



# Outcome Harvesting of the Programme “Central Asia on the Move”

Evaluation report

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This evaluation reviews the Programme "*Central Asia on the Move*", a Regional Programme in Central Asia for 2012-2015 of DanChurchAid (DCA), the Interchurch Organisation for Development and Cooperation (ICCO) and Brot für die Welt (BftW). The main purpose of this evaluation is to assess to what extent the programme has contributed to outcomes in terms of changed behaviours, relationships, actions or activities among the individuals, groups, networks or organisations participating in the programme and with whom the programme is interacting with.

Keywords: Evaluation, Migrants, Outcome Harvesting

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# Foreword

This report is the result of an evaluation conducted in March 2015. The evaluation team is very grateful for the support provided by ICCO Cooperation and the Danish Church Aid (DCA). We are especially indebted towards Gulzat Temirova (ICCO Cooperation) for her conscious assistance during the preparation and implementation stages of the evaluation. We are also grateful for the guidance provided by Dina Urazbaeva and Kubanychbek Akmatov from the DCA Regional Office in Central Asia and Muratbek Ismailov, Deputy Regional Manager, Head of Central Asia ICCO Cooperation. Joost van den Hee advised at the preparatory stage of the evaluation, which was very helpful.

We are also grateful for the partners of the Platform, as well as the representatives of migrants (internal migrants and sending families) we have met. Their information and suggestions have been key to allow the mission to detail and illustrate backgrounds, validate or refute information and deepen our understanding. We appreciate especially the time dedicated by the 28 participants of the Partner Platform for the workshop on 6 and 7 March. The fact that they worked on a free day (Saturday 7 March) shows their commitment to the programme.

The opinions expressed in this report are the responsibility of the evaluation team and do not engage in any way ICCO Cooperation, DCA or their partners in Central Asia.

April 2015

Jan Brouwers (PhD, International Expert, team leader)  
Ainura Asamidinova (PhD, Regional Expert)

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# List of abbreviations and acronyms

CDI	Centre for Development Innovation, Wageningen UR
BPCM	Big Public Council on Migration
BftW	Brot für die Welt
CDI	Centre for Development Innovation, Wageningen UR
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIS	Commonwealth of Independent States
CPC	City Public Council
DCA CA	Danish Church Aid Central Asia
DDIA	District Department of Internal Affairs
EEU	Eurasian Economic Union
FMS	Federal Migration Service
FSHG	Federation of Self Help Groups
HAP	Humanitarian accountability partnership
ICCO	Interchurch Organisation for Development Cooperation
IDRC	International Development Research Centre (Canada)
IOM	International Organisation for Migration.
KR	Kyrgyz Republic
LSG	Local Self-Government
LSGB	Local Self-Government Bodies
MFA	Ministry of Foreign Affairs
MIA	Ministry of Internal Affairs
MLMY	Ministry of Labour, Migration and Youth
MSD	Ministry of Social Development
NGOs (NPOs)	Non-governmental (non-profit) organisation
NLA	Normative Legal Act
NPA	National Plan of Action
NSDS	National Sustainable Development Strategy
ODIHR	Office for Democratic Institutions and Human Rights.
OM	Outcome Mapping
OSCE	Organisation for Security and Cooperation in Europe
PA	Public Association
PCP CAM	Partnership Civic Platform "Central Asia on the Move"
RCE	Resource Center for Elderly
SF	Social Fund
SHG	Self-Help Groups
ToC	Theory of Change
Wageningen UR	Wageningen University & Research centre



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# Summary

This evaluation reviews the Programme "*Central Asia on the Move*", a Regional Programme in Central Asia for 2012-2015 of DanChurchAid (DCA), the Interchurch Organisation for Development and Cooperation (ICCO) and Brot für die Welt (BftW). The main purpose of this evaluation is to assess to what extent the programme has contributed to outcomes in terms of changed behaviours, relationships, actions or activities among the individuals, groups, networks or organisations participating in the programme and with whom the programme is interacting with.

Outcome Mapping (OM) was used as the main evaluation methodology, applying a specific OM version for evaluation purpose called Outcome Harvesting. The main unit of analysis was therefore outcomes, in terms of changed behaviour of boundary partners and relationships between actors the programme is interacting with directly. OM was combined with Theory of Change (ToC), which at the formulation stage of the Programme has identified the expected outcomes in the respective pathways for each programme component in series of early-intermediate-late outcomes. These ToC pathways have been regularly updated and adjusted taking into account new contextual developments, revised assumptions and lessons learned which makes this programme rather unique.

The evaluation team has assessed the actual outcomes that have been achieved in each of the pathways of change and contributed to an update of the ToC. Available documentation like the MTR was useful to understand background of results and reasons for adaptation of the planning and intended outcomes. Interviews with migrants and boundary partners allowed to validate and triangulate outcome findings and find new areas to be explored.

All four programme components are on track compared to their ToC planning. Component one will only see less results in the health outcome compared to the original planning, but this has been explained in updated ToC versions. Component 2 will have to address extra investment for 2.1 and 2.3 but can still achieve its programme outcomes. Component three is on track, which is a commendable result. The last programme component four, obtaining equal partnership between NGOs and government, has certainly achieved commendable results, but is depending on recent changes in government policies and changes in staff within the Ministry.

In the next programme stage it is recommended to:

- Improve services to internal migrants (components 2.1 and 2.3);
- Involve migrants more strongly in the programme components;
- Develop a visual summary of how the components support each other and combine together towards the ultimate programme goal;
- Check, update and document assumptions during the ToC updates as a matter of routine;
- Identify strategic gender goals and integrate these more strongly into the ToC;
- Expand the programme beneficiaries to new categories like foreign workers working in Kyrgyzstan and returned Kyrgyz labour migrants; and
- Contact and align with other potential funding agencies like the EU and other Nordic countries.

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# 1 Introduction, use and background of the evaluation

## 1.1 Introduction and use of the evaluation

This evaluation reviews the Programme “Central Asia on the Move”, a regional programme in Central Asia (CA) of DanChurchAid (DCA), Brot für die Welt (BftW) and the Interchurch Organisation for Development and Cooperation (ICCO), which started in 2012 and ends by the end of 2015. The programme has had a Mid Term Review and an End of Programme Evaluation is scheduled later this year.

Use and utility of the evaluation:

The main purpose of this evaluation is to assess to what extent the programme has contributed to outcomes in terms of changed behaviours, relationships, actions or activities among the individuals, groups, networks or organisations participating in the programme and with whom the programme is interacting with. The evaluation is expected to provide general lessons on how to achieve sustainable outcomes in civil society migration projects and provide general recommendations for (potential) donors and project implementers. The purpose of the evaluation was not to provide lessons or recommendations for individual projects within the programme.

Other outputs that were requested:

- Prepare one or two draft papers highlighting successes and key findings for migration-related stakeholders. In total six papers have been produced at the end of the workshop in Russian (one translated example is added as Appendix 4). The final versions will be prepared together with ICCO and DCA. The papers give summary findings and key recommendations to migration related stakeholders and each paper has a specific focus. By end March a professional journalist will add pictures and complete the stories for communication purposes.
- Prepare a few key findings to be used for the website of the Platform and blogs (the Platform works with a number of bloggers in Russia, Georgia, Kazakhstan, etc.) on key issues emerging from the evaluation. Key findings were presented as potential short blog text during the debriefing of 11 March. They are included in Chapter 4 (findings and analysis) and 5 (conclusions and recommendations).
- Make a report of the Outcome Harvest workshop with Platform members. This report was produced in Russian at the end of the evaluation and is available at the Office of ICCO/DCA in Bishkek. The report allowed the Members of the Platform to make an update of the ToC.
- Lastly, it is expected that the present Outcome Harvest Evaluation report will assist the upcoming End of Programme Evaluation as background document.

After this introduction the evaluation report provides background of the CA on the Move programme (1.2), the evaluation methodology (2), findings and analysis (3), and conclusions and recommendations (4). In annexes the ToR, programme schedule of the evaluation, workshop programme, an example of a success story and references are provided.

## 1.2 Background Central Asia on the Move Programme

ICCO/DCA have more than 15 years of experience mobilizing local communities and Self Help Groups (SHGs) in Central Asia to alleviate poverty, promote political participation and good governance, increase transparency of budget allocations, improve economic opportunities for population groups in rural areas, and facilitate access to basic services for poor and marginalised population groups. By means of community mobilisation ICCO/DCA have helped marginalised population groups to get a say

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in the allocation of public expenditure, and commit decision makers to reform legislation of critical importance to citizen's civic rights.

In the *Central Asia On the Move* programme (2012-2015), mobilizing communities and strengthening the skills of migrants and relatives in sending communities is the core objective. The aim is to improve self-sufficiency, claim making and participation of sending communities in local community budgeting and monitoring of state and local development and poverty reduction programs, and to mobilize and strengthen the skills of internal and external migrants to claim and negotiate their rights in front of authorities and employers.

Economic troubles of the transition period upon collapse of the former Soviet Union, as well as a high level of unemployment, especially among youth in Kyrgyzstan and Tajikistan, resulted in a prevalence of migration of population in search of job opportunities within countries and outside the countries. Both Kyrgyzstan and Tajikistan are countries of origin of considerable amounts of migrant workers to Kazakhstan and Russia. Experts believe that about one to one and a half million Tajik migrant workers are currently working abroad. For Kyrgyzstan, it is estimated that about one million of Kyrgyz nationals migrated in search of work abroad<sup>1</sup>. About every fourth household in Kyrgyzstan has at least one member of the family being a migrant worker. In 2012 they have sent almost two billion USD as remittance from the Russian Federation, which is a third of the KR GDP in that year<sup>2</sup>. This amount is increasing each year.

While in Tajikistan female labour migration is yet not so common, in Kyrgyzstan about 30% of migrant workers are women. Labour migration in both countries has significant impact on families left behind. Tajik women, who stay on their own, take full responsibility for running the entire household, including members of the extended family and assure income generation. Often women, abandoned by their husbands and their children, are in a very poor situation due to problems with sustaining the family financially, lack of property rights, as land and property is formally owned by family of the husband, and lack of financial support from former husbands to cover children's needs. In families where women are leaving their families to go to labour migration, the male spouse often suffers from social, psychological and cultural pressures and stigma. This regularly results in the decision of men to divorce and establish new families<sup>3</sup>.

In addition to external migration, Kyrgyzstan is facing problems related to internal migration. According to the National Statistics Committee of Kyrgyzstan, for the period of 1991 to 2005 the general volume of movements in-between the provinces of the country included 889.921 persons. The rights of internal migrant workers and members of their families are often violated due to several reasons. There are some local regulatory acts that require registration in the place of residence ("*propiska*"). However, this requirement is in contradiction with KR Law "On Internal Migration" and results in numerous violations of rights of internal migrant and members of their families, like the right to have education for their children and the right to have access to health services.

Migration – according to the migrants themselves – is an economic investment aimed to improve the livelihood of families. Relatives define three key factors that determine the rate of return of investment related to migration: (1) the ability of migrants to claim and protect their rights in front of authorities and employers and thereby avoid being abused; (2) the ability of migrants to stay healthy and thereby avoid major future costs for treatment and medication; and (3) the bargaining power of migrants, which is closely linked to their vocational skills.

These three factors, identified by migrants and their relatives, have influenced the migrant centred approach adopted in the programme. It aims to work with migrants and their families before, during and after the period of migration to prevent that the rights of migrants are violated and to promote that migration provides an added value to the livelihood of migrants and their families. This is done through a close coordination and cooperation between ICCO/DCA, lately Brot für die Welt (BftW) and

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<sup>1</sup> The Impact of the Global Financial Crisis on Labour Migrants from Tajikistan: Rapid Opinion Poll, Jamshed Kuddusov, Research and Information Center Sotsservice, May 2009.

<sup>2</sup> Report on monitoring of services by diplomatic representations and consular offices of KR in Russian Federation and Republic of Kazakhstan (2013).

<sup>3</sup> Needs Assessment of Women Migrant Workers: Central Asia and Russian, report by UNIFEM and ILO, 2009, p. 55.

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25 local partners in the migrant sending areas of Kyrgyzstan and Tajikistan, with four new partners having joined later, and its partners in receiving areas of Russia and Kazakhstan.

In June 2012, the Regional Programme *“Central Asia on the Move”* was launched in Kyrgyzstan and Tajikistan by 25 Non-Governmental Organisations (NGOs) united in the Platform as a response to the challenges of migration in Kyrgyzstan and Tajikistan. This programme is supported by DCA, BfdW and ICCO, who represent the global ACT Alliance in Central Asia. The programme includes the following main strategies/programme components:

1. Working with sending communities: preparing migrant workers and their families in Kyrgyzstan and Tajikistan for safe migration, increasing legal awareness of their rights and obligations before, during and after migration and providing them with skills to address the issues related to migration.
2. Internal migration: building a dialogue with decision-makers and mobilising internal migrants in Kyrgyzstan for promotion of reforms to secure their rights and access to services.
3. External migration: promoting the rights of irregular migrants from Tajikistan and Kyrgyzstan in receiving countries (Russia and Kazakhstan) through building regional platforms to raise the issues and find joint solutions, reducing stigma and discrimination of irregular migrants from Kyrgyzstan and Tajikistan in receiving countries.
4. Political space to monitor and hold authorities accountable are defended (Kyrgyzstan, Tajikistan and Kazakhstan). This is done through two programme outcomes: 1) favourable political space for effective NGO activities expanded; and 2) platform members effectively solve problems of their beneficiaries.

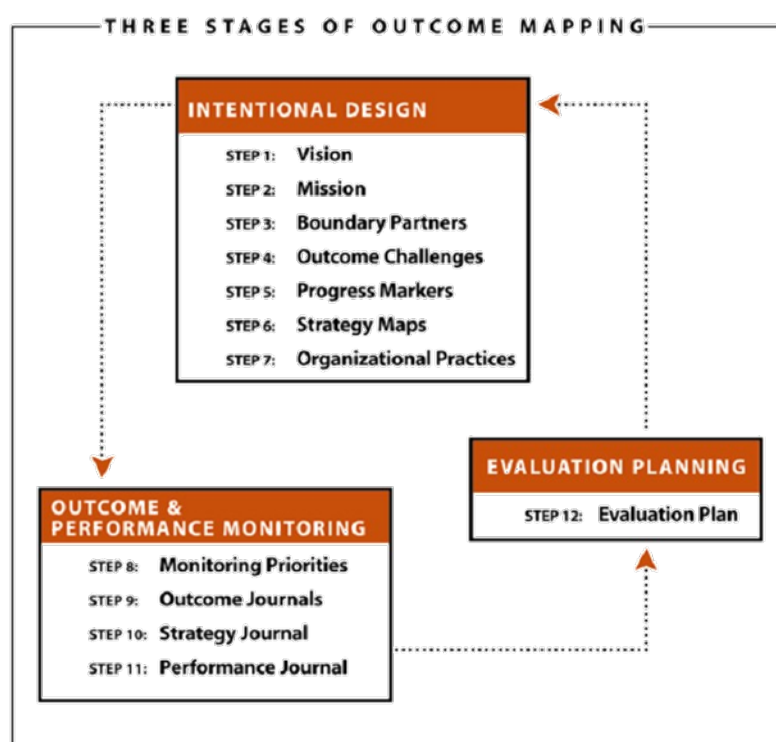
The Theory of Change (TOC) approach was applied for the description of Programme’s goals, objectives, outcomes and outputs. The Partner Platform «Central Asia on the Move» (the “Partner Platform”) unites various NGOs with different experience and capacity in the field of migration, on applying right-based approach (RBA) and gender-based approach (GBA) when working with female and male migrants and their family members to protect their rights and promote their interests<sup>4</sup>.

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<sup>4</sup> Reference Programme Document “Central Asia on the Move”

## 2 Description of the methodology

Outcome Mapping (OM) was used as the main evaluation methodology. The main unit of analysis was therefore outcomes, in terms of changed behaviour of boundary partners, relationships between actors, and action and activities among the individuals, groups, networks or organisations the programme is interacting with directly. OM is an actor centred approach and works with so-called "boundary partners". Boundary partners are those actors that are necessary to achieve the intended changes and which are close to the programme/project team. They are the key actors necessary to achieve the vision and the results required for the intended beneficiaries. Their willingness to change themselves is a prerequisite for obtaining lasting changes within the system. The members of the *CA On The Move* Platform are the Boundary Partners as they were (and still are) the key actors needed to reach the beneficiaries.



**Figure 1:** Main elements Outcome Mapping

OM was initiated by the International Development Research Centre (IDRC, based in Canada), that still continues to facilitate a learning community on OM<sup>5</sup>. OM is a methodology that allows to design and plan an intervention, select the elements to monitor progress and prepare the evaluation. The three main stages and 12 steps are presented in Figure 1. In the present evaluation especially steps 9-10-11 were applied: Outcome – Strategy –Performance Journals. At the evaluation phase actual outcomes as achieved by the programme are identified and assessed. Therefore, the present evaluation is called Outcome Harvesting<sup>6</sup>. Using Outcome Harvesting, the evaluator or harvester collects information from reports, personal interviews, and other sources to document how a given programme or initiative has contributed to outcomes. These outcomes can be positive or negative, intended or unintended. The connection between the initiative and the outcomes should be verifiable.

<sup>5</sup> See <http://www.outcomemapping.ca/> for an OM learning community in three languages.

<sup>6</sup> The term Outcome Harvesting was coined by Ricardo Wilson-Grau & Heather Britt in their Fort Foundation 2012 publication (see references).

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The evaluation team identified with the platform partners outcomes, whether planned or not, and then determine how the change agent contributed. A contribution is defined as a verifiable explanation of how the change agent (platform partner) contributed to the outcome. To establish contribution<sup>7</sup> – indirect or direct, partial or whole, intended or not – beyond a reasonable doubt, three mechanisms were used:

1. Reported (and validated) observations such as progress reports, other evaluations (like the MTR), and case studies.
2. Direct critical observation, for example, what was seen in writing or observed during a field visit.
3. Direct or simple inductive inference from items 1 or 2, for example, insider information given to a journalist and published leads to international pressure to change policy.

OM was combined with Theory of Change (ToC)<sup>8</sup> because outcomes (or “pre-conditions” needed to reach a higher level result) are a central element of ToC<sup>9</sup>. The ToC at formulation stage of the programme has identified the expected outcomes in the respective pathways for each programme component in series of early-intermediate-late outcomes. It also identified the assumptions underpinning the programme logic. The evaluation team has assessed with the partners of the Platform (“boundary partners”) the actual outcomes that have been achieved in each of the pathways of change (see below), checked and updated the assumptions, and contributed to an update of the ToC (see also Faustina & Booth 2014 for a similar application of ToC in entrepreneurial environments).

In addition, the evaluation team collected documents relevant for its tasks (see References). There is a rich documentation on the various programme components and their progress. The MTR was especially useful to understand background of first results and reasons for adaptation of the planning and intended outcomes. Interviews with migrants and boundary partners allowed to validate and triangulate findings and find new areas to be explored.

The ToR mentioned six main Evaluation Questions (EQ) each with a number of sub questions:

*EQ 1: What and how*

- Which are the persons, groups or organisations which the project interacts with directly?
- What are the expected outcomes, in terms of changed behaviours, relationships, actions and activities, for each of these boundary partners<sup>10</sup>?
- What project activities are meant to contribute to the expected outcomes? How?

*EQ 2: Relevance*

- Is the intervention logic (the ToC) of the projects sound? I.e. is it realistic? Does it presuppose unrealistic societal or political preconditions that are not in place.
- Are the project activities relevant in relation to the expected outcomes?
- Are the projects relevant from a poverty perspective?

*EQ 3: Outcomes*

- How is the program contributing to changed behaviours among boundary partners?
- How is the program contributing to any changed relationships?
- How is the program contributing to changes in actions and activities by the boundary partners?

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<sup>7</sup> The attribution function requires control groups and measurements after the programme has ended. The present evaluation limited itself to contribution statements.

<sup>8</sup> For more background on Theory of Change: [www.theoryofchange.nl](http://www.theoryofchange.nl).

<sup>9</sup> The OM learning community, where some 80 OM case owners interact, confirms that in many cases OM is combined with other methods to tailor made the design of the evaluation or M&E framework (personnel communication Steff Deprez, 2015).

<sup>10</sup> Boundary Partners: Individuals, groups, networks or organisations with whom the project or programme interacts directly and whom it hopes to influence.

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#### EQ 4: Sustainability

- Are changed behaviours likely to be long-lasting?
- Will changed relationships prevail?
- Are changed actions and activities temporary, or do they signify sustainable change?

#### EQ 5: Specific questions

ICCO/DCA:

- What ICCO/DCA does differently from the others, specifically in migration programme?
- What are the roles that ICCO/DCA plays that give a comparative advantage in comparison with other programmes and coalitions? How should ICCO/DCA position itself?
- How do partners appreciate the partnership with ICCO/DCA?

Target groups:

- What changes the migration programme brought to people's lives (migrant workers and their families) related to the 4 strategic objectives?
- What are the added values that the programme brought to the migrants and their families?
- What do they do differently due to the programme?
- What are the concrete cases/example/methodology that is worth to scale up/replicate?

Migration related institutions:

- How were programme based recommendations to the Parliament and Ministries taken up and how did it influence the work that they do and were these recommendations the basis for the followed-up improvement of the services?
- To what extent is the On the Move platform being taken seriously in the process of decision-making?

When preparing the workshop ICCO/DCA and the evaluation team added three gender questions:

- Often we mainly monitor the numbers of girls/boys and women/men in activities and results. What can we do to also analyse gender dimension of problems which women and men face?
- What new opportunities to rebalance gender roles and tasks does the present migration situation offer? For instance: in new migrant settlements in Bishkek and Osh: are women allowed to start new roles like membership of the settlement governance committee and do they do this? What about new (gender) attitude and behaviour of boys and men?
- What can we do to include gender more strongly in the ToC and make gender changes a key element in a future programme of the Central Asia On The Move programme?

The workshop with the boundary partners was designed in such a way that the first day an analysis was done of outcomes as per early 2015. These were compared with the original intended outcomes at the start of the programme as well as the latest version of the updated ToC in 2014. This was input for analysis of the six evaluation questions. The second day a few "Outcome Stars" were documented in short stories (Annex 4 gives an example). Participants also identified possible scenarios for the programme in a next phase. See Annex 3 for the detailed programme of the workshop. A workshop report in Russian is available at the ICCO-DCA office.

The outcomes (early-intermediate-late) were compared with the original ToC as formulated at the start of the Programme. Each half year the ToC is updated, so the latest version of the ToC was used to assess actual outcomes per early 2015. Participants analysed outcomes in their respective main programme component groups:

- *Group 1:* Objective 1 on sending communities; four programme outcomes (and their respective pathways of change);
- *Group 2:* Objective 2 on internal Kyrgyz migrants; three programme outcomes (and their respective pathways of change);
- *Group 3:* Objective 3 on areas receiving external migrants, three programme outcomes (and their respective pathways of change);
- *Group 4:* Objective 4 on equal partnership of the NGO sector, two programme outcomes (and their respective pathways of change).

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The interviews that were conducted after the workshop with migrants and boundary partners were also used to check the outcome statements as articulated during the workshop.

### **Limitations of the evaluation**

A main constraint was the short time frame: ten days for preparing, travelling, implementation and reporting. This meant that the evaluation did not have the resources to make a detailed assessment and collection of evidence of outcomes. However, the evaluation did make an assessment for all change pathways and provides guidance for the End of Project Evaluation in terms of where additional information is expected to be collected to provide more detailed evidence on outcomes.

Another constraint was the fact that interviews with beneficiaries had to be restrained to sending communities and internal migrants in Kyrgyzstan as travelling to Russia and Kazakhstan was not possible within the time frame. However, the evaluation team feels that the documents related to receiving areas of migrants, as well as the information provided by boundary partners and sending communities, gave sufficient information to be able to assess and appreciate the situation also for external migrants and receiving countries.

Finally, only those outcomes that the contacted informants are aware of were captured (Ricardo-Grau & Britt; Outcome Harvesting p. 3, 2012). Other unintended (positive as well as negative) outcomes could be present as well. It is suggested that the End of Programme evaluation later this year considers to include this into its methodology by using open questions addressed to non-platform members like media, education representatives, other projects, etc.



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## 3 Findings

The findings are presented according to the Evaluation Questions (3.1). Afterwards an analysis is added (3.2).

### 3.1 Reporting on Evaluation Questions

#### *EQ 1: What and How*

The documentation of the overall programme, updated ToC, progress reports and reports on monitoring of services by diplomatic representations, analysis of early marriage and early maternity in Kyrgyzstan, Gender and Migration, etc. provide a rich detail on the what & how of the project. The programme interacts directly with government offices, like the Government of the KR, all concerned ministries and departments, because every partner organisation works with its concerned ministry or department. Among the organisations that the programme interacts with is the "*Jogorku Kenesh*" (Parliament), the President's Office, the Mayor's Office and local state administrations, as well as local self-government bodies. As for international organisations: every partner organisation works with an international organisation on its own direction. For instance, partner organisations working on the Sending Communities component work mainly with IOM, "Internal Migrants" component works with European Union, OSCE, ODIHR, etc. The Platform partners cooperate with a large number of other organisations and networks, which are not members of the Platform.

Beneficiaries and target groups are also separate for each partner organisation, depending on the tasks of their project. These can be Initiatives Groups, Public Councils and/or Self-Help Groups (SHG, see Box 1). Self-help Groups in Kyrgyzstan started in the early 1990s, when residents of newly emerging settlements around Bishkek were engaged in the "*Ashar*" Movement<sup>11</sup>. At that time the "*Ashar*" Movement made a considerable contribution to solve economic, political and cultural needs of new settlements' residents in big cities. Later, in the 2000s, the Groups were transferred to self-helping and became Self-Help Groups.

#### Box 1: Self Help Groups

SHGs have been created in projects and programmes that ICCO and DCA supported before the present CA on the Move Programme. Many continue to function and have shown to be a valuable tool for empowerment at both individual and group level. Group members' attitude to life has become more optimistic and positive and they have included also migration related issues. SHGs mostly start working with immediate rather than strategic issues, like the creation of micro-credit agencies. Over recent years they also include strategic issues like obtaining their rights. Women are active in the SHG and there are many female leaders in SHGs.

An example is the SHG in the Ak-Jar settlement of Bishkek, named "Den-Sooluk", which was established in 2010. Ten women formed this SHG and have now an accumulated fund of 380.000 som (approx. 5,600 Euro). The women easily take loans from the fund to meet their needs and pay back with no commission and no extra bureaucratic hassles that one could have if applying for a loan in banks. Taking loans in turn, the women arrange their household needs, pay for construction or repair of their houses or get new furniture. Social workers of PF "Arysh" train the SHGs in this settlement in establishing self-help groups, doing accounting and organizing sustainable income.

Source: summary from Buxton et al 2007, see references

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<sup>11</sup> Nurmatova, G., 2010. Concept of Self-Help Groups, 'Women's Public Union 'Erayim'

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## EQ 2: Relevance

The evaluation found that the programme activities represented a relevant response to the situation which prevailed at the onset of the programme. At that time systematic and interregional advocacy initiatives to promote the right of migrants and sending communities were yet to be introduced. In addition, migrants from Kyrgyzstan and Tajikistan were systematically harassed, jailed, abused and expelled by national and local authorities and border guards in Russia and Kazakhstan.

The programme's strong emphasis and efforts to analyse the needs of sending communities, internal and external migrants, and the creation of political space for NGO's was therefore relevant in light of this situation and in light of the Platform partners own need to create a common understanding and overview of the situation. The programme's results and contributions are highly appreciated by the Kyrgyz authorities met by the evaluation at national, rayon and municipal levels. All three government levels have used them as inputs for their own strategies and programmes. The programme is realistic because when the ToC was being developed and updated each half year the organisations have taken into consideration contextual factors and their potential, as well as their own internal resources.

The programme is addressing poverty directly through its focus on support of sending communities and migrants. The programme has allowed local government to introduce the "Access" software, monitoring basic data of all families of sending communities and their activities with SHGs. As for migrants, the available documentation (MTR report, updated ToCs, Sønderkov 2014) shows systemic positive changes in the social and economic situation of internal and external migrants (see example Box 2).

### Box 2: SHG Asyl Jer addressing various needs of the SHG members

Residents of the Sretenka Village of Moskva rayon have organized SHGs with the help of the NGO "Community Integration". The NGO has helped many residents, mainly family members of migrants, working abroad. One of such a SHG is "Asyl Jer". The Chair of "Asyl Jer" Turdububu Esenalieva spoke of the "big help" of the NGO, which trained women in maintaining family budget, conflict-free negotiations with local administrations, overcoming poverty and effective interaction among the SHG members. Established in 2012, "Asyl Jer" now has its fund of 180.000 som (approx. 2,800 Euro), which is used for the priority needs of the SHG's members. Trained in various skills, the "Asyl Jer" members have also succeeded in negotiating with local administration to turn a municipal building in the village into a kindergarten for the residents' children. Moreover, the SHG is reported to have some charitable activities for the most vulnerable people in the village.

The relevance of the programme is also shown by the fact that it covers all categories of people that are touched upon by internal and external migration: children, women, elderly, and working-age population. A set of services is provided to each of them. The Platform also works at the level of change of policies within Ministries. The Platform member organisations have ties with many sides and with each other and they try to influence the government offices at national, provincial and local levels.

## EQ 3: Outcomes

The association of 29 organisations in the Platform contributed considerably to changed behaviours among boundary partners. As a Platform they were the main factor driving the change process to achieve outcomes. Comparing between 2012 and the present time the first what can be noted is that openness and exposure has been improved among the Platform partners, as well as transparency, taking an active profile, professionalism, competence and solidarity. Platform partners have started listening to each other and by 2015 show a strong attitude of mutual support and tolerance. There is a common branding of the Platform, as well as visibility. In the beginning there were 25 organisations, now the Platform comprises 29 members with 4 new partners. The Platform is recognized in government and commercial bodies. Platform partners have acquired a stronger competence to work consistently together to achieve a set goal.

During the workshop boundary partners have assessed the present results as per early 2015. They worked in their respective programme component groups, reviewing the pathways of change in each of the programme outcomes. Results are shown in Table 1 below.

*Scoring:*

- 1: *Pathway is well on track, about 80-90% is achieved. Only a few last late outcomes to be achieved in 2015 to reach its programme outcome.*
- 2: *Pathway is only partially achieved and will need major revision to achieve its programme outcome by end 2015.*
- 3: *Pathway is only partly materialised and programme outcome cannot be realistically expected to be achieved by end 2015.*

**Table 1**

*Overall assessment CA on the Move programme outcome pathways.*

Programme objective component	Programme outcomes	Assessment
<b>Obj.1</b> (sending communities): Community members vulnerable to migration obtain access to social and medical services in their own local environment.	1.1 Needs and claims of communities vulnerable to migration reflected in local and national decision-making process.	1 (almost ready)
	1.2 Families affected by migration are aware of the implications of migration, their legal rights and obligations, and they have skills to respond accordingly.	1 (almost ready)
	1.3 Communities vulnerable to migration have access to social support provided by local authorities.	1 (fully achieved)
	1.4 Communities vulnerable to migration enjoy the right to health care.	*
<b>Obj. 2:</b> Internal Kyrgyz migrants are included in the policy making process and as recipients of public services where they live and work.	2.1 Funds are allocated for the implementation of local development strategies in migrant settlements.	2
	2.2 All migrants are registered and visible to planning authorities.	1 (almost ready)
	2.3 Quality services are accessible to internal migrants at local and national levels.	1 / 2
<b>Obj.3:</b> (receiving external migrants) Problems related to violation of labours migrant's rights are considered and recognised by national and regional decision-makers in receiving countries.	3.1 Regional platforms promotes solutions addressing the issues of labour migrants at national and regional levels.	1 (almost ready)
	3.2 Labour migrants have access to information about rights to legal and health services when working abroad.	1 (almost ready)
	3.3 Stigma and conflict reduced among migrants and citizens of their destination.	1 (almost ready)
<b>Obj. 4:</b> Equal partnership of the NGO sector in the governmental-decision making process on public and political issues at the national level is ensured.	4.1 Favourable political space for effective NGO activities expanded.	2
	4.2 Platform members effectively solve problems of their beneficiaries.	2

\* Outcome 1.4 (health) was only done at piloting stage. Afterwards health elements were included into other pathways.

The overall scoring shows that 7 out of the 11 (63%) analysed Programme Components are on track and can be expected to be achieved by the end of 2015. One is scoring between 1 and 2 and three

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components score a 2 (37%), meaning that they will at least achieve part of the anticipated results but require additional attention in 2015 if the programme outcome is to be fully achieved. The health component (1.4) has only been piloted at the start and was mainstreamed into other components afterwards. Overall this shows a commendable and positive result of the programme after three years of operation.

All four programme components are on track compared to their ToC planning. Component one will only see less results in the health outcome compared to the original planning, but this has been explained in updated ToC versions. Component 2 will have to address extra investment for 2.1 and 2.3 but can still achieve its outcomes. Component three is on track, which is a commendable result. The last programme component four, obtaining equal partnership between NGOs and government, has certainly achieved commendable results, but is depending on recent changes in government policies and changes in staff within the Ministry.

#### *EQ 4: Sustainability*

One year before the end of a programme sustainability indicators cannot yet be assessed, as confirmation of institutionalised results can only be obtained a few years after the end of the programme. However, still a few sustainability pointers can be identified that show that systemic and institutional change is happening.

Are changed behaviours likely to be long-lasting? Boundary partners consider that changes will continue also after the programme has ended, because changes that have occurred comply successfully to the actuality of the present day. There will be a unified economic space soon, and boundary partners think that these changes will be long lasting because this will be formulated in the form of agreements with the Russian Federation and Kazakhstan (the receiving countries). The political situation is volatile, which means that Platform members have to continuously adapt to new circumstances (see example Box 3 and future scenarios in 4.2). Regarding the internal migrants changes that emerged are considered to be long lasting because most of them occurred at institutional level, for instance a number of enactments have been adopted.

#### Box 3: Dealing with unexpected events for programme component four, quote from a workshop participant

*"We witness also a frequent change of personnel. The Ministry of Labour, Migration and Youth, with whom we have been working for many years, has undergone personnel change again and part of what we contacted and collaborated again changed, we are very sorry. (...) It's like starting again from scratch, training them again, communicating, holding meetings. These are constraints that do not allow us to maintain the results we achieved in the initial stage."*

Will changed relationships prevail? Boundary partners and interviewees are of the opinion that changed relationships will prevail, because when comparing the ToC of 2012 and 2014 they show that they are at the basis of achieved results. City councils in KR have taken on the respective support programmes for sending families and internal migrants. National policies have been revised and updated. Relationships are much stronger now compared to the situation at the start of the programme. In Kyrgyzstan the "Big Council on Migration" is an established new forum for exchange between Government and Civil Society, that will continue also after personnel changes within Ministries.

Are changed actions and activities temporary, or do they signify sustainable change? There is a strong opinion amongst members of the Platform that the activities of the Platform will continue. The role it may take in the coming years depends on contextual developments (see identified scenarios in part 4.2 Analysis). Each of the member organisations works in its own specific spheres of work for a long time and is specialized on their own issues. Together they constitute a strong partnership that will continue the coming years also after the programme has ended (see Box 4).

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Box 4: Illustrating sustainability of the Platform, two quotes from partners

*"The ToC is a good format to work together. We should talk about our close cooperation within the Platform; our Platform is unique in our country. Despite the fact that most of the projects have ended, we are still in the same team with the same mailing list and we cooperate and work on Programme's components together and coordinate our actions not only on a national level but also international."*

*"The Platform has created the "Big Council on Migration", which is an important space for the government. We are happy that with the change of personnel (at the Ministry, JB-AA) the significance of the Council is not lost, the Ministry is ready to continue working with the platform and we plan to pass gradually this space to them to continue the work."*

EQ 5: Specific questions for ICCO/DCA, target groups and migration related institutions

ICCO/DCA:

What does ICCO/DCA do differently from the other comparable organisations, specifically in migration programmes? ICCO and DCA were the first donors, later joined by BftW, who worked on creation of Platforms, it was created thanks to their efforts<sup>12</sup>. The institutional development of the partner organisations starting from accountancy and finishing with governance, transparency mechanisms, accountability, these are all a great contribution which is well appreciated by all interviewees. In total 29 (initially 25) organisations have been involved in the programme and no other donor has paid such a detailed attention to establish and sustain this platform. There was also space for individual development, various programmes developed leadership capacity, for instance.

What are the roles that ICCO/DCA plays that give a comparative advantage in comparison with other programmes and coalitions? How should ICCO/DCA position itself? Working with Theory of Change was a new experience for all members of the Platform. Some quotes:

*"Other donors may start working on ToC and try to implement it, but we were the first to use this method and we never knew what is ToC before this programme."*

*"Now we know what it is and ICCO and DCA have worked hard to use ToC in this programme. Therefore, ICCO and DCA are not only donors but also active supporters. Because every partner not only takes part in the programme but also takes part in decision making process, and this is the difference."*

How do partners appreciate the partnership with ICCO/DCA? The partnership is characterised as open, transparent and constructive. The harmonisation between the two donors is seen as innovative in Kyrgyzstan and should be followed by other donors.

Target groups:

What changes the migration programme brought to people's lives (migrant workers and their families) related to the 4 strategic objectives? Every partner and every group has achieved a lot in their own domains of work. What is unifying is that various platforms to discuss issues have been established, which led to making the decisions, resolutions, and recommendations in a coherent and coordinated way, which are sent to all concerned government agencies. A good example is the creation of the "Big Council on Migration". Some partners created platforms in the law related networks, some in the President's Office. This mechanism of informing the authorities and highlighting problems lead to the fact that the government authorities started to have a stronger understanding of the problem, updated their policies and started to take effective measures.

A major difference made by the programme was in improving the potential of each partner organisation. After the training and education, migrants started to lobby their problems on their own with the purpose to draw attention to those problems and finding solutions. The creation of self-help

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<sup>12</sup> In addition to the Platform, there is also an organ which governs the Platform: the Coordination Committee; also with the help of ICCO and DCA.

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groups is a concrete example that was mentioned before. The concept of SHG is certainly worth to be replicated elsewhere. Also the improved capacity and promotion of mechanisms and accountability of the government bodies are main achievements to be mentioned. Through various platforms which discuss migration related issues, recommendations were formulated and sent to the concerned government bodies. These are the mechanisms through which the government makes decisions. The *On the Move* Platform is taken seriously in the process of decision-making at national level and the ToC helped to communicate the main message of the programme (see Box 5).

Box 5: ToC helped to communicate with authorities, quote workshop participant

*"I joined this Programme at a later stage and was not familiar with ToC in the beginning. But later when I learnt I really liked it because we can approach the authorities logically and consequently putting our issues before the local self-government authorities and achieving the results step by step."*

Gender questions:

Often we mainly monitor the numbers of girls/boys and women/men in activities and results. What can we do to also analyse gender dimension of problems which women and men face? Indeed various progress reports and analytical documents mainly focus on quantitative data of numbers of women/men and girls/boys. The programme collects disaggregated data on spouses, children and elderly parents. Most interviewees acknowledge that it is necessary to advance the capacity of the organisations in gender issues, especially taking into account strategic gender issues. Gender issues and outcomes were included in the outcome pathway of programme 4.2 (Platform members effectively solve problems of their beneficiaries), but seem to be less sufficiently articulated in the other programme components or linked with 4.2.

What new opportunities to rebalance gender roles and tasks does the present migration situation offer? Documentation shows the specific needs that female and male migrants have as well as the sending families<sup>13</sup>. It is advised to develop gender balance standards, organise classes in schools on gender, organize various action events. For instance, schools have already classes on migration. With regards to the issue of gender friendly attitude the majority of the interviewees stated that this is an unsolved issue that our societies have to take up. Basically it means that gender has to become more "visible". What are the strategic gender goals we can identify in a next programme? These should also include males and their role in changing gender thinking.

What can we do to include gender more strongly in the ToC and make gender changes a key element in a future programme of the CA On The Move programme? As for future programmes, an example is the active participation of Platform members in the formulation of the Millennium Goals in discussions held in 2014 and 2015. In total 17 goals have been developed, one of which was on gender and supporting the position of women. A whole section was devoted to migrant women, this was the work of the Platform. Furthermore, there is one chapter devoted to women migrants in the Recommendation Document which was sent to the President's Office. Another initiative was the presentation of four recommendations pertaining to migrants submitted to CEDAW. Still another example is the Unified Report, where the Platform members also contributed. This Report includes a section on women migrants.

## 3.2 Analysis

*The updated ToC show applied monitoring of results and context with inclusion of lessons learned*

The updated ToC versions of the *CA on the Move* programme show that when changes did not happen as taught at the start or in a different way, the Platform members were able to reflect on this, adapt and improve their ToC. The Platform partners show a distinctive approach to the use of 'theories of

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<sup>13</sup> See for instance "Analysis of early marriage and early maternity in Kyrgyzstan" Bir Duino, 2013.

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change': Instead of constructing a single ToC for the duration of the programme, time-specific ToCs are elaborated each half year. Each ToC is a snapshot of the thinking at a given moment, providing a time-limited opportunity for interrogation of assumptions and the recording of lessons learned. At intervals over time, progress, setbacks, new information, new alignments, etc. provide a better sense of the reform reality, which is expressed and recorded in a revised ToC.

Over the past three years most of the change pathways have climbed their ladders, have added new steps (outcomes) or fixed loose steps (not logic or unrealistically formulated outcomes) by reformulating the ToC. Box six gives an example. They are approaching their respective programme outcomes. This means that measurable and concrete results have been achieved for the sending communities in terms of access to social and medical services. It also means that internal Kyrgyz migrants in Bishkek and other towns like Osh are included in policy making processes and they benefit from public services in their new localities. Tajik and Kyrgyz migrants in Russia and Kazakhstan see that their rights are more recognised. In Kyrgyzstan the Partner Platform has acquired a strong partnership with Government at the national level. The evaluation observed that Platform members mainly used implicit assumptions while updating the ToC. More detailed assumptions are included in the Logical Framework (Annex 1 programme document), which can be reviewed when updating the ToC.

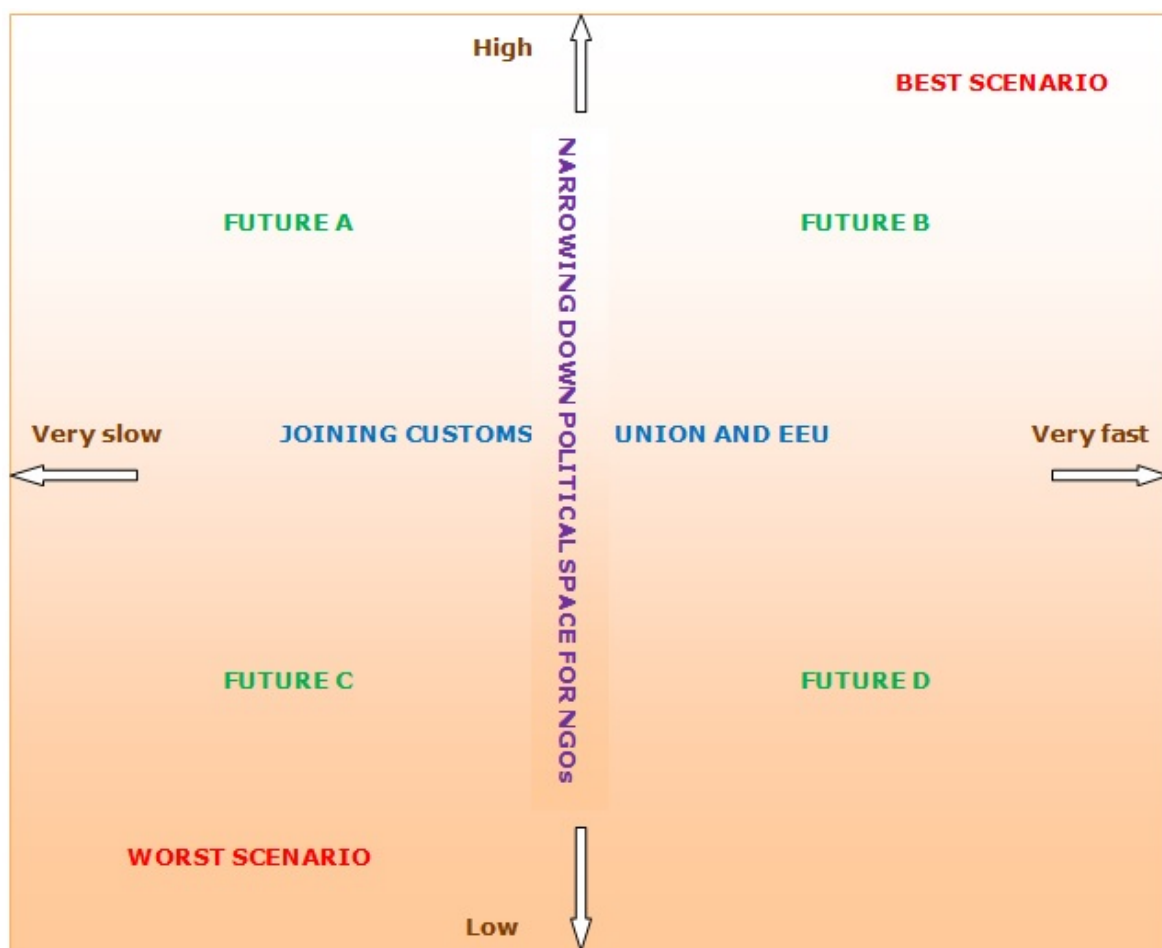
**Box 6: Adapting the ToC, quote from a workshop participant**

*"Some outcomes go beyond our programme. There are issues that we planned initially, we thought would be easy to implement, easy to achieve, but they turned out to be not easily achievable as there are many factors that hinder the process. And in this case, it is the political factor in our country - this time in the eve of the elections, every officer is afraid to make decisions, a voice in decision-making, because they do not know how the situation may change in favour or against him or her."*

*Possible scenarios for a future programme*

The context in which migrants live is changing fast. A new programme should be aware of potential trends that influence the situation of migrants as well as trends that influence the functioning of the Platform. The most critical trend that will influence the situation of migrants seems to be the process of the Eurasia unification towards the Eurasian Economic Union (EEU, Customs Union with Russia). If ratification and implementation happens in a short period it will drastically improve the legal situation and rights of migrants. However, if it will take years migrants working in receiving countries risk to see the same problems we currently observe.

For the Partners in the Platform the most important critical trend is the political space NGOs will have in Kyrgyzstan the coming years. Improvements have been obtained in the past years but the trend seems to go towards the negative side. If that continues Partners of the Platform will look for other ways how they can still support migrants. However, if political space will be allowed it means that the platform can speed up its activities. For each of the following four scenarios, identified during the workshop, suggestions were identified what the Platform could do (see Figure 2 below):



**Figure 2:** Four possible scenarios based on most critical trends for migrants and the platform

**Scenario A: Expanding political space for NGOs but very slow process joining the CU/EEU**

This scenario would provide more opportunities for NGOs as political space for NGOs is expanding and their influence on the decision-making process will be increased. Intergovernmental agreements will be signed. We would also see in this scenario a more informed population and more presence of international organisations. There will be reduced social tension and few sharp price hikes.

In scenario A the Platform would focus on supporting the adaptation process (before joining CU and EEU), continue the lobbying for interest of migrants, analyse intergovernmental agreements and suggest recommendations (support to policy formulation). The Platform would have various projects.

**Scenario B: “Best Scenario” of Expansion of political space for NGOs and rapid joining of CU and EEU**

This scenario would see free movement of migrants, economic stability of migrants and migrant families, good access to basic services by working migrants, corruption is reduced with regards to migrants and NGOs capacity is improved through best practices.

In scenario B the Platform will increase its activities and adapt the ToC in such a way that results can be achieved more quickly. It can focus on policy implementation and less on policy formulation.

**Scenario C: “Worst Scenario” of narrowing down political space for NGOs and slow process joining CU and EEU**

This scenario is obviously the worst one, in which main context indicators would deteriorate: stronger internal migration as well as more migrants leave for other countries, more corruption and increased inflation, social and political tension will raise resulting in polarisation, growth of criminality, more



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poverty and unemployment. This future would also show narrowed space for NGOs with persecution and closing down of NGOs. There would be a decrease of international funding, deterioration of family values and growth of radical Islam.

In this scenario the Platform can still try to do the following: adopt a package of enactments, discuss in different platforms issues of joining CU and EEU with inter-sectoral cooperation (CSO with also private sector, media, knowledge centres, ...), make a system on humanitarian accountability and standards for NGOs within the Platform and strengthen the institutional and financial development of NGOs. The Platform would also focus on policy formulation (and less on policy implementation).

**Scenario D: Narrowing down political space for NGOs and fast process joining CU and EEU**

In this scenario we would see that the law on NGOs as foreign agents has been adopted, the space for NGOs is narrowed down, and joining the CU and EEU is a fast process.

In this scenario the platform can exist informally as a group of like-minded people. Services to migrants are provided on a voluntary basis and advocacy campaigns to support migrants are held by public leaders (without NGOs). Also a strategic court proceedings will be organised against the anti NGO law.

*Overall changing landscape affecting lives of sending communities and migrants*

By early 2015 we see a changing landscape affecting migrants. Due to the economic deterioration in Russia some migrants return to Tajikistan and Kyrgyzstan where they might compete with internal migrants in the main cities (see Box 7). We also see for instance about half a million Kyrgyz migrants becoming Russian citizens and having their businesses in various sectors. Some of them become strong entry points to facilitate arrival of new migrants. Another tendency is that new countries of destination emerge like South Korea, Turkey and the Arab countries. It is estimated that 20% of the population of the Kyrgyz Republic in the next three years is going to work in the CU countries, about half of them are going to stay in the destination country for over a year<sup>14</sup>.

Box 7: New situation emerges, quote from platform member

*"The economic situation that has been developed now in Russia currently outflows migrants, it is assumed that this process has only just begun, the crisis is just the beginning. We cannot talk about any numbers yet, but it is assumed that the majority of external migrants will resettle in Kyrgyzstan, and that may affect internal migration, i.e., putting pressure to the internal labour market, and it may affect the political situation."*

*General lessons on how to achieve sustainable outcomes in civil society projects: some critical elements for consideration*

The term "target group" seems to be an outdated concept. Migrants are not just recipients waiting passively to be assisted but active partners in this programme. They are represented in the Platform and the existence of strong and dynamic SHGs indicates their active engagement. The documents show a range of examples how migrants creatively deal with their situation. Only a small minority seeks advice with authorities when they need help and support. The large majority approaches friends and family for assistance. For a next programme it would be good to consider another concept showing their active engagement within the programme. The rich methodological experience with SHGs in CA can inspire partners to develop similar structures and concepts assisting migrants during preparation, arrival and settlement stages of migration processes.

The results shows the specific needs that female and male migrants have as well as the sending families. Gender issues are recognised by all partners as being important. Monitoring of gender changes is mainly through sex disaggregated quantitative data. Gender is on the radar of the

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<sup>14</sup> Study on effect of CU, commissioned by ICCO (2014).

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Platform<sup>15</sup>, but reflection on what these data mean, formulation of strategic gender needs, translated into their programme goals and inclusion into the ToC could be stronger. The role of males in gender awareness and gender oriented action can be stronger.

DCA will phase out by 2017 and ICCO Cooperation is expected to have much less budget the coming years. This means that Platform partners can still build on them at the start of a new programme, but that other funding partners have to be found as well. The Platform has the potential to become an interregional NGO representative unit within Central Asia for migrants' rights and defending political space for NGO. Combining and aligning migrants' rights projects and programmes will be an added benefit for funding agencies.

The analogy of climate change adaptation and mitigation can be useful to reflect upon. Adaptation to global warming is a response to global warming that seeks to reduce the vulnerability of social and biological systems. Mitigation efforts try to reduce climate change. Without mitigation efforts the adaptation will be too challenging. Likewise the *CA On the Move* programme can be seen as having adaptation and mitigation elements. Adaptation: migrants in receiving countries and cities are assisted to allow them to make the migration process smoother in terms of arrival and respect of their rights. Mitigation is done by assisting the sending communities and helping them to become more resilient. The programme could consider what would be an appropriate balance between adaptation components (assisting the migration process) and mitigation components (containing the migration process). For the latter part it could consider to engage with other actors (private sector, producer organisations, investors, ...) that would focus more on mitigation.

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<sup>15</sup> Excellent detailed studies are available showing data on gender, for instance "Gender and Migration". Gulnara Ibraeva, et al "Innovative Solution" ordered by ICCO Cooperation. Bishkek-Yekaterinburg-Dushanbe, 2013.

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## 4 Conclusions and recommendations

**Conclusion 1:** All four programme components are on track compared to their ToC planning. Component one will only see less results in the health outcome. Component 2 will have to address extra investment for 2.1 and 2.3 but can still achieve its outcomes. Component three is on track, which is a commendable result. The last programme component four, obtaining equal partnership between NGOs and government, has certainly achieved commendable results, but is depending on recent changes in government policies and changes in staff within the Ministry.

**Recommendation 1:** Invest extra attentions for outcomes 2.1 and 2.3 and consider what can be realistically done for the last component obtaining equal partnership after the changes in the Ministry have become clear.

**Conclusion 2:** The vast majority of migrants seem to rely on families and friends for assistance in the migration process. Established migrants that have achieved a stable new situation might be an entry point for more transparent effective procedures to assist new migrants upon arrival.

**Recommendation 2:** Involve migrants more strongly in the programme components for more transparent effective procedures to assist migrants upon arrival in destination countries and cities, and involve them in monitoring of the situation.

**Conclusion 3:** The internal ToC logic within programme components is strong, closely monitored and regularly updated. A strong and innovative element of the programme is the ability of programme partners to not stick to only check "*Did we do what we planned to do?*" but also include forward thinking on "*Where are we going if we continue on this path?*" resulting in regular updates of change pathways that reflect learning and changing context elements.

Between programme components the logic and synergy seems less articulated and assumptions seem to be either focussed on external context monitoring and/or implicitly used within the programme components.

**Recommendation 3:** For a next programme design a visual summary that shows how the programme components support each other and combine together towards the ultimate programme goal.

**Conclusion 4:** The Logical Framework presents assumptions about how changes are expected to happen in the last column. It seems that they are not regularly used as part of the monitoring.

**Recommendations 4:** Check, update and document assumptions during the ToC updates as a matter of routine.

**Conclusion 5:** Gender issues are recognised by all partners as being important. Monitoring of gender changes is mainly through sex disaggregated quantitative data. Inclusion of strategic gender needs, their programme goals and inclusion into the ToC could be stronger.

**Recommendation 5:** It is advised to identify more strategic gender goals and integrate these more strongly into the ToC. It is also advised to develop gender balance standards, organise classes in schools on gender, and organise various events showing gender realities. The role of males in gender awareness and gender oriented action can be stronger.

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**Conclusion 6:** For each scenario in the two main trends Platform partners have identified measures that they could do.

**Recommendation 6:** In the best scenario, when both trends move towards the positive side, they can quickly accelerate the programme to achieve even more results. In the worst scenario, when both trends move towards the negative side, the Members of the Platform will have to defend the results obtained so far. For the other two scenarios: if the unification goes fast but political space will be limited there are still ways to support migrants. Likewise, if the unification will take time but political space allows NGO to operate the Platform can still achieve a lot (see analysis, summary scenarios).

**Conclusion 7:** The migration landscape in Central Asia is changing. New receiving countries like South Korea, Turkey and Arab countries become prominent. Kyrgyzstan is receiving migrants from Uzbekistan and Tajikistan. Kyrgyzstan is also receiving refugees from Afghanistan and Syria. Some migrants from Russia are returning to Kyrgyzstan. Overall three elements are to be considered which might result in a considerable flow of migrants returning to Kyrgyzstan: 1) It is unclear what will happen after May when the joining process in EEU is completed; 2) regulations for migrants have changed; and 3) the economic crisis in Russia might continue.

**Recommendation 7:** A new programme has to take into account this changing landscape and include new categories like foreign migrants arriving in Kyrgyzstan and prepare the return of former migrants.

**Conclusion 8:** DCA will phase out by 2017 and ICCO Cooperation is expected to have less budget the coming years. This means that Platform partners can still build on them at the start of a new programme, but that other funding partners have to be found as well.

**Recommendation 8:** Approach potential funding agencies as a Platform alliance, especially those that support collaboration between various stakeholders, like the EU and Nordic countries.

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# Appendix 1 Terms of Reference Outcome mapping of the CA On the Move Programme

## 1. Introduction

Over the years, citizen participation has documented a range of outcomes, in terms of securing rights of citizens, institutionalization of state accountability and fostering economic development. This change has occurred through multiple types of citizen engagement, including through associations and social movements. Associations are assessed to be particularly critical in less democratic and fragile situations, where they have an important role in strengthening cultures of citizenship and inclusion, which in turn can contribute to building responsive states. Where association members practice core civil and democratic values, learn about their rights and develop effective citizenship skills, associations can transform members.

ICCO/DCA have more than 15 years of experience mobilizing local communities and SHGs in Central Asia to alleviate poverty, promote political participation and good governance, increase transparency of budget allocations, improve economic opportunities for population groups in rural areas, and facilitate access to basic services for poor and marginalized population groups.

By means of community mobilization ICCO/DCA have helped marginalized population groups to get a say in the allocation of public expenditure, and commit decision makers to reform legislation of critical importance to citizen's civic rights.

In the Central Asia On the Move program (2012-2015), mobilizing communities and strengthening the skills of migrants and relatives in sending communities is the core objective. The aim is to improve self-sufficiency, claim making and participation of sending communities in local community budgeting and monitoring of state and local development and poverty reduction programs, and to mobilize and strengthen the skills of internal and external migrants to claim and negotiate their rights in front of authorities and employers.

Migration – according to the migrants themselves – is an economic investment aimed to improve the livelihood of families. Relatives define three key factors that determine the rate of return of investment related to migration: The ability of migrants to claim and protect his/her rights in front of authorities and employers and thereby avoid being abused; the ability of migrants to stay healthy are thereby avoid major future costs for treatment and medication; and the bargaining power of migrants which is closely linked to his/her vocational skills.

These three factors, identified by migrants and their relatives, have influenced the migrant centered approach adopted in the program. It aims to work with migrants and their families before, during and after the period of migration to prevent that the rights of migrants are violated and – thereby – to promote that migration provides an added value to the livelihood of migrants and their families. This is done through a close coordination and cooperation between ICCO/DCA and 25 local partners in the migrant sending areas of Kyrgyzstan and Tajikistan and its partners in receiving areas of Russia and Kazakhstan.

## 2. Purpose of the evaluation

Development is about people: it is about how they relate to one another and their environment, and how they learn in doing so. Outcome mapping puts people and learning first and accepts unexpected change as a source of innovation. Therefore outcome mapping is chosen as the approach to evaluate the Central Asia On the Move program.

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The purpose of this evaluation is to assess to what extent the program has contributed to outcomes in terms of changed behaviors, relationships, actions or activities among those persons, groups, networks or organisations participating in the program and with whom the program is interacting with.

The main purpose of the evaluation is to provide general lessons on how to achieve sustainable outcomes in civil society projects. The evaluator will also provide general recommendations for donors and project implementers. The purpose is not to provide lessons or recommendations for individual projects.

### 3. Evaluation Questions

Every case study shall be evaluated in relation to its intervention logic. However, there are some general questions that should be posed and answered in each case. These questions can be grouped in four categories: 1) what and how, 2) relevance, 3) outcomes and, 4) sustainability, as described below.

#### *What and how*

- Which are the persons, groups or organisations which the project interacts with directly?
- What are the expected outcomes, in terms of changed behaviors, relationships, actions and activities, for each of these boundary partners<sup>16</sup>?
- What project activities are meant to contribute to the expected outcomes? How?

#### *Relevance*

- Is the intervention logic (the ToC) of the projects sound? I.e. is it realistic? Does it presuppose unrealistic societal or political preconditions that are not in place.
- Are the project activities relevant in relation to the expected outcomes?
- Are the projects relevant from a poverty perspective?

#### *Outcomes*

- How is the program contributing to changed behaviors among boundary partners?
- How is the program contributing to any changed relationships?
- How is the program contributing to changes in actions and activities by the boundary partners?

#### *Sustainability*

- Are changed behaviors likely to be long-lasting?
- Will changed relationships prevail?
- Are changed actions and activities temporary, or do they signify sustainable change?

#### *Specific questions*

##### ICCO/DCA:

- What ICCO/DCA does differently from the others, specifically in migration program?
- What are the roles that ICCO/DCA plays that give a comparative advantage in comparison with other programs and coalitions? How should ICCO/DCA position itself?
- How partners appreciate the partnership with ICCO/DCA?

##### Target groups:

- What changes the migration program brought to people's lives (migrant workers and their families) related to the 4 strategic objectives?
- What are the added values that the program brought to the migrants and their families?

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<sup>16</sup> Boundary Partners. Individuals, groups, networks or organisations with whom the project or program interacts directly and whom it hopes to influence.



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- What do they do differently due to the program?
  - What are the concrete cases/example/methodology that is worth to scale up/replicate?

*Migration related institutions:*

- How were program based recommendations to the Parliament and Ministries taken up and how did it influence the work that they do and were these recommendations the basis for the followed-up improvement of the services?
- To what extent is the On the Move platform being taken seriously in the process of decision-making?

## 4. Methodology

Outcome mapping shall be used as a method. This means that the general conceptual framework of outcome mapping shall be applied, and that the evaluators shall focus on assessing outcomes, in terms of changed behavior, relationships, action and activities among those persons, groups, networks or organisations the program is interacting with directly.

OM will be combined with Theory of Change. The ToC at formulation stage of the program has identified the expected outcomes and the assumptions underpinning the program. During the evaluation the evaluation team will assess with program partners ("boundary partners") the actual outcomes that have been achieved, check and update the assumptions, and update the ToC of the program.

The national expert will start with field work prior to the arrival of the international expert and collect material on the evaluation questions from boundary partners that provide information on program results and outcomes. This will be done through individual interviews with representatives (or small groups of representatives) from boundary partners.

During the field work a workshop will be organized by the evaluation team where interested boundary partners will reflect on the evaluation questions, assess together outcomes by early 2015 using the outcome markers, reflect on these results, and reflect on assumptions as formulated by the start of the program. By the end of the field work a workshop will be held with interested boundary partners to formulate and document lessons learned from the past years, update the ToC (with check on revised assumptions, revised outcomes and revised indicators) and synthesize strategic recommendations.

The evaluation team will make a first overview of key findings and recommendations by the end of the field work, reporting back to the evaluation questions. This will be presented and discussed with program partners that are present and available. A final report will be made within two weeks after completion of the field work.

## 5. Stakeholder Involvement

The evaluator will opt for close cooperation with the program and network coordinators. The boundary partners should be consulted as regards the outcome challenges and progress markers .

## 6. Tentative Work Plan and Schedule

The assignment will last 9 days in total (including travelling days):

- 1 day – for preparation of International Evaluator (Team leader) and local evaluator
- 5/6 days – evaluation with boundary partners
- 2 days – debriefing/reporting

## 7. Reporting and other Outputs

First findings and recommendations are shared at the debriefing will be provided for comments to ICCO and DCA no later than at the end of the field work. The final report should be delivered no later than April 1st. The report should be focused on general findings, lessons learned and

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recommendations. It should not be exceeding 25 pages, excluding annexes. It should be written in English. The report will be published as an ICCO/DCA Evaluation or Wageningen UR report (to be decided by ICCO).

As other outputs the following is required:

- Prepare 1-2 draft papers (2-3 pages) for migration-related stakeholders, including the Ministry on Migration and Ministry for Foreign Affairs. The final versions will be prepared together with ICCO and DCA. The papers give summary and key recommendations to migration related stakeholders and will each have a specific focus.
- Prepare a few key findings to be used for website of the Platform and blogs (the platform works with number of bloggers in Russia, Georgia, Kazakhstan, etc.) on key issues emerging from the evaluation. Final versions of articles will be prepared together with ICCO and DCA.

## 8. Evaluation Team

The evaluation team will consist of an international evaluator, who will be the team leader, and a national/regional evaluator. Both evaluators should be familiar with qualitative research and evaluation methods. It is a strong advantage if the evaluators are familiar with outcome mapping. Interviews should be conducted in Russian/Kyrgyz, and the report written in English. One of the members in the evaluation team must be female.

Profile team members:

**Team Leader:** experienced international evaluator with at least ten years of relevant track record, has conducted evaluations as a team leader before, has worked with various evaluation methodologies and frameworks, including Theory of Change, Outcome Mapping, and mixed methods combining quantitative and qualitative methods. Familiarity with the Programmatic Approach of IC is an advantage.

**National/Regional Expert:** At least five years relevant track record with qualitative research in Central Asia, able to interview in Russian and Kyrgyz, and able to write reports in English. Able to work in a team and open for participatory processes with different program actors.

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## Appendix 2 Programme of the evaluation mission

3 <sup>rd</sup> March	<b>3pm</b> Meeting with Mairmabek Japanov, Deputy Director, "Zamandash" Association of Diasporas
4 <sup>th</sup> March	<b>10 am:</b> Preparation meeting at ICCO/DCA office: Gulzat Temirova, Jan Brouwers, Ainura Asamidinova, Kubanychbek Akmatov and Dina Urazbaeva <b>11am:</b> Meeting with Mamatkul Aidaraliev, Executive Director, and Nuriya Temirova, Program Manager at PF "Arysh" <b>1pm:</b> Visit new settlement of internal migrants "Ak Jar", meeting with head of Self-help Group "Den-Sooluk" <b>3pm:</b> Meeting with Human Rights Movement "Bir-Duino – Kyrgyzstan". Tolekan Ismailova, Director, and Aida Baijumanova, Deputy Director
5 <sup>th</sup> March	<b>10 am:</b> Meeting of Evaluators at ICCO Office in preparation for the workshop
6 <sup>th</sup> March	<b>8:30am-5:00pm:</b> Workshop
7 <sup>th</sup> March	<b>8:30am-4:00pm:</b> Workshop
9 <sup>th</sup> March	Reporting
10 <sup>th</sup> March	<b>9:30am:</b> Field visit to Belovodsk with Asel Karymshakova, Director and Ayimjan Imanalieva, Project Manager, NGO "Community Integration". <b>11am:</b> Meeting with Mirlan Karygulov, Deputy Head of Moscow Rayon State Administration on Social Issues , and Aida Kenensarieva, Deputy Department Head on Social Development, Moskva Rayon State Administration <b>1pm:</b> Meeting with family (sending community) Turdububu Esenalieva, Chair of the Self-help group "Asyl Jer" in Sretenka Village. <b>2pm:</b> Meeting with Natalya Bugaeva, , Secretary In-Charge and Dinara Saralaeva, Specialist, Sretenka Local Administration <b>3pm:</b> Meeting with a family of internal migrant Borubai Ziyadinov and his family members in Petrovka Village, Mskva Rayon.
11 <sup>th</sup> March	<b>11am:</b> Meeting with Ulukbek Bakenov, Head of Department on Foreign Workers Affairs, MTMM KR <b>3pm:</b> Debriefing at ICCO Office



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# Appendix 3 Outcome Harvesting On the Move Program - Workshop Programme

## Introduction

The On the Move Program has organised an evaluation to assess together with interested boundary programme partners the outcomes of the programme by early 2015. During the workshop the evaluation team and participants will reflect on the evaluation questions, assess together outcomes by early 2015 using the outcome markers, reflect on these results, and reflect on assumptions as formulated by the start of the program. The workshop will also formulate lessons learned and scenarios for the future, update the ToC (with check on revised assumptions and revised outcomes) and synthesize strategic recommendations.

### **Focus Day I (6 March): Harvesting and analysing outcomes**

- 9-9.30 Registration
- 9.30 Welcome and programme overview
- 9.45 Introduction Outcome Mapping/Harvesting. Group Work in four objective groups on assessing and harvesting outcomes comparing the first and latest ToC

*11.00 tea/coffee*

- 11.30 Comparing and concluding on Outcomes

*13-14.00 Lunch*

- 14.00 Group work on the five main evaluation question on outcomes + gender group: six mixed groups

*15.00 tea/coffee*

- 15.30 Analysing and concluding on the main Evaluation Questions
  - 16.45 Synthesis day I and preparing day II
- [Evening: evaluation team works out results and prepares Day II]

### **Focus Day II (7 March): Formulating and documenting OUTCOME STARS and identify scenarios**

- 9.30 Recap Day I and overview Day II
- 9.45 Introducing Most Significant Change (MSC)
- 10.00 Group work (in four programme groups): selecting MSC stories: OUTCOME STARS

*11.00 Tea/coffee*

- 11.30 Presenting stories and feedback: select the main stories. Duos start writing. Start Scenario Group

*12.30-13.15 Lunch*

- 13.15 Group A: Write shop to document change stories

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13.15            Group B: Make scenario analysis on two critical trends that CA On the Move has to take into account for next programme phase

*14.15 Tea coffee*

14.30            Presenting edited stories and four scenarios

15.45            Synthesis and evaluation (10 min) Closing (5 min)

16.00            Conclusion

## Appendix 4 The story of a Grandma

Ludmila Pavlovna Zadorozhnaya applied to the “Community Integration” Public Association (PA), when she learned about a project on migration. Her daughter Yaroslavna was gone missing in 2012 in Russia. Yaroslavna’s three daughters were left with Ludmila.



In recent years Ludmila’s grandchildren have had a bitter experience of staying in a children social institution. But due to Ludmila’s love for her grandchildren, they now stay with their grandmother. The grandchildren had also witnessed domestic violence from their own father maltreating their mother. In addition, Ludmila herself had a car accident followed by 15 surgical operations. Her husband was sick and after one year of illness he passed away.

After the death of her husband, grandmother Ludmila launched a process of guardianship for the children. With support of letters and requests from the “Community Integration” PA, Ludmila could pass the whole process from application to a decision of the court. The “Community Integration” PA helped to prepare request to the local District Police Department regarding the search of daughter Yaroslavna. The NGO also sent a request to the Crime Detection Unit of Moscow District for the search to find Ludmila’s daughter.

During 2-3 months, Ludmila did not lose hope to find her daughter and she gave the children what they wanted. She was constantly afraid that her grandchildren would be taken from her by social workers. She often asked “Community Integration” staff if government social workers would come and take her grandchildren away. She said “My grandchildren feel more comfortable with me”. The NGO’s project officer appeased Ludmila, telling her that according to rules and regulations children have the right to grow in their own family environment, and Ludmila, as a grandmother, is entitled to become an official guardian. But she has to keep responsibility and fulfil her duties.

In 2014, Ludmila finally received news that her daughter Yaroslavna had been found in Russia. Now, mother and daughter communicate often via telephone. Yaroslavna is planning to visit Kyrgyzstan to see her mother and children soon.

Now, Ludmila is happy that her grandchildren stay with her, because she is now an official guardian and is awaiting for her daughter Yaroslavna. She has home and land, which she registered in 2012 with the help of “Community Integration”. As Ludmila pointed out her grandchildren are very happy that they live with her. They do everything to study well and live with their grandma.

To explore  
the potential  
of nature to  
improve the  
quality of life



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Report CDI-15-083

The Centre for Development Innovation works on processes of innovation and change in the areas of food and nutrition security, adaptive agriculture, sustainable markets, ecosystem governance, and conflict, disaster and reconstruction. It is an interdisciplinary and internationally focused unit of Wageningen UR within the Social Sciences Group. Our work fosters collaboration between citizens, governments, businesses, NGOs, and the scientific community. Our worldwide network of partners and clients links with us to help facilitate innovation, create capacities for change and broker knowledge.

The mission of Wageningen UR (University & Research centre) is 'To explore the potential of nature to improve the quality of life'. Within Wageningen UR, nine specialised research institutes of the DLO Foundation have joined forces with Wageningen University to help answer the most important questions in the domain of healthy food and living environment. With approximately 30 locations, 6,000 members of staff and 9,000 students, Wageningen UR is one of the leading organisations in its domain worldwide. The integral approach to problems and the cooperation between the various disciplines are at the heart of the unique Wageningen Approach.

