

TECHNICAL ASSISTANCE COMPLETION REPORT

Division: CWAE

TA No., Country and Name			Amount Approved: US \$600,000	
TA No. 4409-KGZ: Agricultural Strategy Formulation			Revised Amount:	
Executing Agency Ministry of Agriculture, Water Resources, and Processing Industry (MAWRPI)		Source of Funding Technical Assistance Special Fund	Amount Undisbursed: US \$ 71,422	Amount Utilized: US \$528,578
TA Approval Date: 12 October 2004	TA Signing Date: 12 January 2005	Fielding of First Consultants: 17 April 2005	TA Completion Date Original: 30 November 2005 Actual: 30 September 2007 Account Closing Date Original: 30 November 2005 Actual: 31 January 2008	
Description: The development of the agriculture sector was being guided by the <i>Comprehensive Development Framework</i> (CDF to 2010), the <i>National Poverty Reduction Strategy</i> (NPRS) for 2003–2005 and Presidential Decree No. 142 of 17 April 2004. More specifically, the MAWRPI, with the assistance of the Swiss Agency for Development Corporation (SDC), prepared the <i>Agrarian Policy Concept of the Kyrgyz Republic to 2010</i> (APC) which was subsequently approved by Government Resolution No. 465 on 22 June 2004. MAWRPI also commenced preparation of a <i>Package of Measures</i> for crop development, livestock development, water resources, marketing agricultural processing, and other services. The APC and <i>Package of Measures</i> provided an important development in terms of developing country ownership and leadership in formulating agricultural policies and strategies and developing participatory processes to seek broad-based stakeholder involvement. These documents provided a comprehensive overview of the range of activities that were needed to increase agricultural productivity. However they did not give clear guidance on key policy priorities that would determine where agriculture should be in 5–10 years, nor strategies that would determine how the capacity and resources of government, private sector, civil society, and donor partners could be most efficiently and effectively utilized for the development of the sector.				
The agriculture sector was receiving substantial support from multilateral and bilateral donors. The Ministry's capacity for policy and strategy development, public investment programming and management, monitoring and aid coordination was developing slowly to accommodate the increasing number and diversity of donor partner activities. There was increasing coordination amongst donor partners generally and was formalized through the establishment of a donor coordination council. There was also a national action plan on harmonization of donor's procedures on financial management, procurement, and project implementation unit activities.				
The TA initiated a pre-program based approach ¹ (PBA) for the further comprehensive and coordinated development of the agriculture sector. This pre-PBA was to include a broad sector review as the basis for the development of priority policies and the legislation that will be needed to underpin these, and facilitate the preparation of a medium term strategy that will effect those policies, and time-bound plans of actions and financing to implement the strategy. The TA also pursued increased coordination and cooperation amongst donor partners in strategies, programs, and project activities. An extensive participatory process was to be implemented to ensure widespread agreement and ownership of the expected outputs.				
Expected Impact, Outcome and Outputs: The impact was to facilitate the adoption of a PBA to develop a market-oriented agriculture sector. The outcome was to develop policy, strategy, and action plan for agriculture to 2015. Three outputs were expected: (i) policy development in terms of the identification and elaboration by the Government of its vision for agriculture and the priority policy areas; (ii) strategic planning, including a medium-term (2015) strategy, actions plans for implementation of the strategy, and a mechanism for monitoring and evaluation of the strategy; and (iii) aid coordination and cooperation through agreement on a set of principles for their support to the sector. The TA had two phases. Phase 1 focused on the establishment of the Government vision and priorities, and agreement on principles for development partner support. Phase 2 was to prepare the strategy, action plans, and				

¹ "A PBA is based on the principle of coordinated support for a locally owned program of development. The approach includes: leadership by the host country; a single program and budget framework; donor coordination and harmonization of procedures; and efforts to increase the use of local procedures over time with regard to program design and implementation, financial management, and monitoring and evaluation" cited in *CIDA Primer on Program-Based Approaches* August 2003.

monitoring and evaluation system.

Delivery of Inputs and Conduct of Activities: The TA included 16 person-months of international consultants (policy advice, agriculture sector specialist, and unallocated) and 57 person-months of national consultants (agriculture sector specialist, institutional specialist, legal specialist, public expenditure specialist and unallocated). The actual requirement was 17.1 person-months of international and 68.9 person-months of national consultants. The TA faced several difficulties. Following political disturbances in Kyrgyzstan in March 2005, the international consultant inputs were suspended and at the proposed recommencement of international inputs in mid-August, ADB was informed that the team leader was no longer available for this assignment. A replacement team leader was recruited and commenced on 12 October 2005. The replacement team leader was not fully satisfactory and was replaced again on 22 May 2006. In addition, 11 national consultants were used as some were replaced due to the extension of the TA. The TA was extended 4 times (April and November 2006 and March and May 2007) for an overall implementation period of 35 months. The overall performance of the EA was partially satisfactory. Their capacity to lead and coordinate TA implementation and supervise the consultants is limited. In addition, their low commitment and ownership to prepare the strategy made it difficult to achieve the expected output within the given timeframe. The consultants' performance was also partially satisfactory due to delays in the implementation of the TA and the quality of draft reports. ADB's performance was satisfactory with missions in April 2005, October 2005, February 2006, May 2006, and February 2007 and comprehensive comments on the Consultant's reports.

Evaluation of Outputs and Achievement of Outcome: The funds for the TA were sufficient, with savings of \$71,421. Despite the changes to consultant inputs, the TA produced: (i) a Government vision and principles for development partner support agreed during a workshop on Phase 1; and (ii) a final report that included a sector assessment of eight key sub-sectors, including the first regional focus and legal aspects, and a medium term strategy including an action plan comprising a public investment program with annual funding expectations, 49 brief project profiles, and a matrix of problems, measures and projects by strategy component. Outcomes and impacts were identified for each component. This represents the first comprehensive agriculture sector investment plan completed largely through the MAWRPI working groups of local experts. The outcome was achieved. The report was also translated into Russian but it was not published and disseminated widely as originally intended. The report has been published on ADB's website.

Overall Assessment and Rating: The political disruption at the commencement of the TA proved problematic with subsequent changes in the team leader and international and national consultants and several extensions to the TA. Nevertheless, the MAWRPI received a report that provided the first extensive public sector investment program for the agriculture sector, including a budget, objectives, and brief projects outlines for 49 projects. The absence of the publication and widespread distribution does not diminish its value to MAWRPI and the Government. Overall, the TA is rated as successful.

Major Lessons: The key lessons are: (i) the adoption of a widespread participatory process with local stakeholders and development partners is important in achieving agreement amongst stakeholders and Government ownership. However, it requires considerably more time than often anticipated; (ii) the EA should demonstrate more commitment and leadership before similar TAs are provided; and (iii) ADB staff should be given more time to closely monitor implementation.

Recommendations and Follow-Up Actions: Where possible, MAWRPI should continue to be supported to improve both its policy and strategy development and implementation through ongoing development activities. New activities should be implemented when there is stronger commitment and ownership demonstrated.

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