



## United Nations Peacebuilding Support Office/Peacebuilding Fund (PBSO/PBF)

### Priority Plan

#### Summary:

Country:	Kyrgyz Republic
Total value of Priority Plan and existing funding commitments, if any:	USD 24,125,000 <sup>1</sup>
Total amount of funding requested from PBF under Priority Plan:	USD 18,000,000
Start date and duration of priority plan Implementation:	1 October 2013 to 30 September 2016
PBF Outcome Areas covered by the Priority Plan	2) Rule of Law; 5) National reconciliation; 6) Democratic governance.

<sup>1</sup> UN agencies estimate that they have confirmed funds of USD 6,125,000 for interventions that will directly or indirectly contribute to achieving the priority outcomes during the implementation of this priority plan. As it is difficult to link existing projects that were designed prior to formulation of priority outcomes to this plan, the above amount is provided to demonstrate that UN agencies will complement the funding requested from the Peacebuilding Fund from other sources in order to magnify peacebuilding results. At the same time the before-mentioned amount has not been formally included into this plan by the Joint Steering Committee. Details relating to projects of different agencies can be provided on request.

## I. RATIONALE

### A. Peacebuilding Context

#### a) Conflict analysis process and findings

In June 2010, amid political and social tensions, violence erupted in the southern cities of Osh and Jalalabad, and their surrounding areas, resulting in the death of at least 470 people and displacement of 400,000 people, of whom 75,000 fled to Uzbekistan.<sup>2</sup> Since then, the country has initiated a number of peacebuilding activities. Much progress has been made to stabilize the situation, with considerable support from the Peacebuilding Fund through two Immediate Response Facility contributions. Nonetheless, there are still peacebuilding needs and challenges that touch upon root causes of conflict and must be addressed to prevent the recurrence of violence. These issues are linked with the overall context of sustainable development, and left unaddressed could create further challenges.

In this context, the Peacebuilding Needs and Priorities Assessment<sup>3</sup> (PBNPA) identified peacebuilding challenges<sup>4</sup> and opportunities. In order to identify the main peacebuilding challenges and understand the complex interaction between them, an analytical model (see Figure 1 at the end of this section)<sup>5</sup> was used that focuses on three key factors that are related to laying a foundation for peace; namely 'value', 'behavior' and 'structure'. These key factors are interlinked and mutually reinforcing, and positive changes in those dimensions can significantly contribute to the process of consolidating peace in the Kyrgyz Republic. There are also contextual issues that may affect the peacebuilding process, some of which are also outlined below.

The key factors related to value and behavior are identified as follows:

**A lack of trust** prevails in all sectors of society, among different groups of people (often along ethnic lines). For example, Kyrgyz and Uzbek communities often express their fear and mistrust of 'the other', leading to social divisions. This has led to **increasing segregation** of different ethnic communities in some areas which directly experienced and were affected by the violent conflict in June 2010.<sup>6</sup> In addition, local authorities do not always enjoy the trust of people, and the local authorities and people sometimes highlight communication and coordination problems they face with national authorities. Various degrees and dimensions of mistrust can cause breakdown of communication, misunderstanding and can cause, exacerbate and escalate conflict.<sup>7</sup>

**A lack of justice and the memories of the violent conflict in June 2010 and the previous conflict in 1990** significantly affect people<sup>8</sup>, especially in areas where violence has taken place. It compounds lack of trust and increases the sense of insecurity. Many people feel that past justice-related issues have not been adequately addressed and there was no widely accepted and recognized reconciliation process, lacking the sense of closure over past conflicts. A potential conflict situation can escalate quickly as a continuum of past conflicts.<sup>9</sup>

**The sense of human insecurity** among many people is high. The sense of insecurity exaggerates and is compounded by stereotypes, nationalism, inequality and discrimination, among other things. Attaining a

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<sup>2</sup> Office for the Coordination of Humanitarian Affairs (2011), Kyrgyzstan Revised and Extended Flash Appeal, End Report (June 2010 – June 2011), P. 1. By 28 June 2010 almost all refugees had returned to Kyrgyzstan.

<sup>3</sup> This research was conducted from 26 April to 13 May 2013. The results of this process were informed by: a) Main findings from existing research (qualitative and quantitative) conducted by the UN or others (drawing from participatory processes such as perception studies), as well as experiences from the agencies' work in the field, drawing from a variety of partners; b) Interviews and consultations conducted by experts from Secretariat of the Peacebuilding Fund Joint Steering Committee with support of PeaceNexus Foundation.

<sup>4</sup> When referring to peacebuilding challenges, the analysis broadly touches upon both, structural and proximate causes of conflict. For the purpose of simplification the report uses this terminology instead of categorizing different causes in detail.

<sup>5</sup> Based on the model found in Fisher, Simon et al. (2000), *Working with Conflict: Skills and strategies for action*. London: Zed Books

<sup>6</sup> A 2011 UNICEF Youth Survey found that both Kyrgyz and Uzbek communities are more segregated now than they were before June 2010.

<sup>7</sup> These findings were widely confirmed through regular assessment and community outreach activities conducted by UN Agencies present in the South as well as their implementing partners.

<sup>8</sup> It is to be noted that other violent conflicts took place in the Kyrgyz Republic that also affect inter-community relations in other parts of the country.

<sup>9</sup> A/HRC/20/12, 15 March 2012; Human Rights Council; Report of the UN High Commissioner for Human Rights on technical assistance and cooperation on human rights for Kyrgyzstan.

level of human security – which is defined as freedom from want and from fear<sup>10</sup> – must be part of the foundation for peace. In order to address the question of human insecurity, a common civic identity uniting all Kyrgyz citizens needs to be developed further and society must become more equitable. In this context, the national language policy is an important issue and widely debated. The National Sustainable Development Strategy for 2013-17 considers linguistic and cultural diversity as a source for enrichment of the society and a key for sustainable human development, while recognizing the importance of the state language, Kyrgyz. The use of language, therefore, has significance both as a uniting factor among citizens and as an indicator of tolerance and inclusiveness in society.

**Inadequate legislation and partial implementation of laws and policies, lack of respect for the rule of law** among sections of the population and among some officials, and the fact that **people often are not held accountable for their actions** cause and compound the problem of **impunity**. The emerging culture of impunity and lawlessness can cause, exacerbate and escalate conflict.

This issue can be highlighted with the high prevalence of violence particularly against children and youths in families and schools. There is an atmosphere in society, including in homes and schools, that violence is viewed as acceptable by some, which undermines the creation of a favorable environment for peace.<sup>11</sup>

In addition to key factors related to value and behavior, there are a number of structural factors that are essential for creating a favorable environment for peace.

The **implementation of international human rights law** in the country is a key factor in this regard. While the ratification of international legal instruments and standards is an important first step, it is the effective implementation on the ground that makes people feel that their rights, dignities and opportunities are adequately protected. An insufficient protection of human rights undermines peacebuilding efforts as it contributes to a growing culture of impunity and mistrust and therefore has the potential to exacerbate conflict.<sup>12</sup>

There are instances of **weak state control and governance** that affect the trust of people in state institutions, as those institutions tend to provide an unequal or uneven access to quality public services, leaving the room for discriminatory approaches and deprivation from social, economic, cultural, civil and political rights. This, in turn, causes grievances. Weak governance may result in creating an unstable environment that can foster civil disturbances and conflicts. While the capacity to deliver efficient and effective public services must be strengthened, checks and balances mechanisms must also be improved and the participation of minorities, women, youth and other excluded groups of people in public affairs, ensuring an inclusive society.

**The challenges facing state authorities to uphold the rule of law are significant as demonstrated by recent events.** One such example is the issue of the nationalization of natural resources in the country. On 3 October 2012, a rally in support of the nationalization of the Kumtor mine, the largest gold mine in the country currently operated by the Canadian company Centerra Gold Inc., resulted in some opposition politicians scaling the gates of Parliament in an attempt to gain entrance to the building. They were arrested and later imprisoned for an attempt to seize power by violent means. Demonstrations continued throughout the country against their imprisonment and in support of the nationalization of Kumtor. In late May 2013 protestors, demanding better social sector support by the Canadian company, blocked the access road to the Kumtor mine in Issyk-Kul Oblast and cut off the electricity supply. As police tried to break up the protest, violence ensued, with 92 people arrested and 55 wounded.<sup>13</sup> The Government declared a state of emergency. The situation stabilized and in early June the emergency measures were repealed.

At the same time, protestors in the southern city of Jalalabad began a demonstration in support of the Issyk-Kul protest and demanded the release of the jailed opposition party members. The protestors took over the Oblast Administration building and named a local businessman as the new governor. The police

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<sup>10</sup> Commission on Human Security (2003), Human Security Now, New York

<sup>11</sup> UNICEF, in partnership with the Ombudsman Office, the Ministry of Social Development and the Ministry of Education, undertook two nationwide studies on the prevalence and dynamics of child abuse in families (2010) and violence in schools in the Kyrgyz Republic (2011). The findings of the studies disclosed a dismal picture of the prevalence of child abuse and violence countrywide. 73 per cent of children suffer from abuse and violence in their families and 83.5 per cent of children experience different forms of violence in schools.

<sup>12</sup> Relevant international legal instruments cited in the comments/footnotes made to the 'Peacebuilding Needs and Priorities Assessment'

<sup>13</sup> Trilling, D (2013), "Kyrgyzstan Calls State of Emergency After Gold Mine Clashes", EurasiaNet.org, 31 May 2013, <http://eurasianet.org/node/67050> (accessed 4 June 2013).

arrested this self-declared new governor for trying to seize power in Jalalabad which sparked an attack on the local security services and people blocked the main road between Bishkek and Osh cities. On 5 June the said businessman was released from jail and joined. On 17 June the three opposition party members that were arrested the past October were released from jail.<sup>14</sup>

Such events have a significant impact on the country's economic stability. Financial proceeds from the Kumtor mine is up to 12 per cent of the gross domestic product. Moreover, it strengthens the growing sense of impunity and use of violence as a means to resolve disputes.

In addition, contextual issues may affect the peacebuilding environment negatively.

**Limited resources, poverty and food insecurity** are some of the contextual issues that may affect the peacebuilding environment. Localized tensions mount over access to water and land. Existing natural resources attract business interests of multi-national companies and foreign/internal investors and their status and conducts may also ignite tensions and conflicts among the population (see controversy over Kumtor described above). The general economic situation can lead to a period of instability.<sup>15</sup> Rising food prices are having a negative impact on people's household budgets.<sup>16</sup> The prices of wheat flour, the main staple food for most people in the Kyrgyz Republic, remain high and volatile since the global food price crisis hit the country in 2007.<sup>17</sup>

A notable symptom of human insecurity – encompassing security, economic, social and structural factors – can be seen in external and internal **migration**, which, in turn, can be a destabilizing factor as it can contribute to weakening social cohesion. Demographic changes due to migration are both the consequences and causes of insecurity. Similarly, **urbanization** affects conflict susceptibility as social cohesion weakens and limited resources can be stretched to the full.

The “top-down” approach in urban planning and development that is at times applied instead of a consultative, inclusive and community-based approach can affect communities negatively.

**Regional dynamics** may be noted with concern. The border delimitation and demarcation is not complete with either Uzbekistan or Tajikistan and cross-border incidents occur, time to time, over smuggling, pastoral lands and natural resources. The stricter border control after the events in June 2010 is also affecting livelihoods of many living in the border areas. For example, in one of the most recent incidents, on 5 January 2013 an incident near the Uzbekistan enclave of Sokh underlined the continued tensions in the region. The installation of electricity poles to a Kyrgyz border guard post ran through non-delimited territory. People living in the village belonging to the Uzbek enclave regarded this as an incursion into their territory and attacked the border guards from the Kyrgyz Republic. The following day, more people from Sokh enclave attacked a nearby village in Kyrgyzstan, destroying property and taking several dozen people hostage.<sup>18</sup> The hostages were released the following day after quick actions taken by officials from both countries. This has been followed by a number of other border incidents, the latest in June 2013, when one citizen of the Kyrgyz Republic was killed. These serve as reminders at how quickly events can turn violent.

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<sup>14</sup> Trilling, D. (2013), ‘Kyrgyzstan: After Courtroom Violence, Judge Releases Opposition Lawmakers’, EurasiaNet.org, <http://eurasianet.org/node/67134> (accessed 21 June 2013).

<sup>15</sup> TASK/ACTED, Conflict Mitigation and Peace Building in Kyrgyzstan - Programme funded by the European Union's Instrument for Stability, *Perceptions of Peace and Stability in South Kyrgyzstan*, November 2012

USAID, ACTED, *Socio-Economic Mapping of Tensions and Conflict in Southern Kyrgyzstan*, Research Report, February – April 2011.

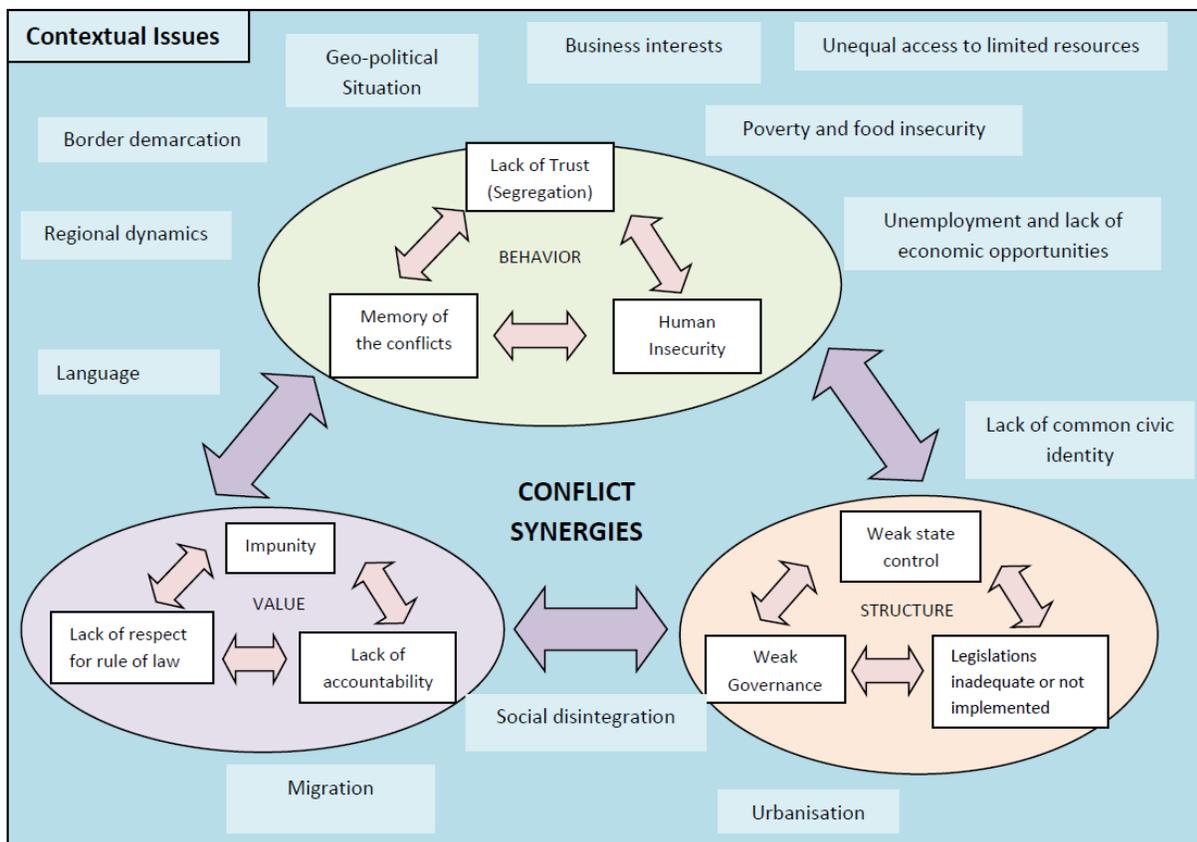
<sup>16</sup> WFP, in partnership with the National Statistics Committee, analysed household food consumption and expenditure data for the period of 2010 to 2012. The results of the analysis showed increase in the proportion of food expenditure out of total household expenditure during the period.

<sup>17</sup> World Food Programme: Monthly Price and Food Security Update, Kyrgyz Republic, May 2013, <http://www.wfp.org/content/kyrgyz-republic-monthly-price-and-food-security-update-2013> (accessed 1 July 2013).

<sup>18</sup> See EurasiaNet.org (2013), “Kyrgyzstan & Uzbekistan: Border Quarrel Poses Political Test for Karimov” <http://www.eurasianet.org/node/66438> (accessed 1 February 2013).

Figure 1 below summarizes the above analysis. It does not contain an exhaustive list of peacebuilding challenges but portrays inter-linkages between the key factors that should be considered when creating the foundation for peace, and some of the contextual issues that exist in the Kyrgyz Republic.

Figure 1: Conflict Synergies<sup>19</sup>



<sup>19</sup> Based on the model found in Fisher, Simon et al. (2000) *Working with Conflict: Skills and strategies for action*. London: Zed Books.

Based on the above summary of the analysis and the detailed reflection on peacebuilding challenges and opportunities in the PBNPA, the following challenges and opportunities were summarized and presented in the meeting of the Joint Steering Committee on 14 June 2013. For the purposes of the table below, peacebuilding challenges were reformulated to reflect the positive action that is required to address a particular challenge (e.g. 'lack of accountability' was reformulated as 'promote accountability' to recognize advances made and the need to provide additional support). The peacebuilding opportunities in the right-hand column reflect a related opportunity that further explains how the challenge can be met or what conditions, factors, policies and strategic frameworks can help tackle the challenge.

The priority outcomes developed for the Peacebuilding Priority Plan (PPP) of the Kyrgyz Republic (see section II. C) were designed as a comprehensive response to key peacebuilding challenges and opportunities identified, also considering what the UN and national counterparts can realistically achieve together in the given time frame to promote peacebuilding in a catalytic manner.

<b>Peacebuilding Challenges</b>	<b>Peacebuilding Opportunities</b>
Strengthen capacity of state institutions to implement policies and deliver services	Initiatives that support the state to: - reduce inequalities, unequal access to services - promote equal and inclusive management and distribution of economic and natural resources
Support state institutions to engage more in preventing and resolving conflict (in partnership with civil society)	Existing peace initiatives and capacity of civil society to partner with state institutions
Reduce violence against children and youth in schools, communities and families	Promote youth and children's participation, strengthen civic identity and rule of law
Promote accountability and respect for the rule of law and human rights	Judicial, security and law-enforcement reforms
Improve checks & balance mechanisms to promote accountability of state institutions	Governance reforms
Reduce level of impunity and ensure that principles of fair trial are upheld	Judicial, security and law-enforcement reforms
Promote civic identity	Measures outlined in the Concept on National Unity and Inter-Ethnic Relations
Exercise religious freedom while countering religious extremism	Promote civic education through implementation of the concept
Using the power of media to promote unity, not divisions	Measures outlined in the Concept on National Unity and Inter-Ethnic Relations
Promote linguistic and cultural diversity as a source for enrichment of the society	Multilingual education as described in the National Sustainable Development Strategy
Build trust between ethnic groups and reduce segregation	- Establishment of the State Agency on Local Self-Government Affairs and Inter-Ethnic Relations - Joint activities involving people from diverse backgrounds to bridge divisions
Improve trust of citizens in state institutions	Improve rule of law, delivery of services, participation of citizens etc.
Lack of closure over past conflicts Lack of reconciliation	Dialogue for a shared future (learning from the past), justice for the past, ensuring that events will not repeat
Meet international human rights standards and commitments	Support Kyrgyz Republic in meeting key international human rights treaties and six optional protocols to these treaties
Reduce human insecurity among all people Reduce involvement of vulnerable groups in protests and criminal activities	- Strengthen capacity of State institutions to better manage shocks (e.g. increase in food prices) - Increase equal access to economic opportunities - Use interventions that reduce human insecurity as a vehicle to improve inter-community relations
Increase women's equal participation in decision-making bodies and highlighting the important role of women in peacebuilding, as well as the protection of women and girls from violence	Implement adopted National Action Plan on UN Security Council Resolution 1325 on Women, Peace and Security
Promote participation and representation of ethnic minorities, and their better access to employment in state structures, particularly in law enforcement	CERD: "take urgent measures to increase the participation of minorities in political and public affairs"
Integrate youth in social activities and decision-making bodies to better assert their rights	Implement measures of the state youth policy; implement recommendations from the National Sustainable Development Strategy
Address discriminatory practices and human rights violations	CERD and UPR

Sustainable reintegration of those who returned from displacement in the conflict-affected areas	Implementation of the Secretary General Decision No 2011/20 on Durable solutions: Ending displacement in the aftermath of conflict, 04 October 2011
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**b) Road map for peacebuilding - Strategies, policies and initiatives:**

Priority outcomes under this Peacebuilding Priority Plan have been designed to advance the implementation of strategies, policies and initiatives in areas that are critical for peacebuilding in the context of the Kyrgyz Republic where there is no existing peace agreement or other specific peacebuilding framework. Funds will be directed to initiate important peacebuilding processes that aim to achieve catalytic changes in strengthening respect, protection and fulfillment of human rights, upholding the rule of law, promoting inter-ethnic relations; promoting and implementing multilingual policy and civic education, among other things. Those changes are expected to strengthen the environment conducive to stability and peace.

1) **The National Sustainable Development Strategy (2013-2017)** is the Kyrgyz Republic's five-year plan to make strong advances towards achieving a number of development goals. The strategic vision is 'of a strong and independent country that is part of the developed countries, a place that is comfortable for living, a place where the rights, freedoms and security are ensured, a multilingual and friendly domestic environment governed by the rule of law, a country with high level of education, healthy natural environment, public stability, international image of state with stable background, robust economic growth and high attractiveness for investors.'<sup>20</sup> The strategy identifies the rule of law as a key factor for stability. It therefore envisions measures such as combating corruption, establishing a robust system of public administration, reforming the judiciary and law-enforcement bodies. It also puts a strong focus on the unity of the nation as a prerequisite for preserving statehood and successful development, aiming at promoting inter-ethnic accord, forming a civic nation (e.g. through civic education and awareness) and ensuring that media play a peace-promoting and not dividing role.

2) **The Concept of National Unity and Inter-Ethnic Relations** was approved on 18 March 2013 by the Defense Council after almost three years of consultations, overcoming numerous obstacles that have delayed the finalization and approval of this critical policy that is aiming at improving national unity and inter-ethnic relations, promoting a common civic identity, and developing multilingual education to increase knowledge of Kyrgyz, the State language, among all citizens of the country while at the same time fostering language diversity by ensuring that citizens can preserve and study their native languages without facing language-based discrimination.

3) **The United Nations Development Assistance Framework (UNDAF) 2012-2016** has a strong focus on addressing peacebuilding needs. 'Peace and stability towards sustainable development' represents the cornerstone for the UNDAF; under this overarching goal, three inter-related areas of cooperation have emerged: (Pillar 1) Peace and Cohesion, Effective Democratic Governance, and Human Rights; (Pillar 2) Social Inclusion and Equity; and (Pillar 3) Inclusive and Sustainable Job-Rich Growth for Poverty Reduction, all taking cross cutting issues such as gender equality and human rights into account throughout.

4) The **National Action Plan on UN Security Council Resolution 1325** on Women, Peace and Security which was adopted in February 2013, and the fact that the Kyrgyz Republic has been selected as a pilot country to implement the **UN Seven-Point Action Plan** are good opportunities to promote women's equal participation in decision-making bodies and to highlight the important role of women in peacebuilding, conflict prevention and resolution, as well as the protection of women and girls from violence. Both correspond with the National Gender Equality Strategy (2012-2020) and subsequent Action Plan. The Seven-Point Action Plan is also a good avenue for close collaboration and cooperation between women's human rights organizations, crisis centers, police and other security and judiciary bodies.

5) In November 2012 the Kyrgyz Republic has been selected as one of three pilot countries to implement the **UN Secretary General's Decision (No 2011/20) on durable solutions: ending displacement in the aftermath of conflict** for displaced persons, refugees and returnees. This presents an important opportunity to achieve full and sustainable reintegration of those affected by conflict and displacement in June 2010 and to ensure their equal access to rights. The effective realization of sustainable reintegration of displaced population is a crucial factor contribution to lasting peace, social inclusion and stability.

<sup>20</sup> Government of the Kyrgyz Republic (2013) 'National Sustainable Development Strategy', p. 7.

6) The **Kyrgyz Republic has committed itself to respect, protect and fulfill human rights** as a member of the United Nations and as a State Party to seven key international human rights treaties (CERD, ICCPR, ICESCR, CEDAW, CRC, CAT and CMW)<sup>21</sup> and six optional protocols to these treaties. Recommendations formulated by the UN treaty bodies along with the recommendations of Special Procedures of the UN Human Rights Council (of which Kyrgyzstan is a member in 2012-13), recommendations from the Universal Periodic Review<sup>22</sup>, and recommendations in the reports of the High Commissioner for Human Rights<sup>23</sup> constitute a comprehensive human rights framework that the Kyrgyz Republic has committed itself to apply in order to foster peacebuilding, and therefore effective and systematic follow up to the outstanding recommendations must be ensured, including through a special state entity tasked to monitor and analyze the progress in implementing these recommendations.

## B. Mapping of relevant Peacebuilding interventions and funding gaps

**Table 1 – Donors’ and Funding Gaps Mapping**

<b>Table 1: Donor and Funding Gaps Mapping</b>					
PBF Outcome Area	Key Donor	Key Projects/Activities	Duration of projects/activities	Budget in \$	Description of the area facing a gap and how funds will be used for covering the gap
Rule of Law <sup>24</sup> (including human rights) and Democratic governance  (mainly related to PPP outcome 1)	1) <i>United States Agency for International Development (USAID)</i>	1) <i>Judicial Strengthening, Legal Defense Community Program,</i>	1) 2011-2016	1) 6.6 Million	- Larger financing by other donors in the area of rule of law, human rights (EU, USAID etc.) and democratic governance but mainly focused on ongoing reforms (judiciary reform), not new ones.  – Lack of funding exists in areas that involve a great level of risk (e.g. law enforcement reform, other new government reforms, justice for the past, participation of minorities etc.). This will be the area PRF interventions will focus on to fill existing gaps  - UN agencies have contributed significantly to interventions for the protection of human rights and democratic governance/ rule of law but have difficulties to secure funding to meet
	2) <i>Federal Ministry for Economic Cooperation and Development (BMZ)</i>	2) <i>Promoting Rule of Law in Central Asia</i>	2) 2012-2014	2) no amount available	
	3) <i>European Union (EU)</i>	3) <i>Oversight Mechanisms and Judiciary Reform, Civil Society and Media</i>	3) <i>Indicated under sector development assistance under consideration for 2013-2017</i>	3) 17 Million to be confirmed	
	4) <i>United Nations in the Kyrgyz Republic</i> <sup>25</sup>	4) <i>Protection of human rights, rule of law, civic engagement, provision of services (UNDAF outcomes 2 and 3 under pillar I)</i>	4) 2013-2016	4) 13,121,275 pledged	
	5) <i>Government of the Swiss Confederation</i>	5) <i>Capacity Building in Public</i>	5) 2008-2013 (extended to the end of 2014)	5) Overall budget: 7,500,000	

<sup>21</sup> Committee on the Elimination of Racial Discrimination (CERD), International Covenant on Civil and Political Rights (ICCPR), International Convention on Economic, Social and Cultural Rights (ICESCR), Convention to Eliminate All Forms of Discrimination Against Women (CEDAW), Convention on the Rights of the Child (CRC), Convention against Torture (CAT), International Convention on the Protection of the Rights of All Migrant Workers (CMW).

<sup>22</sup> The Kyrgyz Republic was reviewed during the 1st UPR cycle in 2010, and out of 168 recommendations addressed to it, it accepted 152.

<sup>23</sup> A/HRC/17/41, 1 April 2011, Human Rights Council; Report of the UN High Commissioner for Human Rights on technical assistance and cooperation on human rights for Kyrgyzstan. A/HRC/20/12, 15 March 2012; Human Rights Council; Report of the UN High Commissioner for Human Rights on technical assistance and cooperation on human rights for Kyrgyzstan.

<sup>24</sup> The information is based on the background paper that was prepared by the Sectorial Working Group on Judicial Sector/Judicial Reform for the High Level Conference with Donors that will take place in Bishkek in July 2013.

<sup>25</sup> Based on information provided in the UNDAF annual report 2012.

	<p>6) Government of the Swiss Confederation (through SDC – Swiss Development Cooperation, Ministry of Foreign Affairs)</p> <p>7) World Bank</p> <p>8) European Union</p> <p>9) USAID</p>	<p><i>Finance Management Reform</i></p> <p>6) Strengthening Voice and Accountability: Citizens' participation and oversight of budget processes</p> <p>7) Transparency and Accountability</p> <p>8) Support to the Education and Social Sector</p> <p>9) Parliamentary Strengthening and Human Rights</p>	<p>6) 2011-2015 (phase I)</p> <p>7) 2010-2014</p> <p>8) 2013-2015</p> <p>9) 2010-2015</p>	<p>Swiss contribution: 570,000</p> <p>6) 6,133,020</p> <p>7) 1,043,000</p> <p>8) 25,092,200 (Budget support)</p> <p>9) 8,623,529</p>	<p>UNDAF pledges for 2013-2016. According to the UNDAF annual report 2012 the funding gap in this area is USD 12,078,927. The PRF would contribute to cover those interventions related to human rights, democratic governance and rule of law that are difficult to cover from other donors (see explanations above)</p>
<p>National reconciliation (mainly related to PPP outcomes 2 and 3)</p>	<p>1) USAID</p> <p>2) United Nations in the Kyrgyz Republic<sup>26</sup></p>	<p>1) Conflict Mitigation through Targeted Analysis and Community Action, peace through prosperity, media for peacebuilding, youth</p> <p>2) National infrastructure for peace at local, regional and national levels (UNDAF outcomes 1 under pillar I)</p>	<p>1) 2011-2015</p> <p>2) 2013-2016</p>	<p>1) 7,374,174</p> <p>2) 21,391,928 pledged</p>	<p>- The funding allocated for the capacity building of LSG bodies in peacebuilding is limited. No significant support has yet been committed to support the newly established State Agency for Local Self-Governance and Inter-ethnic Relations that will play a key role in implementing the recently approved Concept for National Unity and Inter-ethnic Relations</p> <p>- The Concept for National Unity and Inter-ethnic Relations also envisages promoting multilingual and multicultural education and enforcing the positive role of media. No significant funding has been allocated for the implementation of this critical concept</p> <p>- Only 18 % of funds pledged for</p>

<sup>26</sup> Based on information provided in the UNDAF annual report 2012.

					<i>peacebuilding in the UNDAF have been confirmed.</i>
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## II. OBJECTIVES AND PROPOSED PEACEBUILDING INTERVENTIONS

### A. Priority Plan Purpose

The main purpose of the Peacebuilding Priority Plan (PPP) is to provide strategic direction to peacebuilding efforts in the country by addressing key challenges notably in the areas of capacity of state and non-state institutions to promote rule of law and access to justice that underpin political and social instability and limit the development of a common civic identity and attainment of sustainable peace, and hinder longer-term development of the country.

This Priority Plan addresses PBF Outcome Areas: 2) Rule of Law; 5) National reconciliation; 6) Democratic governance.

### B. Target groups

The main target groups for the priority outcomes are state institutions (duty-bearers), citizens and other individuals under the jurisdiction of the Kyrgyz Republic (rights-holders). Duty-bearers include: key state institutions that must uphold the rule of law, ensure equal access to justice and protect human rights; state bodies at all levels that contribute to bridging divides and facilitate implementation of community peacebuilding initiatives at the local level in an accountable fashion; state institutions at all levels responsible for advancing common civic identity, multilingual education and respect for diversity and minority rights. Rights-holders include, among others, children and youth, women, conflict- and displacement affected persons, poor and vulnerable, and persons belonging to minority groups, civil society and public oversight bodies. For any peacebuilding efforts to take hold and lead to catalytic effects, initiatives need to be focused at strengthening capacities of duty-bearers to respect, protect and fulfill human rights and empowering rights-holders to demand their rights and use their legal entitlements, both at national and local levels. In order to achieve sustainable results, it will be crucial to ensure coordination and partnership between the national and local levels and for recognition of their responsibilities and obligations towards each other through the provision of rights and services, but also to demand these as part of their rights.

The capacity of institutions to adopt and effectively implement policies, laws and programmes at the national level is directly linked to the ability of local institutions to address peacebuilding challenges in a transparent and participatory manner with accountability and implement context-appropriate initiatives to reduce tensions, ensure reintegration of communities affected by conflict and build. This will be achieved by simultaneously working with people, in particular with the most vulnerable and marginalized, to empower them to demand the following entitlements: better access to justice, accountability from the authorities, inclusion, protection of human rights, and contribute to engagement of local self-government bodies in peacebuilding and the promotion of civic identity, multilingual and multicultural education.

### C. Theory of change and expected PBF specific outcomes

**Peacebuilding Fund Priority Area 1:** Activities designed to respond to imminent threats to the peace process, support for the implementation of peace agreements and political dialogue, in particular in relation to strengthening of national institutions and processes set up under those agreements.

The following outcomes contribute to this area:

**Priority Outcome 1: Critical laws, policies, reforms and recommendations of human rights mechanisms, including UPR<sup>27</sup>, are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfill human rights.**

In the Peacebuilding Needs and Priorities Assessment (PBNPA), the peacebuilding challenges include a lack of access to justice (including in relation to past conflicts), weak protection and promotion of human rights, insufficient participation and representation of minorities, unequal application of the law, a lack of accountability, impunity, and lack of trust in state institutions at all levels. In the context of the

<sup>27</sup> While the Human Rights-Based Approach (HRBA) and the implementation of recommendations of human rights mechanisms, including UPR, present a cross-cutting issue that is critical for all outcomes in the Peacebuilding Priority Plan, a particular emphasis on the implementation of recommendations made by human rights mechanisms is made under outcome 1.

Kyrgyz Republic, it is essential to raise capacities of national and local state bodies and civil society to ensure equal access to justice and rights, in accordance with human rights standards, uphold the rule of law, and empower the civil society to demand from duty-bearers to respect, protect and fulfill human rights.

The findings of the PBNPA also highlighted the sense of human insecurity among parts of the population. Such a sense of insecurity is related to the high prevalence of violence (particularly against women, and children and youth in families and schools), criminal practices and weak governance, often affecting civil service, resulting in unequal access to quality public services, leaving room for discriminatory practices and in turn causing grievances. Interventions are therefore envisaged to prepare the way for long-term changes in terms of equal access to justice, protection and promotion of human rights, addressing impunity, effective participation and representation of minorities and women (including in public service), addressing inequalities and exclusion, including equal access to economic opportunities, natural resources and service provisions.

Projects to be developed to achieve this outcome will therefore not only promote equality before the law and non-discrimination, but will also empower people – irrespective of gender, ethnic, religion and other categorizations – to demand their rights but will also aim to foster dialogue on how issues related to justice for past conflicts can be addressed in order to foster a shared future in which for example a repetition of the events in June 2010 can be prevented.

At the same time rights-holders will be empowered to articulate and demand what needs to change and actively advocate for it. Interventions will aim at giving youth and women,<sup>28</sup> as well as other marginalized groups such as minorities, a central role in decision-making forums and in equally leading peacebuilding activities. They will participate in dialogues with representatives of state institutions to discuss options to bring about these changes. The approach of an inclusive dialogue is also aiming at building trust between state institutions and citizens.

Changes envisaged under this outcome will be catalytic to help unlocking a situation that is characterized by a lack of progress in implementing critical laws, policies, reforms and recommendations of human rights mechanisms, including the UPR. This will be achieved by removing key obstacles to upholding the rule of law, improving access to justice and protecting human rights. Such obstacles will be addressed by enhancing capacities of respective key state institutions to advance or initiate critical legislative and policy reforms in close consultation with rights-holders.

Sustainable reintegration of communities affected by conflict will ensure their equal access to rights and help reducing the prevailing sense of marginalization. This will contribute in realizing an atmosphere of safety and social cohesion and support active participation of conflict affected communities in developing lasting peace and a prosperous country.

Bringing about needed changes in the area of rule of law, justice and human rights have often failed because of lack of implementation of laws, policies and reforms. Interventions contributing to achieving this priority outcome will therefore also aim at enhancing the implementation capacity of state institutions. Rights-holders, especially the most vulnerable and marginalized, and civil society will be empowered to participate in the implementation process as constructive partners, for example through participation, monitoring implementation, and holding institutions accountable to deliver results for rights-holders. In doing so, it is envisaged to promote a common sense of ownership to tackle difficult issues that so far have not been sufficiently addressed through other interventions and are considered by some development partners as ‘too difficult’ to address because of the level of uncertainty involved.

In order to address the above-stated concerns, by September 2016 UN agencies will work with government partners and non-governmental organizations to support lawmakers to adopt or amend at least 10 laws and policies to bring them in line with international human right standards and recommendations of the UN Human Rights Mechanisms. Incorporating the recommendations from the Committee on the Elimination of Racial Discrimination, at least two of these laws and policies will have a direct impact on women’s rights. Prioritization of laws to be adopted or amended will focus on those that will have concrete peacebuilding results and will have an impact at the local level. UN agencies will also provide support to ensure that respective by-laws are also amended in accordance with changes introduced through the laws and policies that will be changed.

The adoption and amendment of laws will be done both at the national and local levels. For all outcomes in the Peacebuilding Priority Plan, UN agencies in consultation with Government through the

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<sup>28</sup> This will be in line with the National Action Plan on UN Security Council Resolution 1325 and the UN Seven-Point Action Plan on Women’s Participation in Peacebuilding.

JSC co-chair have agreed to prioritize 12 districts, in which 36 locations (which are sub-district administrative divisions, including *aiyl okmotus*<sup>29</sup>, urban-type settlements, towns, and areas of cities). These places have been targeted due to a history of violent conflict, have been affected by violent conflict or are susceptible to conflict in the conflict context in the country. As part of Outcome 1, UN agencies will implement local-level activities in at least six locations outside of Bishkek within the 12 districts identified.

**Peacebuilding Fund Priority Area 2:** Activities undertaken to build and/or strengthen national capacities to promote coexistence and peaceful resolution of conflict and to carry out peacebuilding activities.

The following outcomes contribute to this area:

**Priority Outcome 2: Local self-government bodies, in partnership with related state institutions, and civil society<sup>30</sup>, have the capacity to bridge divisions and reduce local tensions.**

The PBNPA confirmed that lack of trust prevails among some communities (not only along ethnic lines). Often communities face divisions and polarizing groups express their fear and mistrust of 'the other'. In addition, the local authorities do not always enjoy the trust of people, and the local authorities and people sometimes express their mistrust of national authorities. Various degrees and dimensions of mistrust can cause breakdown of communication, misunderstanding and can cause, exacerbate and escalate conflict.

The memory of past violent conflicts is significantly affecting people, especially but not exclusively in the South of the Kyrgyz Republic. Past justice issues have not been adequately addressed and there was no widely accepted and recognized reconciliation process, lacking the sense of closure over past conflicts, in particular for those having been directly affected by conflict, violence and displacement. In addition to the above peacebuilding challenges, localized tensions mount over access to water and land. Existing natural resources attract business interests of multi-national companies and foreign/internal investors and their status and issues, such as Kumtor, can also ignite tensions and conflict among the population. Representation of ethnic minorities in state bodies, law-enforcement and judiciary in particular, is low. This and other factors explained in more detail in the PBNPA increase the sense of human insecurity among different groups of population. This has led to social divisions, including an increased segregation of ethnic groups in some parts of the country. Moreover, rights-holders do not consistently report incidents, problems and/or grievances to the duty-bearers and have withdrawn into their own communities and neighborhoods lessening their public engagement and, thus, limiting dialogue and the ability to address grievances.

LSG bodies<sup>31</sup> are best placed to address the above challenges at the local level with support of relevant state institutions and civil society but their capacity to do so is often limited. In 2013 the State Agency on Local Self-governance and Inter-ethnic Relations was established, presenting an opportunity to support LSG bodies to bridge existing divisions and reduce tensions. In addition, a number of other state institutions<sup>32</sup> can equally enable LSG bodies to play a more effective role.

The main change envisaged under this outcome is that LSG bodies, especially in conflict-prone areas, will have a strengthened capacity to lead on inclusive dialogue and community peacebuilding initiatives that contribute to bridging local divisions and tensions. To achieve this, LSG bodies, along with related state institutions and civil society will be supported to jointly deliver tangible peacebuilding results at the local level, not only during the implementation period of this Peacebuilding Priority Plan but beyond. Working with, and supporting civil society and related initiatives (for example, those which include youth, women, religious leaders, private sector / entrepreneurs, water users' associations, peace / advisory committees, youth centres and so on) alongside with LSG bodies so they are empowered to approach the authorities for problem-solving and feedback responses, will be critical in order to foster local partnerships for and ownership of peacebuilding.

LSG bodies will be able to contribute to the implementation of the Concept for National Unity and Inter-ethnic Relations and relevant parts of the National Sustainable Development Strategy; have improved capacities to monitor tensions / inter-community relations and implement measures to prevent violent

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<sup>29</sup> 'Aiyl okmotu' refers to local authorities at the village level.

<sup>30</sup> This does not only mean that the capacity of LSG bodies will be strengthened but also that civil society at the local level has to be supported so that LSG bodies and civil society can work together on peacebuilding more closely and effectively.

<sup>31</sup> LSG bodies in the context of the Kyrgyz Republic refer to '*aiyl okmotu*' or '*aiyl okrugs*' (local authorities at the village level).

<sup>32</sup> This refers to state institutions at the national, provincial and district level that can support and enable LSG bodies to become a critical peacebuilding actor at the local level.

conflict and address criminal activity in partnership with civil society; facilitate dialogue between citizens, local authorities and law enforcement to address local security and peacebuilding challenges; ensure effective representation of national minorities and other vulnerable and marginalized groups, including children, youth and women, in local politics and peacebuilding initiatives; promote social inclusion of vulnerable groups through equal and accessible public service delivery; implement community level activities that help bridging inter-ethnic, religious and other divides (for example through creating joint economic opportunities, including activities that reduce economic vulnerability, e.g. through promoting job creation, income generation, if designed and implemented in a way to serve as a vehicle to foster cooperation between opposing groups and drawing in young people).

LSG bodies will also be enabled to implement local initiatives that contribute to reaching a sense of closure in order to overcome past violent conflicts. This should include wherever possible the issue of 'justice for the past' in ways that are locally appropriate and feasible. Strengthening the role of LSG bodies will not only contribute to foster trust between opposing community groups but also between citizens, in particular women and youth, and state institutions. Involving civil society and citizens, in particular youth, women and minorities, working through LSG bodies in problem-solving measures and conflict resolution will result in greater empowerment and to meet their obligations as participating citizens.

UN agencies will implement activities with LGS bodies in the 36 locations.

**Priority Outcome 3: Policies, pilot initiatives and approaches are developed and implemented that enable the further development of a common civic identity, multilingual education and respect for diversity and minority rights.**

One of the main issues in this area is language, which has become one of the central issues when discussing social integration. According to the Constitution, Kyrgyz is the state language and takes precedence as the main language for the country, whereas Russian, which has an official status is widely spoken and is still the main language for communication in some areas of work and society. At present, the initiative to implement a Kyrgyz language policy is contentious. While strengthening the knowledge of the state language is important, there are concerns that this could go along with an increasing discrimination of minority languages and of non-Kyrgyz speakers in public life.

In this context, the national language policy is an important issue and widely debated. The National Sustainable Development Strategy (2013-17) considers linguistic and cultural diversity as a source for enrichment of the society and a key for sustainable human development. Proficiency in the language or languages spoken by the country's inhabitants help create a unified civic identity while can symbolize an inclusive society by respecting varieties of languages spoken in the Kyrgyz Republic.

The Concept for National Unity and Inter-ethnic Relations aims to develop multilingual education to increase knowledge of Kyrgyz among all citizens of the country while at the same time fostering language diversity by ensuring that citizens can preserve and study their native language without facing language-based discrimination. It is therefore critical to support elements of this Concept under this priority outcome to promote balanced language policy.<sup>33</sup> The Concept proposes the piloting of methodologies and approaches towards developing multilingual education, taking into account the needs of students and the interests of various ethnic communities, to strengthen inclusivity through a shared identity that respects multiculturalism.

In order to address societal divisions indicated in the PBNPA, a common civic identity uniting all citizens of the Kyrgyz Republic, while preserving cultural diversity, needs to be developed further. In this regard the Concept envisages measures towards promoting the unity of the country, inter-ethnic concord and tolerance, for example by implementing an educational policy aimed at forming a new generation of citizens with respect for diversity and able to apply intercultural communication skills. It is planning to achieve this through expanding civic- and human-rights based education in the system of training and developing teachers and managers in the education system.

Since the June 2010 events, and in tandem with the rise of nationalist sentiments, xenophobic rhetoric has been on the rise in the Kyrgyz language press in particular. The critical role of media is therefore equally considered in the Concept. It suggests for example the development of self-regulatory mechanisms and skills of journalists to prevent inflammatory messaging in the mass media, ensuring a

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<sup>33</sup> In the letter of the President of the Kyrgyz Republic to the UN Secretary General, one of the priorities articulated is to 'Ensure stimulating support in implementing the Concept of national unity aimed at strengthening interethnic relations and also in implementing language policy and education.'

conflict-sensitive and balanced coverage of inter-ethnic issues. It also envisages support to minority language media and media initiatives promoting a common civic identity and cultural diversity.

Interventions under the above-stated outcome will support the implementation of elements of the Concept that will result in catalytic changes towards creating a more conducive environment to advance inclusive education and media policies, programmes and approaches that can promote common civic values, multilingual education and the respect for diversity and minority rights beyond the implementation of this Peacebuilding Priority Plan. Promoting multi-cultural education and awareness will in the long-term contribute to address the high prevalence of violence in society, particularly against children and youth in schools and families. An atmosphere in educational settings, the home and society at large, in which violence is viewed as acceptable undermines the creation of a favorable environment for peace. The development of a civic identity is important, and ensuring its inclusivity and promotion of common values is essential to its success. Under this outcome, it is expected that 30 schools and 5 preschools in eight districts (all or most of which will be located in the prioritized 12 districts) will have implemented multilingual education curriculum.

In addition, the role of media will be promoted to increase awareness and sensitivity regarding respect for diversity, rights of minorities and social accountability. Media initiatives will be particularly targeted at giving a voice to women and minorities, giving them an opportunity to actively participate in peacebuilding and decision-making processes. In addition to featuring their voices, such initiatives will also ensure that minorities and women will play a substantial role in production of media outputs. This will be done by fostering cooperation of different ethnic groups in production. At least 12 media initiatives will be conducted in the prioritized districts.

State institutions and civil society will be able to use best practices generated through the interventions, for example to up-scale multilingual and multicultural education approaches piloted for formal and informal education. Measures are also expected to enable more effective participation and representation of minorities in public life.

### **C. Project Ideas**

The project ideas listed below are taken from the PBNPA and reflect a sample of views of stakeholders interviewed, not those of UN agencies. The ideas therefore exemplify the results of consultations that took place towards identifying priority outcomes. The actual design of projects that will contribute to achieving the priority outcomes under this Peacebuilding Priority Plan will depend on consultations between UN agencies, their respective national counterparts, and partners.

#### Outcome 1:

- i. Increase representation of women, minorities and youth in governance, including the judiciary, law enforcement, border service, and military (possibly also through affirmative action);
- ii. Introduce a definition of 'discrimination' into the legislation, and penalties for discrimination and incitement to hatred;
- iii. Establish internal supervision and oversight mechanisms within the governance structure including law enforcement bodies, prosecutors and judiciary and other public officials;
- iv. Build capacity of state officials in peace-sensitive governance and minority rights, and strengthen interaction among state institutions to tackling problems and issues affecting peace in the country in a coherent and coordinated manner

#### Outcome 2:

- i. Improve equal access to public services, with mandatory inclusive public participation;
- ii. Increase capacity of key local actors including LSG staff in land and natural resource management (to prevent violent conflict); promote interaction (dialogue) between local authorities, population and businesses; and engage local population including both men and women, in decision making processes;
- iii. Support sustainable income-generating activities based on inter-ethnic dialogue and community cooperation;
- iv. Create conflict dialogue / conflict resolution mechanisms to deal with disputes.

#### Outcome 3:

- i. Use new mass media technologies for examining public opinion and promoting principals of respect for human rights, multiculturalism, tolerance and social cohesion;
- ii. Support consistent reform of education sector: This could include a review of history and other textbooks, so they reflect ethnic diversity of the country and the contributions of each ethnic group, as well as the development of models of multilingual and multicultural education which

- entails the use of minority languages at all educational levels in addition to the learning and actual use of state and official languages;
- iii. Promote 'culture of lawfulness and justice,' increase legal and human rights education among youth and general public through civic education. It is important to raise awareness and promote ethnic minority rights in particular and safeguard minority rights (educational, linguistic, participatory and media);
  - iv. Support independent investigative journalism and conflict-sensitive broadcasting; provide conditions for functioning media in minority languages and for the public broadcaster to promote ethnic diversity and common civic identity through programming.
  - v. Give a voice to women and minorities by enhancing their role in the production of media outputs, thereby strengthening their active participate in peacebuilding and decision making processes.

### **III. Priority Plan Implementation**

#### **A. Implementation approach**

An underlying principle for the development of this Priority Plan was to work with partners at various levels. The UN's comparative advantage is that it can engage with partners on both bottom-up and top-down approaches to peacebuilding. When identifying peacebuilding priorities this dual approach was considered in identifying strategic gaps or complement ongoing efforts of others.

One strategy that will be applied will be to strengthen the role of state bodies at the national and local levels. Some bodies, such as the State Agency for Local Self-Government and Inter-ethnic Relations, require assistance to carry out their mandates in line with achieving the objectives outlined in the National Sustainable Development Strategy. At the same time, LSG bodies need support to strengthen their ability to respond to tensions and become key actors in local peacebuilding efforts.

This dual strategy enables the UN to work with both duty-bearers and rights-holders and strengthening the mutual responsibility towards each other, of which the UN has experience. Duty-bearers, often characterized as state bodies and institutions, are those that have obligations to uphold rights and services to the rights-holders and should work to strengthen rights-holders capabilities to make claims to demand their rights. In this sense, duty-bearers, at both the national and local levels, should uphold rights and provide services in a non-discriminatory manner and operate in a way that claims by rights-holders and heard and addressed. Rights-holders – individuals or groups that have valid claims to be respected by, for example, state bodies or institutions at all levels – should be able to make claims and make duty-bearers accountable for meeting their obligations under local and international law.<sup>34</sup> In the context of the Kyrgyz Republic, rights-holders often do not know their rights or do not feel that they can effectively claim them from the duty-bearers. At the same time, they need to be aware of their obligations as law-abiding citizens. The strategy centered on the dual approach enables interaction between rights-holders and duty bearers, encouraging responsibilities and accountabilities on both side, as well as encouraging interaction among rights-holders.

Another strategy is the human rights based approach that UN is committed to. The human rights based approach is a conceptual framework that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. It seeks to analyze inequalities which lie at the heart of peacebuilding problems and redress discriminatory practice and unjust distribution of power that impede peacebuilding. Under a human rights based approach, all projects should be anchored in a system of rights and corresponding obligations established by international law.

Projects proposed under this plan will be implemented in select locations nationwide, focusing on areas that experience societal divisions and tensions and/ or have been affected by violent conflict in the recent past, or its contributors, but also communities that can serve as examples as to how to prevent strive despite tensions and divisions. There will be no prioritization of particular geographical locations but criteria will be set for project selection reflecting the focus on peacebuilding where needs are greatest.

#### **B. Catalytic effect and sustainability**

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<sup>34</sup> Definition adopted from United Nations Population Fund material, [http://www.unfpa.org/derechos/preguntas\\_eng.htm#faq4](http://www.unfpa.org/derechos/preguntas_eng.htm#faq4) (accessed 27 June 2013).

The priority outcomes seek to tackle systemic issues that underlie many of the peacebuilding challenges identified in the country. These are intentionally long-term initiatives that seek to advance dialogue and develop capacities that will be able to mitigate conflict and tensions while strengthening the mutual accountability and responsibility between duty-bearers and rights-holders.

Furthermore, specific focus has been given to launching initiatives that seek to foster a change in behavior, structure and value (see Figure 1). Activities will therefore focus on upholding the rule of law, improving access to justice and the protection of human rights. This is not just about conducting structural changes that will facilitate change beyond the implementation of this priority plan, but creating an environment where the laws and access to justice are upheld and actively demanded by both duty-bearers and rights-holders.

Other initiatives look to expand the capacity of local self-government bodies to be able to address local tensions and conflict. This means instilling non-discrimination and civic values that ensure that heads of LSG bodies are able to play a strong role in mitigating tensions, but also have effective support from other state bodies that facilitate their duties. It also means building up trust in these institutions among rights-holders so that they can turn to state bodies for assistance and feel that they will receive support. Local initiatives will also aim at unblocking issues that are currently preventing transitional justice and sustainable development for the future.

Efforts to support multilingual education will only be the beginning of creating common platforms for dialogue, social inclusion and enshrine the rights of minority languages within the country. The activities conducted through this plan will see rewards over the longer term.

Many of these initiatives contain risk factors in that they may not reach their full potential or that they may fail due to a number of limiting factors. Political and social tensions are still high in the country, but there are many opportunities to strengthen peacebuilding. The theory of change examines windows of opportunities that can be targeted under the priority outcomes and lead to project successes.

There are many linkages to the work of other development partners in the country and many complementary activities. In this context, there is a high degree of confidence that additional funding to support ongoing efforts and to initiate new projects from this plan will be pledged. The Joint Steering Committee will therefore continue to engage with other development partners in order to magnify peacebuilding outcomes through cooperation and coordination.

### **C. Budget**

Based on existing funding trends and gaps the Joint Steering Committee has (based on estimates) decided to request a total amount of USD 18 million under this Peacebuilding Priority Plan.

The requested amount is envisaged to be used as follows:

The funding requested for interventions that will contribute to Priority Outcome 1 has been estimated at USD 5,450,000 (USD 2,180,000 per year during the 30 months long implementation of projects) to fund key interventions that can enhance the capacity of the relevant state institutions and civil society to jointly improve access to justice, rule of law and respect for human rights.

Outcome 2 would require slightly more funding (USD 6,350,000 in total; USD 2,540,000 per year), because interventions are expected to cover interventions in conflict-prone areas across the country to produce tangible peacebuilding results at the local level.

Outcome 3 is considered as critically important in order to enable the further development of a common civic identity, multilingual education and respect for diversity and minority rights. It has been estimated that USD 5,450,000 (USD 2,180,000 per year) will be needed to fund relevant interventions.

The cost for the work of the Secretariat is estimated at USD 750,000. Once the Peacebuilding Priority Plan has been approved for funding by the UN Peacebuilding Fund and projects have been selected and initiated, the Joint Steering Committee Secretariat will continue its work to support the following functions: Monitoring and evaluation<sup>35</sup>, reporting, providing oversight to projects, promoting partnerships with other development partners to magnify peacebuilding outcomes, build capacities of national counterparts and UN staff to ensure that the PPP will be achieved during the project implementation phase.

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<sup>35</sup> M&E cost to measure results at the outcome level are included in the Secretariat's budget.

## **IV. Priority Plan Management**

### **A. Management and Coordination Arrangements**

Following the revolution and inter-ethnic violence in Kyrgyzstan in April and June 2010 UN agencies in cooperation with the Government of Kyrgyzstan implemented projects funded under the Immediate Response Facility (IRF) of the Peacebuilding Fund (PBF). These projects, in value of USD10 million implemented under the IRF window have made positive contributions to prevent a relapse into violent conflict. These projects have all been completed in 2012.

In November 2012 the Secretary-General positively reviewed a request from His Excellency Almazbek Atambaev, the President of the Kyrgyz Republic, and approved additional support by the PBF under its Peacebuilding and Recovery Facility (PRF) to address remaining long-term peacebuilding needs in the country. The President, whose request for continued PBF support was echoed by the UN community, identified the need to further strengthen peace building efforts towards full and sustainable post crisis restoration. The following peacebuilding priorities were identified by the President<sup>36</sup>:

- i. Actions, related to ensuring the rule of law, respect to human rights and expansion of participation of the citizens and non-governmental organizations in undergoing reforms, at the same time capacity building of the state institutions and mechanisms of partnership;
- ii. Strengthening the national system and capacity for development and implementation of preventive measures in the sphere of peacebuilding, also based on the close cooperation and development of mechanisms of dialogue and mediation, between the state/its institutes and civil society, with wide participation of women and youth;
- iii. Formation of sustainable and solid interethnic concord with participation of the national minorities;
- iv. Ensure stimulating support in implementing the Concept of national unity aimed at strengthening interethnic relations and also in implementing language policy and education.

In order to inform the drafting of this Peacebuilding Priority Plan, the UN system in close coordination with the Office of the President of the Kyrgyz Republic and the UN Peacebuilding Fund in New York, and with support of the PeaceNexus Foundation, has carried out a Peacebuilding Needs and Priorities Assessment (PBNPA). The purpose of this assessment was the identification of peacebuilding challenges and opportunities on which basis priorities for the PPP were discussed and agreed in the Peacebuilding Fund Joint Steering Committee in line with the broad priorities identified in the President's letter.

On 29 March 2013 President Almazbek Atambaev signed an Order to establish the Joint Steering Committee (JSC) to oversee the development of the Peacebuilding Priority Plan and transparent selection of projects.<sup>37</sup> The Order named 28 people to participate in the JSC. They represent senior members of the President's Office, government representatives, deputy ministers, members of national commissions and state agencies, non-governmental organizations and representatives of UN agencies. Other development partners, members of the donor community and civil society have been invited to obtain broader opinion and views as part of this process.

The JSC met on 25 April to discuss the terms of reference of the JSC, which were approved. A three-person Secretariat was also approved to support the activities of the JSC. The Secretariat members represent the UN and the Department for Ethnic and Religious Policy, and Interaction with Civil Society under the Office of the President of the Kyrgyz Republic, which was tasked in the Order to oversee the development and implementation of the PPP from the Office of the President.

On 7 June, members of the Secretariat held an informal meeting with some JSC members to discuss and learn about peacebuilding in the context of the Kyrgyz Republic. Many participants at that meeting requested another informal meeting to discuss the results and views expressed in the PBNPA which was organized for 13 June 2013. The following day a formal meeting of the JSC was held to give the presentation and approve the PBNPA, and to discuss the draft priority outcomes to be included in this PPP.

On 18 June a stakeholder workshop was conducted that discussed and confirmed the priority outcomes presented in this priority plan. The participants divided up into working groups to discuss the proposed priorities and provide their feedback, which was incorporated in the preparation for the PPP.

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<sup>36</sup> The 4 points listed reflect the exact wording used in the letter of the President of the Kyrgyz Republic to the UN Secretary General (dates 26<sup>th</sup> of September 2012).

<sup>37</sup> President of the Kyrgyz Republic (2013), Order of the President of the Kyrgyz Republic, No. 42 (29 March 2013).

On 24 June the JSC met again to review the final priorities and related theory of change and unanimously approved the priorities. Following a final review by JSC members, this priority plan was approved and signed by the co-chairs of the JSC.

The members of the Secretariat of the JSC will work with their UN, Government and civil society counterparts to ensure that project will be selected in a transparent manner and implemented in a coherent and timely fashion. The Secretariat will also lead the process and review of monitoring and evaluation activities, which will give updates on project activities and will allow for discussions to take place with all implementing partners and related stakeholders to ensure that all efforts are in place towards achieving the priority outcomes.

During the implementation of the Peacebuildign Priority Plan, the PBF Steering Committee, with support of its Secretariat, will use the model of PBF Joint Steering Committees in other countries. The PBF Joint Steering Committee (JSC) will be co-chaired by the Head of the Office of the President of the Kyrgyz Republic and the UN Resident Coordinator to steer implementation. Voting members will include JSC representatives from the Government, the UN system and NGOs; representatives from the development partners will participate as observers.

The Secretariat will serve to support co-chairs of the JSC and as an interface between the strategic decision-making level bodies through convening consultations and coordination between relevant stakeholders, donors, state institutions and UN agencies in the country. These will ensure effective implementation of projects and that Joint Steering Committee members are well informed about projects progress and potential obstacles to be addressed jointly.

## B. Risks Analysis and Assumptions

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy
<b><u>Stakeholder engagement</u></b>			
Political and social disruption	Medium	High	Joint Steering Committee constantly works with UN, government partners and civil society to sustain ownership of the process and jointly manage external risks  Continuous dialogue with state bodies and civil society to discuss the projects and their engagement in achieving the aims  Continuous high-level advocacy by the UN and the Joint Steering Committee to ensure that the Government remains committed to implementing relevant measures of the strategy that also relate to this plan  Project selection process that also considers existing capacity of Recipient UN Organizations and Implementing Partners
Weakening political will to achieve priority outcomes of the PPP	Medium	High	
Limited implementation of the National Sustainable Development Strategy	Medium	Medium	
Implementation capacity of Recipient UN Organizations and Implementing Partners	Low	High	
<b><u>Access and security</u></b>			
Peacebuilding interventions fuelling tensions instead of promoting peace	Medium	High	Continuous monitoring of changing conflict dynamics and application of Do No Harm methodology to ensure that all projects are conflict sensitive, making adjustments to project design where needed
Outbreak of violent conflict and natural disasters that could cause delays in implementation	Medium	High	Projects managing external risks through drafting of contingency plans

## C. Results Framework and Monitoring and Evaluation Plan

### Priority Plan Results' Framework

Policy statement/ national roadmap for peace building:

The priority plan is based on the following:

- National Sustainable Development Strategy of the Kyrgyz Republic (2013-2017);
- Concept for National Unity and Interethnic Relations in the Kyrgyz Republic (2013);
- United Nations Development Assistance Framework in the Kyrgyz Republic (2012-2016);
- Peacebuilding Needs and Priorities Assessment (2013);
- Recommendations Kyrgyzstan received from the Universal Periodic Review (2010) and other human rights mechanisms, including the treaty bodies and Special Procedures;
- And other relevant documents and conventions pertaining to the Kyrgyz Republic.

**Purpose of Priority Plan/ PBF support:** The main purpose of the Priority Plan is to provide strategic objectives that address key challenges in the capacity of state institutions and citizens to address shortfalls in the rule of law and access to justice that underpin political and social instability and limits the development of a common civic identity that ensures longer-term peacebuilding gains throughout the country.

**Theory of change statement:** Details are specified in section II C.

Priority Plan outcomes	PBF specific outcomes	Indicators <sup>38</sup> (Details regarding baselines and targets with timeframes are included in the M&E plan (Annex 1))	Project ideas	Indicative Budget (In USD)	Assumptions
1) Laws, policies, reforms and recommendations of human rights mechanisms, including UPR <sup>39</sup> , are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfill human rights.	2) Rule of Law 5) National reconciliation	1) 10 laws and policies adopted and amended, of which at least two will have a direct impact on women's rights <sup>40</sup> 2) 10 of recommendations of the UPR review and other human rights mechanisms implemented 3) % of people who believe in fair and equal application of law 4) # of complaints/cases filed in at least six locations (of the prioritized 36 locations) outside of Bishkek City.	Project partners to be identified during design of projects.  Project ideas as specified under section II C.  Projects to be implemented in at least six locations (of the prioritized 36 locations) outside of Bishkek City.	<b>5,450,000</b>	Implemented human rights recommendations will strengthen the rule of law and access to justice and enjoyment of human rights.
2) Local self-government bodies, in partnership with related state institutions and civil society, have the capacity to bridge divisions and reduce	6) Democratic governance 5) National reconciliation	1) Number of complaints (relating to security issues) received by local authorities, acted upon and feedback given 2) # of coherent peacebuilding initiatives that have mitigated	Project partners to be identified during design of projects.  Project ideas as specified	<b>6,350,000</b>	Strengthening capacity at the local self-governance level in partnership with related state institutions and civil society will

<sup>38</sup> Indicators (where appropriate) will as far as possible try to disaggregate data by age, gender, urban/rural and criteria relevant to peacebuilding. Additionally data will be collected (where possible) to compare project and non-project areas, trying to identify if an exposure to the interventions under the PPP has led to results that are better compared to non-project areas.

<sup>39</sup> While the Human Rights-Based Approach (HRBA) and the implementation of recommendations of human rights mechanisms, including UPR, present a cross-cutting issue that is critical for all outcomes in the Peacebuilding Priority Plan, a particular emphasis on the implementation of recommendations made by human rights mechanisms is made under outcome 1.

<sup>40</sup> This refers to those laws that have to be amended or adopted in accordance to international human rights standards and implemented to uphold the rule of law, improve access to justice and respect/protect/fulfil human rights. While this indicator is not aiming at measuring the status of implementation of such laws, the reporting on outcome achievements will also include updates on implementation progress to demonstrate how catalytic interventions have helped to support and advance implementation.

local tensions.		tensions and bridged divisions at the local level (documented through cases studies/ success stories)  3) % of people who think that LSG bodies deliver services in an equitable way 4) % of people who trust in the ability of LSG bodies to address local conflicts and tensions	under section II C.  Projects to be implemented in 36 communities in 12 districts		mitigate tensions and encourage local citizens to address their grievances to public officials
3) Policies, pilot initiatives and approaches are developed and implemented that enable the further development of a common civic identity, multilingual education and respect for diversity and minority rights.	2) Rule of Law; 5) National reconciliation	1) # of communication outputs promoting civic values such as diversity and minority rights in different languages 2) 30 of schools and non-formal educational institutions and 5 preschools applying multilingual and civic education curricula 3) % of minorities who feel confident to speak their own language in public 4) # of media outputs available in minority languages	Project partners to be identified during design of projects.  Project ideas as specified under section II C.  Activities to be implemented in eight districts (of which all or almost all will be in the prioritized 12 districts).	<b>5,450,000</b>	Activities will create an environment where common civic values become a common platform for national identity, through which multilingual education and respect for diversity and minority rights will become essential features of this identity.
<b>Secretariat cost</b> (4.17% of overall funds requested) M&E, coordination, capacity building of JSC members etc.				<b>750,000</b>	
<b>Total amount of funding requested under Priority Plan</b>				<b>18,000,000</b>	

The Results Framework will be used to monitor and evaluate the priority plan outcomes through regular feedback, learning and adaptation processes with the Steering Committee over the course of PRF implementation and will be fine-tuned if necessary after the final portfolio of projects is determined.

The PPP M&E Plan (Annex 1) will serve as an effective tool to report results at outcome level and to identify required data collection activities for informed decision-making and tracking of progress at the Steering Committee. A concise M&E Plan will be developed to measure achievements at inter-related levels – priority plan outcomes and project outputs – and to build a stronger and clearer linkage among those results at inter-related levels.

Additional and/or proxy indicators will be identified when necessary. In order to create programme synergy and better inter-agency collaboration, outcome working groups will be established comprising technical experts from UN agencies and implementing partners to promote coordination, feedback and reflection and lessons learned that can be shared with the Steering Committee.

The JSC will conduct a strategic joint review on an annual basis. Furthermore, joint monitoring trips will be organized on a regular basis with Steering Committee and Secretariat members, UN agencies, civil society and other stakeholders. The Secretariat and the Resident Coordinator's Office are responsible for quality assurance of the semi-annual, annual and end of project narrative reports submitted by UN agencies with a strong focus on results.

The mandatory, independent Final Evaluation will be carried out using multiple sources of information and a mix of quantitative and qualitative data to be verified with triangulation.

While utilizing the existing data available from official statistics of the National Statistical Committee and line ministries as well as surveys and researches recently conducted by the UN and other partners, baseline and end-line surveys will be carried out to provide solid and reliable evidence on the

attribution of catalytic impact that the PRF intervention will have brought to projects, using mixed research methodologies. Efforts will be made to ensure a good flow of data collected at outcome and output levels between the Steering Committee, the Secretariat and UN agencies through a joint review as well as a sound knowledge management system.

Geographic locations of target areas at the outcome and output levels will be identified to avoid duplication and to facilitate feedback and decision-making of the Steering Committee with available tools, such as geographic information system (GIS). In addition to M&E cost covered in the Secretariat budget, implementing UN agencies will budget M&E costs in their projects to measure results at project level.