Development	Access	WFP	
			UNICEF	3
	Ministry of Economy		ILO	4
	Agency for Local Self Governance Bodies		WB	5
6	Ministry of Health	Utilization	WFP	
7	Ministry of Education		UNICEF	
			WB	
8	Ministry of Emergency Situations	Stability	WFP	
	Ministry of Economy			
	State Agency for Environment and Forestry		UNDP DRM	6
9	State Material Reserve			
	All above (where relevant)	Gender (crosscutting)	UN Women	7
	All above	Knowledge systems (crosscutting)		

As a next step after reviewing existing government/non-government literature (based on 4 FS dimensions), the specific institution gaps (through 5 CCs) will be identified through face-to-face interviews with government stakeholders listed above. After this, government agencies will be grouped to 4 pillars of FS and gathered for a group discussion by each pillar (without touching on the institution level capacities identified during the previous step). This pillar-level meeting will serve to receive a joint agreement on gaps within each FS dimension and come up with statements for capacity ranking.

The specific institution-level gaps will be served WFP to design more appropriate response plan (Capacity Development Strategy). These data will be also grouped into 3 main directions (Rural Development, Social Protection, DRM and Climate Change) of DEV 200662.

Capacity gaps in the area of gender mainstreaming will be accounted within all FS pillars and through the four response capacities.

Knowledge systems gaps will be considered to assess the level of effectiveness at which the current knowledge transfer mechanisms operate. For example, the main government statistical body (National Statistics Committee) plays a key role in informing stakeholders to plan their actions. These knowledge transfer mechanisms will be studied for the capacities assessments where relevant.

Annex 12: Change in results of community capacity to manage shocks (2014-2015)

The following table was provided by the CO. These are the full list of indicators that are compiled to make up the umbrella indicator “community capacity to manage shocks”.

WFP scores communities on each of these components that contribute to their ability to manage climatic risks and shocks: the presence of early warning system, community assets, social capital, community stocks and contingency plans. This is done using a subjective scale similar to the NCI.

Share of communities with 'average/strong/ level of capacity		October 2014	October 2015
Early Warning Systems	Availability of functional EW mechanisms	43%	33%
	Community awareness on the EW mechanisms	48%	58%
	Information quality of EW mechanisms	35%	40%
	Timeliness of EW information	33%	63%
	Usefulness and effectiveness of EW information	40%	55%
Contingency Plan	Availability of Contingency Plan	25%	18%
	Community awareness on the Contingency Plan	0%	18%
	Information quality in the Contingency Plan	0%	3%
	Simulation exercises in the community	10%	10%
Community Stocks	Food/non-food stock self-sufficiency of all households	not comparable	33%
	Food/non-food stock self-sufficiency during the whole year		35%
	Capacity for adequate storage		23%
	Access to effective agriculture management practices		5%
Community Assets	Assets are useful and accessible for all	63%	73%
	Assets protect community from disasters	38%	65%
	Maintenance of assets aftershocks /regularly	58%	60%
Social Capital	Level of mutual support in the community	not comparable	83%
	Ability of households to restore from shocks by their own		20%
	Perception of effectiveness of incoming community support		53%

Source: WFP CO data – DEV 200662 – Community Level indicator spreadsheet

Annex 13: PSNP Community resilience outputs – 2015

The following table shows all the community level FFA and FFT projects implemented as part of the PSNP during 2015.

Projects	# of projects	Participants	Beneficiaries	Food provided (Mt)
Bakery courses	5	235	1,146	29
Bridge rehabilitation and construction	24	276	1,683	68
Cooks course	1	63	342	15
Drinking water system construction and rehabilitation	26	863	5,333	210
Electrician courses	1	17	91	4
Fishery ponds	2	222	1,315	54
Flood protection dam	4	272	1,499	63
Fruit-gardens	18	1,151	6,454	260
Furniture production courses	2	87	620	20
Hairdressing courses	3	82	463	10
Mudflow protection canals	11	308	1,916	74
Nutrition courses	2	90	486	5
Pasture road rehabilitation	2	34	203	9
Public road rehabilitation and construction	25	1,161	6,893	294
Reforestation and Afforestation	4	741	4,490	182
Rehabilitation of irrigation systems	91	4,837	27,554	1,180
Rehabilitation of public park	1	12	70	3
River bank reinforcement	7	204	1,132	50
River bank reinforcement through tree planting	8	184	1,148	45
Sewing courses	13	819	4,442	106
Vegetable Production	118	9,721	51,705	1,030
Water distribution pond rehabilitation	3	241	1,408	58
Welder courses	3	64	363	16
Grand Total	374	21,684	120,756	3,786

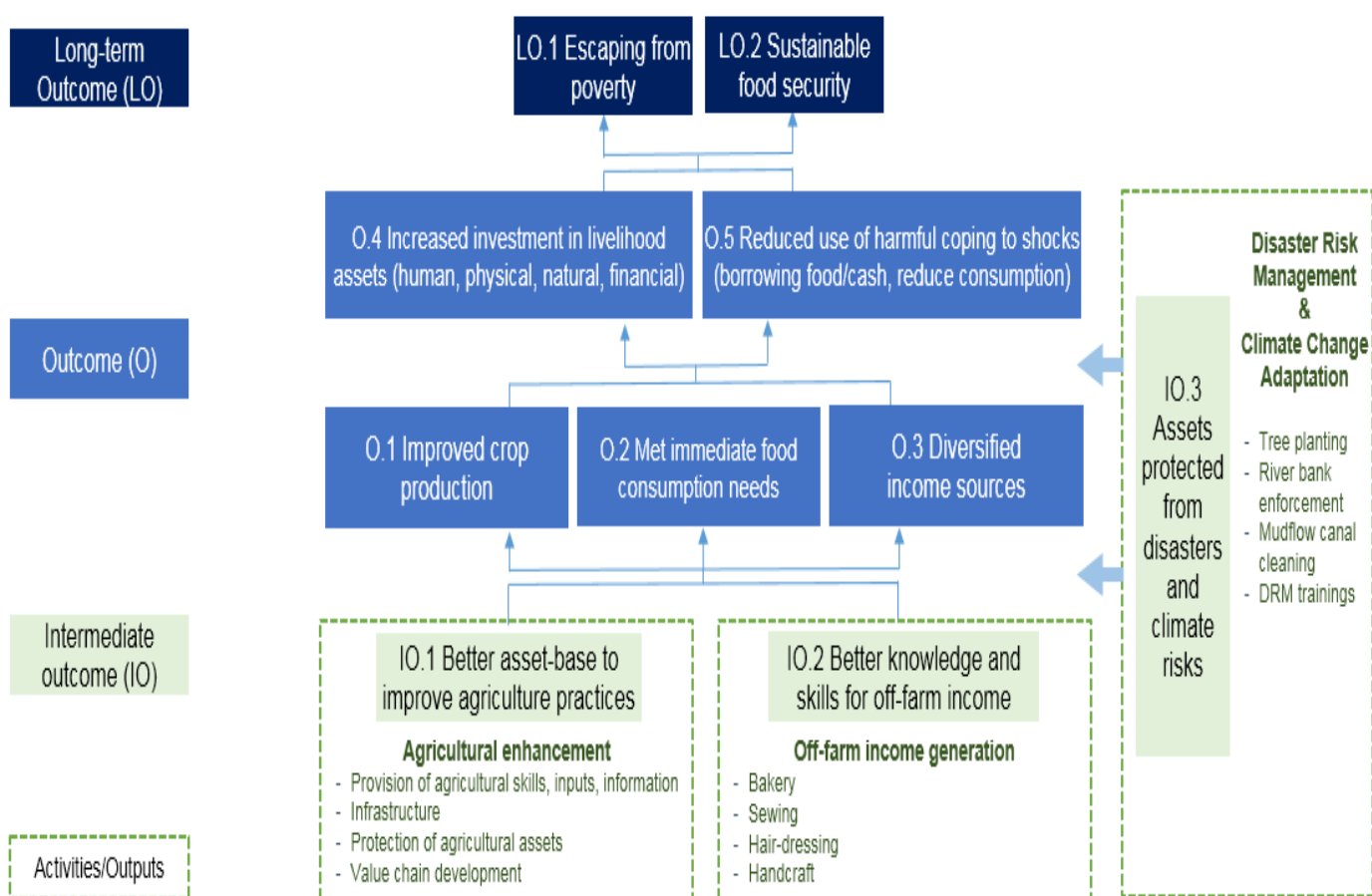
Source: Provided by the CO from PSNP project database

Annex 14: Component 2 – results framework⁸³

The graphic below illustrates the result chain of the Component 2 of the PSNP project. It shows the cause-and-effect logic of the community level projects.

Component 2 of the PSNP is designed to address underlying causes of poverty and food insecurity identified through the 3PA approach. **Agricultural enhancement** activities will help vulnerable smallholders to strengthen their asset-base and skills to improve agriculture practices. **Off-farm income generation** activities will be undertaken to improve their skills and knowledge for off-farm income. **Disaster risk management** and **climate change adaptation** will be taken into account as cross-cutting activities to protect their asset-base from disasters and climatic shocks.

Better asset-base for agriculture, off-farm income generation skills, and protected assets from disasters and climate risk through food assistance will results in **improved crop production** and **diversified income opportunities** while **meeting immediate food consumption needs**. These would allow, in a longer term, vulnerable households to **invest in productive livelihood assets** such as agricultural inputs, land and skill, as well as to **reduce negative coping behavior** to manage natural and economic shocks. The long-run outcome of the project will lead to **alleviation of chronic poverty and food insecurity**.



Source: WFP (2016) Impact monitoring report (DRAFT)

⁸³ WFP (2016) Impact monitoring report (DRAFT)

Annex 15: Summary of Component 2 results with latest results (as of May 2016)

Long-term Outcome (LO)	LO.1 Eradication of chronic poverty				LO.2 Eradication of chronic food insecurity							
	Base line	Follow up	Trend		Base line	Follow up	Trend					
	LO.1A Proportion of households graduated out of extreme poverty	0	(2016)	n.a	LO.2A % of HHs who moved from poor food consumption	0	(2016)	n.a				
Outcome (O)	O.4 Increased investment in livelihood assets				O.5 Reduced use of harmful coping to shocks							
	Base line	Follow up	Trend		Base line	Follow up	Trend					
	O.4A Proportion of expenditure on education, health, agriculture	7%	10%	▲	O.5A Coping Strategy Index (food-based)	2.1	2.5	▼				
	O.4B Proportion of food expenditure	42%	30%	▲	O.5B Coping Strategy Index (livelihoods-based)	6.5	3.3	▲				
Intermediate outcome (IO)	O.1 Increased crop production				O.2 Met immediate food consumption needs				O.3 Diversified income sources			
	Base line	Follow up	Trend		Base line	Follow up	Trend		Base line	Follow up	Trend	
	O.1A Diversity of harvested crops	13%	27%	▲	O.2A Proportion of household who had poor food consumption	31%	9%	▲	O.3A Number of income sources	2.1	3.4	▲
	O.1B Share of harvest sold	11%-20%	14%-38%	▲	O.2B Consumption frequency (days)	2.7-4.2	4.0-5.4	▲	O.3B % of HH with income from agriculture	8%-37%	42%-51%	▲
	IO.1 Better asset-base to improve agriculture practices				IO.2 Better knowledge and skills for off-farm income				IO.3 Assets protected from disasters and climatic shocks			
	Base line	Follow up	Trend		Base line	Follow up	Trend		Base line	Follow up	Trend	
	IO.1A Proportion of fully functioning community assets	13%	27%	▲	IO.2A Use of obtained knowledge and skills for off-farm income generation activities	n.a	98%	▲	IO.3A. % of targeted communities which improved capacity to manage climatic shocks and risks	n.a	82%	▲
	IO.1B Use of obtained skills to improve agriculture	n.a	X%	▲								
Activities/ Outputs	Agricultural enhancement				Off-farm income generation				DRM & Climate Change Adaptation			
	- Provision of agricultural skills, inputs, information - Infrastructure - Protection of agricultural assets - Value chain development				- Bakery - Sewing - Hair-dressing - Handcraft				- Tree planting - River bank enforcement - Mudflow canal cleaning - DRM trainings			

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- Cross-border Cooperation for Sustainable Peace and Development (Kyrgyzstan) (PBSO/PBF/WFP)
- Productive Measure of Social Development (PMSD)
- Short-term course improving skills, knowledge and practice (SKaP)
- Strengthening evidence-base for building climate resilience food security in the Kyrgyz Republic (DRAFT)
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Acronyms

3PA	Three-Pronged Approach (WFP)
ALPS	Alerts for Price Spikes
AO	Ayil Okmotu (Sub-District)
BR	Budget Revision
C&V	Cash and Vouchers
CADRI	Centre of Activation of Rural Development Initiatives
CAS	Community Asset Score
CBPP	Community Based Participatory Planning
CCA	Climate Change Adaptation
CDA	Community Development Alliance
CO	(WFP) Country Office
CP	Cooperating Partners
CPD	Capacity Development Plan
CPE	Country Portfolio Evaluation
CSI	Coping Strategies Index
DEV	Development Programme
DPCC	Development Partners Coordination Council
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EB	(WFP) Executive Board
HFSA	Household Food Security Assessment
EM	Evaluation Matrix
EMOP	Emergency Operation
EQAS	Evaluation Quality Assurance System
ET	Evaluation Team
EU	European Union
FAO	Food and Agriculture Organization
FCS	Food Consumption Score
FFA	Food Assistance for Assets
FFT	Food Assistance for Training
FGD	Focus Group Discussion
FSOM	Food Security Outcome Monitoring
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Development Agency)
GMI	Gross Minimum Income
GNP	Gross National Product
HDDS	Household Dietary Diversity Score
IASC	Inter-Agency Standing Committee
ICA	Integrated Context Analysis
IFAD	International Fund for Agricultural Development
IP	Inception Package

IWC	Inter-Ministerial Working Committee
KAFLU	Kyrgyz Association of Forest Land Users
KAP	Knowledge, Attitude and Practice
KII	Key Informant Interviews
KGS	Kyrgyz Som (monetary unit)
LTSH	Landside transport, storage and handling
M&E	Monitoring and Evaluation
MBPF	Monthly Benefit for Poor Families
MDG	Millennium Development Goal
MES	Ministry of Emergency Situations
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoES	Ministry of Emergency Situations
MoH	Ministry of Health
MoLSD	Ministry of Labour and Social Development
mt	Metric Tonne
NAP	National Action Plan
NCI	National Capacity Index
NFI	Non-food Items
NGO	Non-Government Organisation
NISS	National Institute for Strategic Studies
OCHA	(UN) Organization for the Coordination of Humanitarian Affairs
ODOC	Other Direct Operational Costs
OECD-DAC	Organization for Economic Cooperation & Development (Development Assistance Committee)
OEV	Office of Evaluation
OpEv	Operations Evaluation
PMC	Project Management Committee
PMSD	Productive Measures of Social Development
PRRO	Protracted Relief and Recovery Operation
PSNP	Productive Safety Nets Programme
PWP	Public Works Programme
RB	(WFP) Regional Bureau
REACT	Rapid Emergency Assessment and Coordination Team
REEW	Rural Women's Economic Empowerment
SAEPF	State Agency for Environmental Protection and Forestry
SKaP	Skills, Knowledge and Practice
SLP	Seasonal Livelihood Programming
SMP	School Meals Programme
SO	Special Operation
SPR	Standard Progress Report
SRF	Strategic Results Framework
SUN	Scaling Up Nutrition
TOR	Terms of Reference
TWG-PMFS	Technical Working Group – Price Monitoring for Food Security

UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
US	United States
USAID	United States Agency for International Development
VAM	Vulnerability, Analysis and Mapping
WFP	World Food Programme
WHO	World Health Organization
WUA	Water Users Association

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