

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

<p>Project Title: “Cross-border Cooperation for Sustainable Peace and Development (Kyrgyzstan)”</p>	<p>Recipient UN Organization(s) in Kyrgyzstan: WFP Kyrgyzstan, FAO Kyrgyzstan, UNICEF Kyrgyzstan, UNDP Kyrgyzstan, UN Women Multi-Country Office for Central Asia in Almaty, Kazakhstan (covering interventions in Kyrgyzstan and Tajikistan) Strategic partners: UNRCCA, OHCHR Regional Office for Central Asia, UN Women Country Office in Kyrgyzstan</p>
<p>Project Contact in Kyrgyzstan: Mirlan Mamyrov, Project Manager, PBF Secretariat Address: 160 Chui Ave., Bishkek, Kyrgyz Republic Telephone: +996 (312) 61 12 13 (ext.232) E-mail: mirlan.mamyrov@one.un.org</p>	<p>Implementing Partner(s) in Kyrgyzstan: Office of the Vice Prime Minister, Ministry of Foreign Affairs and Office of the President (Co-chair of the PBF Joint Steering Committee) Project Location: Pilot village clusters with high cross-border tensions in Batken province of Kyrgyzstan and Sughd province of Tajikistan (see more details in table under section II.):</p>

<p>Project Description: <i>One sentence describing the project's scope and focus.</i> The project aims to increase cooperation and trust between communities in pilot Tajik-Kyrgyz village clusters towards mitigating immediate risks of renewed cross-border violence.</p>	<p>Total Project Cost: USD 5,859,972.00 Peacebuilding Fund: USD 3,000,000 (UN in Tajikistan: USD 1,600,000; UN in Kyrgyzstan: USD 1,400,000¹: <ul style="list-style-type: none"> • WFP Kyrgyzstan: \$ 300,000 • FAO Kyrgyzstan: \$ 100,000 • UNDP Kyrgyzstan: \$ 725,000 • UNICEF Kyrgyzstan: 275,000 SDC: USD 2,023,410 Government Contribution: - Other: USD 836,561.93 (UNDP Bureau for Policy and Programme Support – funds allocated for cross-border interventions in Kyrgyzstan and Tajikistan) Proposed Project Start Date: 1 June 2015 Proposed Project End Date: 30 November 2016 Total duration (in months)²: 18</p>
<p>Gender Marker Score³: <u>2</u> <i>Score 2 for projects that have gender equality as a significant objective</i></p>	
<p>Project Outcome: Outcome 1: Cooperation and trust between communities increased towards mitigating risks of renewed violence PBF Focus Areas⁴ which best summarizes the focus of the project (select one): Promote coexistence and peaceful resolution of conflicts (Priority Area 2); 2.3 Conflict prevention/management</p>	

¹ UN Women MCO in Almaty will manage and oversee interventions in both countries from Khujand (Tajikistan), hence related cost such as staffing will incur in Tajikistan. Funds for programmatic activities will be used equally on both sides of the border. Since UN Women MCO in Almaty will be responsible for cross-border work in both countries, it is proposed to allocate the entire amount of USD 200,000 to this office under the PBF IRF submission of Tajikistan instead of splitting the amount into 2 separate allocations for both countries. The amount of USD 200,000 is therefore mentioned under UN Women in the IRF cover sheet for Tajikistan even though programmatic activities will equally benefit Kyrgyzstan.

² The maximum duration of an IRF project is 18 months.

³ PBSO monitors the inclusion of gender equality and women's empowerment all PBF projects, in line with SC Resolutions 1325, 1888, 1889, 1960 and 2122, and as mandated by the Secretary-General in his Seven-Point Action Plan on Gender Responsive Peacebuilding.

⁴ PBF Focus Areas are:

1: Support the implementation of peace agreements and political dialogue (Priority Area 1):

(1.1) SSR; (1.2) RoL; (1.3) DDR; (1.4) Political Dialogue; 2: Promote coexistence and peaceful resolution of conflicts (Priority Area 2): (2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management;

3: Revitalise the economy and generate immediate peace dividends (Priority Area 3); (3.1) Employment; (3.2) Equitable access to social services 4) (Re)-establish essential administrative services (Priority Area 4)

(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including JSC/ PBF Secretariats)

IRF PROJECT DOCUMENT

(for Peacebuilding Fund (PBF) Immediate Response Facility (IRF)-funded interventions implemented in Kyrgyzstan)

Note: While this cross-border cooperation project will be jointly implemented by UN organizations in Kyrgyzstan and Tajikistan, RUNOs in each country will engage with their respective national counterparts to achieve common project objectives. Signing this IRF project document sheet below therefore confirms the commitment between RUNOs in Kyrgyzstan and their national counterparts to implement respective activities in cross-border areas of Kyrgyzstan and does not represent a bilateral agreement between Kyrgyzstan and Tajikistan.

<p>Recipient UN Organization(s)³ Name of Representative: Alexander Avanesov</p> <p>Signature: </p> <p>Name of Agency: United Nations Development Programme</p> <p>Date & Seal: </p>	<p>Representative of National Authorities Name of Government Counterpart: Iskandarov Kurbanbai Alibaevich</p> <p>Signature: </p> <p>Title: Special Representative of Government of the Kyrgyz Republic on Border Issues</p> <p>Date & Seal:</p>
<p>Recipient UN Organization(s) Name of Representative: Yukie Mokuo</p> <p>Signature: </p> <p>Name of Agency: United Nations Children's Fund (UNICEF)</p> <p>Date & Seal: </p>	<p>Recipient UN Organization(s) Name of Representative: Dorjee Kinlay</p> <p>Signature: </p> <p>Name of Agency: Food and Agriculture Organization (FAO)</p> <p>Date & Seal: </p>
<p>Recipient UN Organization(s) Name of Representative: Rām Saravanamuttu</p> <p>Signature: </p> <p>Name of Agency: UN World Food Programme (WFP)</p> <p>Date & Seal: </p>	<p>Resident Coordinator in the Kyrgyz Republic (RC) Name of Representative: Alexander Avanesov</p> <p>Signature: </p> <p>Resident Coordinator's Office (RCO) in the Kyrgyz Republic</p> <p>Date & Seal: </p>
<p>Peacebuilding Support Office (PBSO) Name of Representative: </p> <p>Signature: </p> <p>Peacebuilding Support Office, NY</p> <p>Date & Seal: 4 DEC 2015</p>	

³ Please include signature block for each RUNO receiving funds under this IRF.

ПРОЕКТНЫЙ ДОКУМЕНТ IRF/СЭР

(Для деятельности, финансируемой ФМС / СЭР, реализуемой в Кыргызстане)

Примечание: в то время как этот проект по приграничному сотрудничеству будет совместно реализовываться агентствами ООН в Кыргызстане и Таджикистане, ПА ООН в каждой стране будут взаимодействовать с соответствующими национальными партнерами для достижения общих целей проекта. Подписание проектного документа на странице, представленной ниже, подтверждает приверженность ПА ООН в Кыргызстане и их национальных партнеров в реализации соответствующих мероприятий в приграничных районах Кыргызстана и не представляет собой двустороннее соглашение между Кыргызстаном и Таджикистаном.

Организация - получатель ООН (и)⁵
 ФИО Представителя: Александр Аванесов

Подпись

Название агентства: ПРООН

Дата и печать:

Представитель национальных органов управления
 ФИО Партнера Правительства: Искандаров Курбанбай Алибаевич

Подпись

Должность: Специальный представитель Правительства Кыргызской Республики по приграничным вопросам
 Дата и печать:

Организация - получатель ООН (и)
 ФИО представителя: Юки Мотуо

Подпись

Название агентства: ЮНИСЕФ
 Дата и печать:

Организация(и) - получатель(и) ООН
 ФИО представителя: Дорджи Кинлэй

Подпись

Название агентства: ФАО
 Дата и печать:

Организация - получатель ООН (и)
 ФИО представителя: Рим Сарванамутту

Подпись

Название агентства: ВПП ООН
 Дата и печать:

Постоянный Представитель ООН в Кыргызской Республике
 ФИО: Александр Аванесов

Подпись

Офис: Постоянного Представителя ООН в Кыргызской Республике
 Дата и печать:

Управление по поддержке миростроительства (УПМС/РБСО)

Подпись

Управление по поддержке миростроительства, г. Нью-Йорк
 Дата и печать: 4 DEC 2015

⁵ Пожалуйста, включите блок для подписи для каждого ПА (RUNO), которые получают средства в соответствии с настоящим СЭР/IRF.

Annex B: Project Results Framework

I. Peacebuilding Context and Rationale for PBF support

a) Peacebuilding context

Relations between Kyrgyzstan and Tajikistan have traditionally been characterized by a large number of unresolved border-related issues that threaten to undermine the countries' security and developmental gains. The situation in the Kyrgyz-Tajik border region has remained tense throughout the countries' post-communist transition. Recently, there have been signs that cross-border tensions are on the rise. The January 2014 shoot-out on the border between Kyrgyzstan and Tajikistan that involved security forces from both countries, as well as a string of December 2013 border-related incidents, exposed the fragility of the situation along the border.

These developments confirmed the findings of a cross-border conflict assessment carried out by UNDP during the second half of 2013. The assessment suggests that the scale and intensity of recent incidents, as well as the speed with which mobilization happens, are significantly higher than was the case in prior conflict incidents in the border region. The results of the assessment point to the increased risk of violent cross-border conflict and highlight the need to intensify the UN's efforts in Kyrgyzstan and Tajikistan to promote cross-border cooperation. Such cooperation can contribute significantly to efforts to prevent renewed violence and further escalation of the conflict, and deal with the underlying causes of tensions.

One of the underlying conflict factors is the lack of progress with delimitation and demarcation of the Kyrgyz-Tajik border. Of the 1000 kilometers dividing the two countries, just over half – 520

kilometers— has officially been agreed upon, according to the Kyrgyz government. Government representatives have been trying to define frontiers. However, no substantive progress has been made on these matters in the last ten years. The sides continue to argue about which criteria should be applied in addressing delimitation issues, what maps should be used for identifying countries' geographic boundaries, and how particularly thorny issues of territorial enclaves should be addressed.

Another source of tension is access to and ownership of existing infrastructure and construction plans for new infrastructure. Roads, water canals, and electricity lines were constructed during the Soviet period with little regard to internal borders. Now, after these former Soviet republican borders became international borders, the status of many existing infrastructure objects remains disputed. Further complication is created by countries' plans to build new infrastructure in disputed areas. The January 2014 incident was triggered by Kyrgyzstan's attempts to build a new road in an area that Kyrgyzstan insists belongs to their territory. The Tajik side's effort to block these attempts reflected a fear that new roads would entrap the communities inside the Tajik enclaves, make these communities fully dependent on the Kyrgyz side, and lead to reinforcement of Kyrgyzstan's border defenses.

Generally such infrastructure projects in disputed territories are intended to reduce dependency on the neighboring country in terms of access to roads, water, energy and other essential services. As a consequence, cross-border linkages and regular interaction between communities risk being lost and segregation may increase further. Additionally, such infrastructure projects that aim at increasing the level of self-reliance on one side of the border are often viewed with suspicion on the other side that fears negative consequences for themselves and perceive it as a hostile move in relation to territorial claims. As a result, tensions between communities at the local level and between the two states might increase further.

Competition over natural resources is yet another factor explaining the fragility of the cross-border situation. Arable land, pastures, and water are all limited resources in the area, which has experienced demographic pressures due to significant population growth on the Tajik side of the border. Poor management of these resources and legal uncertainty over the rights to them accelerates the process of environmental degradation and increases instances of disasters, such as landslides. Other factors such as climate change and high poverty levels, particularly in border regions, place additional pressure on local communities.

Incidents between local communities take place against the backdrop of deep social problems. The economic situation in the border region is also very challenging. After the collapse of the Soviet Union, Sughd and Batken regions have remained economically depressed areas with high rates of unemployment and poverty. The economy of border districts is dominated by the agrarian sector, which employs a large proportion of the labor force and is the main source of subsistence for a large part of the local population. Labor migration also provides important income for local households. Agriculture remains the main economic activity, but its growth potential is constrained by land and water shortages. Local cross-border trade is subject to many obstacles created by various administrative restrictions, heavy security presence, and unpredictable border closures. There are few employment opportunities for the local population, especially for young people. High youth unemployment in the area has led to a rise in antisocial behavior, including petty crime, fights and drinking. The lack of livelihood opportunities in the area has also led to a very high out-migration of young people, particularly from the Kyrgyz side.

WFP's periodic household food security monitoring since 2011 estimated that around 13% of the population or approximately 247,000 people have experienced food insecurity at some point in Batken province. This is nearly two-times higher than the national average of the same period (7%). Food insecurity is essentially chronic, with poverty as the basic cause of poor food consumption. In 2013, the National Statistics Committee estimated that 54% of the population of Batken was living under the poverty line; the same figure is 63% if remittances were excluded. This indicates that the food security of remittance-dependent households is vulnerable to any economic downturn in the host country, mainly the Russian Federation. Furthermore, food security is highly vulnerable to recurrent

food inflation, while the province is also exposed to a high risk of seasonal floods and mudflows, which aggravates seasonal food consumption.

The politicization of ethnic differences also contributes to the escalation of tensions in the cross-border area. Communities more readily associate themselves with their ethnic group and consider other ethnic groups "adversaries". Generational changes increase distances between people. As people born after 1985 enter adulthood and become socially and politically active the Soviet overarching identity and internationalist values associated with it seem increasingly distant. Narratives of the "enemy across the border" are taking hold. Youth that have less direct experience of the other side and a more limited language repertoire (due to the lack of knowledge of other group's language and weak Russian language skills) are especially prone to developing antagonistic perceptions and engaging in violent actions. All generational strata express solidarity with and support for law enforcement and military personnel that are increasingly perceived as defenders of "national sovereignty". A sense of patriotism is resurging.

Militarization and securitization of the area constitutes a significant problem on its own. A number of security structures are involved in the area on both sides: border guards, military, special security forces, law enforcement agencies. A large number of community grievances are associated with the activity of these actors, especially border guards. The latter are blamed for the arbitrary establishment of border posts, unexplained detentions and document checks, and interfering with economic activity/agricultural practices that should be the responsibility of the local authorities or specialized agencies, e.g. pasture committees. Together with a lack of clarity about the responsibilities of different state security actors and the unpredictability of law enforcement patterns, these actions lead to the widespread perception among local community members that they are harassed by security structures.

The existing structural barriers to women's participation in peace and security building processes, such as the weak representation of women in local decision making, an insufficient and unequal access to natural and economic resources, strengthening of gender discriminatory relations within the society and family, transition from secular norms into the patriarchal traditions, an increasing rate of gender-based violence, and a poorly developed community infrastructure, which leads to the increasing feminization of poverty, create barriers to women's participation in all spheres of the public life and activities.

There is a need to support building mutual trust among communities affected by conflicts across the border, taking into account specific gender-related needs and perspectives and focusing on those that promote good neighborly relations, and fair and open communication among communities at the border.

While all the above-mentioned conflict factors have been operating in the cross-border area for a long time, there is evidence that the impact of some of these factors has become much more prominent recently. For example, the heavy presence of border guards and security forces in the area is a recent phenomenon.

While finding bilateral agreements on border delimitation and demarcation issues is expected to take time and the UN will have limited influence on this process and its outcome, preventing renewed violence and promoting stability at the very local level is believed to create a more conducive environment for bilateral negotiations to succeed. Without appropriate trust-building and peacebuilding measures at the local level the risk of renewed violence and further escalation at the local level is imminent and is associated with the risk of involving security forces from both sides, thereby increasing the risk of gradually moving from violent inter-community conflicts towards a violent dispute between both countries.

b) Mapping of existing peacebuilding activities and gaps:

Insufficient response to increasing cross-border tensions: Cross-border areas between Tajikistan and Kyrgyzstan have received a considerable amount of attention from government and international donors during the last two decades. The level of this attention, however, has been diminishing over time. The escalation of tensions during the last 18 months has left government actors and the donor community not very well prepared. Governments responded by creating/revitalizing the work of inter-governmental commissions dealing with issues such as border delimitation, trade, and water cooperation. Some progress has been reported on removing the most immediate obstacles to cross-border interactions, but it remains to be seen whether government commissions generate any progress in addressing a number of underlying structural causes of conflict related to border delimitation, land, and natural resources disputes.

PBF IRF project and how it will address critical gaps and will complement other cross-border cooperation interventions: Only a few donor-supported projects aimed at peacebuilding are currently operational in the area. In October 2014, UNDP Tajikistan and Kyrgyzstan started the project “Cross-border Cooperation for Sustainable Peace and Development” through seed funding from UNDP’s Bureau for Policy and Programme Support (BPPS). The project focuses on conflict analysis and monitoring in most conflict-prone cross-border communities. It also supports (based on recommendations and entry points identified as a result of analysis) communal level dialogue and small-scale community initiatives identified through this dialogue. The project is limited in scope (compared to overall needs) and is meant to kick-start activities in response to recent cross-border tensions. Four out of ten cross-border village clusters identified were selected because experts considered these clusters to be at the highest risk of conflict escalation. Project funds available for small community-level trust-building measures are insufficient in order to mitigate the immediate risks of renewed violence.

The offices of the Swiss Development Cooperation (SDC) in Kyrgyzstan and Tajikistan have expressed interest to support UNDP as part of the larger cross-border cooperation programme with about Swiss Francs (CHF) 2 Million to UNDP (roughly CHF 1 Million for each country). Swiss funding will be used to build on the results of the BPPS- and PBF- funded interventions in order to ensure sustainability, implementation of more long-term interventions until 2017 and expansion of activities to two additional cross-border village clusters.

Interventions that are proposed under this IRF project to increase cooperation and trust between communities in the four pilot Tajik-Kyrgyz village clusters will therefore fill a critical gap in order to ensure an immediate response in conjunction with UNDP BPPS-funded interventions. The IRF project will benefit from the fact that the BPPS-funded project already made important start-up arrangements in 2014 and 2015 in order to be able to commence conflict monitoring, dialogue and identification of trust-building measures in consultation with communities in June 2015. The below table summarizes how the IRF project fills critical gaps and how the UNDP BPPS- and Swiss-funded UNDP interventions complement it in the framework of a larger cross-border cooperation programme.

Cross-border Projects	2014	2015	2016	2017
UNDP BPPS Amount: \$ 836,561.93⁶ Implementing UN agencies: UNDP Kyrgyzstan and Tajikistan (for detailed project documents see	Kick-off of cross-border cooperation programme	Conflict monitoring and dialogue funded to complement PBF IRF- and SDC-funded		

⁶ The amount of USD 836,561.93 includes funds allocated under project outputs 1-3 relating to cross-border cooperation (inclusive of respective staffing and bank charges) of two separate project documents for Kyrgyzstan and Tajikistan.

Annexes 2 & 3)		interventions		
UN PBF (IRF) Amount: \$ 3,000,000.00 Implementing UN agencies: WFP Kyrgyzstan: \$ 300,000 WFP Tajikistan: \$ 300,000 FAO Kyrgyzstan: \$ 100,000 FAO Tajikistan: \$ 100,000 UNDP Kyrgyzstan: \$ 725,000 UNDP Tajikistan: \$ 725,000 UNICEF Kyrgyzstan: 275,000 UNICEF Tajikistan: \$ 275,000 UN Women MCO \$ 200,000		Implementation of PBF IRF outputs in 4 clusters	Implementation of PBF IRF outputs in 4 clusters	
Swiss Development Cooperation (SDC) Amount: \$ 2,023,410⁷ Implementing UN agencies: UNDP Kyrgyzstan: \$ 1,011,705 UNDP Tajikistan: \$ 1,011,705		Follow-up/ continuation of BPPS and PBF IRF interventions; more long-term interventions; and work in additional 2 village clusters	Follow-up/ continuation of BPPS and PBF IRF interventions; more long-term interventions; and work in additional 2 village clusters	Follow-up/ continuation of BPPS and PBF IRF interventions; more long-term interventions; and work in additional 2 village clusters
Total amount: \$ 5,859,972.00				

Section II ‘Objectives of PBF support and proposed implementation’ describes how the interventions proposed under the IRF project relate to those of the UNDP BPPS- and Swiss- funded projects. Across interventions funded by BPPS, PBF and potentially SDC, the UN will facilitate coordination with other actors working on similar interventions in order to ensure synergies and avoid programmatic overlaps. The work of other actors have been mapped as summarized in the table listing the cross-border village clusters (see below under section II.)

IRF and PRF projects in Kyrgyzstan: While Kyrgyzstan has ten PRF projects to achieve the Peacebuilding Priority Plan and two IRF projects that will be implemented in 2015 and 2016, their project locations and/ or the scope of interventions does not overlap with the 4 pilot village clusters selected for this IRF cross-border project and the proposed activities. Nevertheless, the UN in Kyrgyzstan, in close collaboration with the PBF Joint Steering Committee and with support of its PBF Secretariat will promote synergies and knowledge sharing between Kyrgyzstan’s ongoing PBF-funded projects and this IRF project.

Other actors working on cross-border issues: Throughout 2013 OSCE provided support for a cross-border information bulletin “Dostuk – Drujba – Dusti”, published in Kyrgyz, Russian and Tajik languages. The information bulletin was intended as a tool to reduce tensions in border areas between the Batken and Sughd provinces by fostering knowledge on cross-border issues and inter-ethnic awareness. The support ceased in 2014 and the bulletin has been discontinued. OSCE also runs a country-wide programme of support for border management, border guards from Tajik-Kyrgyz border areas are a part of this programme.

Table 1 below summarizes ongoing projects and remaining gaps relevant to cross-border cooperation and peacebuilding.

⁷ USD amount equivalent to potential funding of CHF 2,000,000 (oanda.com exchange rate on Dec 28, 2014) – cost sharing agreements with SDC still to be signed with UNDP Kyrgyzstan and Tajikistan.).

Table 1 – Mapping of peacebuilding activities and gaps

Project outcome	Source of funding (Government/ development partner)	Key Projects/ Activities	Duration of projects/activities	Budget in \$	Description of major gaps in the Outcome Area, programmatic or financial
<i>Promote sustainable peace and development in cross-border areas by improving food security among vulnerable households.</i>	<i>WFP Tajikistan Local authorities of targeted areas, INGO, communities</i>	<i>Food/Cash assistance for assets creation</i>	<i>1 year: from February 2013 to January 2014</i>	<i>300,000</i>	<ul style="list-style-type: none"> • Pipeline breaks due to funding constraints; • Local authorities and communities are to be more fully engaged in the project implementation and maintenance.
<i>Cross-border cooperation to address current tensions in areas along the Tajik-Kyrgyz border</i>	<i>UNDP BPPS</i>	<i>Conflict monitoring; Community dialogue; trust-building measures</i>	<i>1 year: from October 2014 to September 2015</i>	<i>836,561.93</i>	<ul style="list-style-type: none"> • Limited funds to implement trust-building measures

c) Rationale for this IRF:

Reducing the immediate risk of renewed violence: As it was outlined in the section on the peacebuilding context, the risks of conflict escalation along the Kyrgyz-Tajik border increased substantially during 2014. Local tensions between local communities and repeated instances of shootings in border areas between border guards and other security forces of the two countries could acquire a protracted nature and even lead to a larger inter-state dispute. To mitigate these risks, the UN in Kyrgyzstan and Tajikistan can play a critical role in trust- and peacebuilding efforts in cross-border areas, thereby reducing the immediate risk of renewed violence and creating a more conducive environment for bilateral negotiations on border delimitation, land, water, and other issues to succeed. Any renewed outbreak of violence, in addition to the suffering of local communities, would make it less likely for ongoing negotiations to move forward, making sustainable peace and development in cross-border areas impossible.

Piloting risk-taking and catalytic interventions with PBF support: Recent efforts by UNDP in Tajikistan and Kyrgyzstan to initiate a cross-border cooperation initiative with financial and expert support of UNDP's Bureau for Programme and Policy Support (BPPS) provide a basis for the UN's further engagement in the area. PBF support will allow piloting interventions that can help re-establish cooperation and linkages between cross-border communities that can be catalytic in improving cross-border relations and foster dialogue to address conflicts without resorting to violence. The design of the project involves a certain level of risk-taking as trust-building measures will largely depend on the consensus of cross-border communities and the fast evolving conflict context. In an area where the unilateral decisions of one community/ country can lead to tensions (e.g. construction of road in disputed territory – see peacebuilding context above) and enforce the segregation of communities, the project approach is built on the conviction that jointly agreed and implemented interventions can re-establish cooperation and cross-border linkages towards reducing tensions and building trust. In order to ensure that peacebuilding interventions are conflict-sensitive, the project is designed to be as flexible as possible, for enabling changes to be made to the interventions and the opportunities to adapt to community needs and the fast changing context.

Kyrgyz-Tajik cross-border IRF project – the first of its kind: This project is the first PBF-funded project that is implemented in two countries to address cross-border tensions. It is expected to provide valuable lessons and experiences that can be applied to other country contexts that may be supported by PBF in the future. The project will therefore place a special emphasis on monitoring and evaluation as well as on knowledge management.

IRF interventions based on updated conflict analysis and consultations with stakeholders: Proposed interventions took lessons learned and experiences summarized in the 2013 cross-border conflict assessment into account. Programmatic components (IRF project outputs 1-4) were designed based on consultations and field missions in 2014 (listed below) that enabled the updating of the conflict assessment and identification of entry points and programmatic approaches by engaging with a variety of stakeholders: Field mission jointly carried out by UNRCCA, UNDP Area-Based Development offices in Khujand and Batken and Peace and Development Advisors from both countries; field mission to cross-border areas in Batken by PBSO M&E Senior Advisor and the representative of the Embassy of Switzerland in Kyrgyzstan; design and planning workshops involving senior managers and staff from various practice areas of UNDP Kyrgyzstan and UNDP Tajikistan; inter-agency workshop in December 2014 (attended by relevant RUNOs and strategic partners mentioned in this proposal) to discuss the theory of change and validate the draft IRF project document.

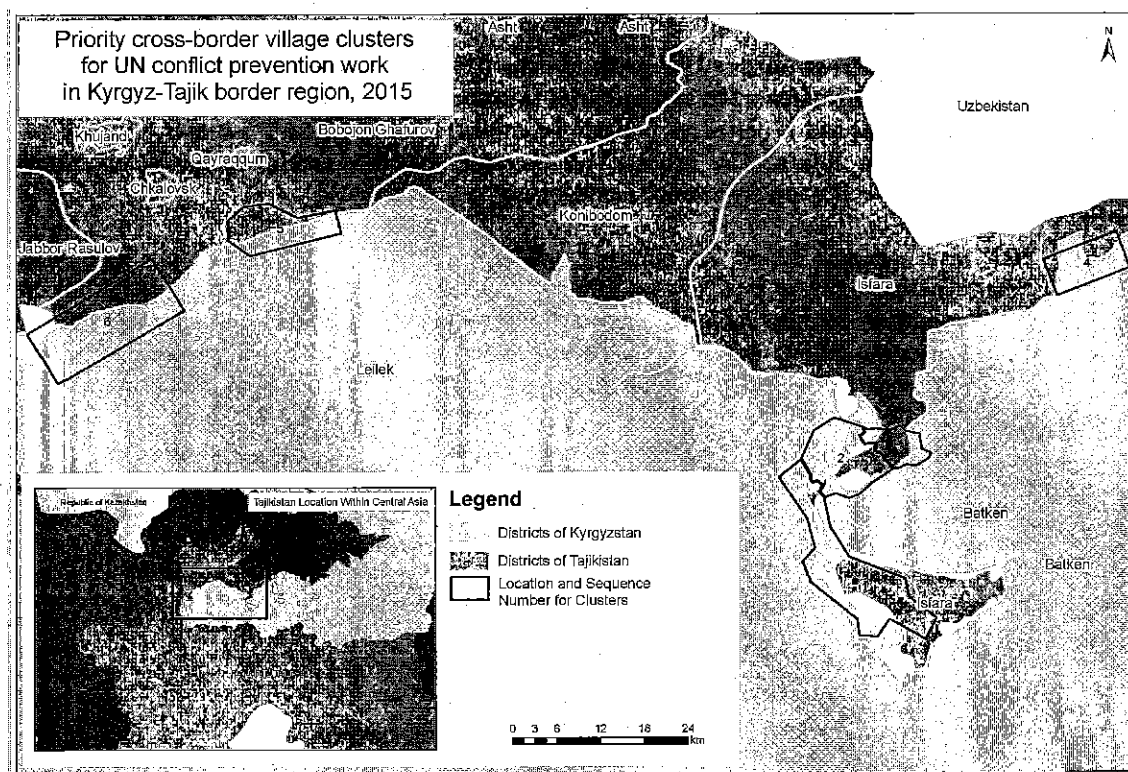
II. Objectives of PBF support and proposed implementation

a) Project outcome, theory of change, activities, targets and sequencing:

Outcome 1: Cooperation and trust between communities increased towards mitigating risks of renewed violence

Theory of Change: If communities in pilot village clusters in Kyrgyzstan and Tajikistan are supported to agree on and implement trust-building measures that address both communities' needs and problems, then cross-border linkages and cooperation will be (re-) established and (re-) built, thereby increasing trust and reducing the risk of renewed violence because authorities and people along the border will work better together with security providers to prevent violence; communities will build ties around the restoration, use and maintenance of community infrastructure and cooperate to better access and manage natural resources; youth will be more tolerant and less likely to engage in violence; and, women will more actively participate in cross-border cooperation initiatives.

Geographical focus of the project: To achieve the above project outcome, this IRF project will focus on a geographically relatively small cross-border area that was identified as the most susceptible to violent conflict (see map below).



The pilot cross-border village clusters constitute only a share of settlements located along the Kyrgyz-Tajik border. The project's focus is explicitly local. The PBF-funded project will only engage at the district, regional and national levels to support problem solving and immediate response at the local level. To comprehensively address the peacebuilding challenges in the four clusters, the project will focus on three key interventions in line with project outputs one - three. To promote the participation of women across these three key interventions, output four was designed as a separate output to ensure that the project promotes gender-sensitive peacebuilding.

The table below lists all six cross-border village clusters where cross-border interventions supported by PBF, SDC and BPPS will be implemented:

No	Cluster	Jamoat, and Rayon in Tajikistan	AyilOkmot and Rayon in Kyrgyzstan	Actor mapping	Key issue areas causing tensions	Supported by	Level of tensions (high)
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							medium (low)
1	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
2	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
3	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
4	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
5	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
6	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
7	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
8	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
9	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High
10	Conflict Monitoring in the Kordofan Region	South Sudan	UNDP BPPS funded	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	Establishing a community-based conflict monitoring mechanism in the Kordofan region, including training of community members and establishment of a reporting system.	UNDP BPPS funded	High

The PBF IRF project outcome and outputs will benefit and build on the UNDP BPPS-funded project that started implementation at the end of 2014 (see below):

Conflict Monitoring: A community-based conflict monitoring mechanism will be established called "Trends for Action" (TRACTION). TRACTION will monitor the situation in the four pilot village clusters, enabling authorities and communities with the support of the UN to respond as early as possible to emerging tensions and conflict risks. Besides monitoring fast moving events, TRACTION will also employ research and scenario building techniques to manage risks that develop over a longer period (and therefore require long-term planning and programming to effectively respond to them). In a situation of rising tensions, it is important to regularly monitor community perceptions on both

sides. Particular efforts will be made to collect information and views on local conflict dynamics and trends from women.

The conflict monitoring methodology is based on an equal number of locally recruited field monitors working in pairs in the contentious locations (one on each side of the border). The monitors, on the one hand, are a part of their communities, but on the other hand they work with their counterparts from the other side and rise above the interests of their own group. UNDP will proactively seek to engage women in the teams of field monitors. Local monitors will reach out to members of communities to build on their local knowledge and contacts. The benefit of a community-based conflict monitoring mechanism is that it reduces bias in the conditions of polarized community interests, creates common space to explore solutions, and provides hands-on analysis to identify issues to be discussed during community dialogue. It will also inform trust-building measures that bring communities together over a common objective (see description of IRF project outputs 1-4 below).

Field monitors will serve as inter-community bridge-builders/ entry points into a conflict situation. They will also work behind the scenes to convey inter-community dialogues/ consultations and accompany the implementation of trust-building measures.

Conflict monitoring will be done in close collaboration with local authorities, civil society and communities. TRACTION reports will consolidate the perspectives/ analysis from both sides of the border and make recommendations for action and next steps. Reports and related recommendations will be drafted by involving local monitors and staff from UNDP's Area-Based Development Offices. Once joint reports are drafted internally, UNDP will discuss and validate these reports with local authorities and civil society, also involving UN partner agencies of this IRF project. More detailed research/ trend analysis can be carried out as identified through regular conflict monitoring.

While the information will be used to inform the cross-border cooperation programming of UNDP and other UN agencies (using analysis to design or adjust programmes to remain relevant and responsive), the main objective will be to use the findings from conflict monitoring to provide reliable and balanced information about local conflict dynamics and trends to local authorities (and where required to regional or national authorities) so that they can better respond to emerging tensions. Engaging authorities in joint platforms that will bring them together with civil society, community leaders and women's groups will strengthen their skills in assessing and responding to local risks of violent conflict. Such platforms will help to secure their buy-in to support the follow-up of recommendations. Building ownership for analytical findings through a participatory process will therefore be critical. Such platforms will also provide a space to decide on practical next steps in terms of reaching out to villages on the other side of the border to discuss/ have a dialogue on measures that could mitigate tensions and enhance cross-border cooperation.

Dialogue and joint problem-solving: Based on the analysis and the recommendations from conflict monitoring (see above), the objective is to facilitate dialogue and negotiations that will allow communities to discuss and seek solutions that reduce the risk of violence in cross-border village clusters. As a result of this dialogue, communities will build trust, find mutually agreeable solutions to interdependent cross-border challenges and will agree on joint interventions (see details below under IRF project outputs 1-4). In situations of very serious cross-border tensions, such dialogue may involve only members of one community on one side of the border at first. During such dialogue platforms, communities may agree on first steps/ measures to de-escalate the situation. As described above, conflict monitors that collaborate with each other on both sides of the border (with the support from UNDP) would act as bridge-builders. They will also ensure that women take an active part in dialogue platforms.

Experience shows that communities in border areas often suggest measures/ projects on one side of the border, thinking that this would increase their security and safety (e.g. independent road access instead of needing to pass through an enclave). In some cases this may work but often such projects

promote segregation and may be perceived as a threat by communities on the other side of the border. The objective of the dialogue and other related interventions described below is to always seek solutions that reduce tensions, build trust and enhance friendly cooperation to promote win-win outcomes.

Reversing the trends of growing ethnic prejudice and intolerance requires, among other things, institutionalizing platforms for inter-communal dialogue. In addition to the inter-community dialogue at the very local level, the programme will identify and support other platforms that seek bilateral solutions to cross-border challenges that, if not addressed, can lead to tensions. Such platforms could include, for example, cross-border working groups. A cross-border working group brings together local and regional authorities, community leaders and border security officers from Batken province of Kyrgyzstan and Sughd province of Tajikistan.

The focus in these activities will not be on providing arbitration but rather on enhancing the capacity and technical expertise of the involved individuals and groups on both sides, enabling them to facilitate community-level dialogue and problem-solving beyond the duration of the programme.

Depending on the specific requirements of each inter-community dialogue/ consultation process, preparation can involve the following: identification of relevant issues to be discussed during dialogue/ community consultations (e.g. possible trust-building measures as proposed in 'TRACTION' reports); identification of relevant stakeholders that will participate (e.g. influential leaders that can ensure that agreements reached are accepted and implemented by communities, women and groups such as minorities and youth, and others to make sure that the process will be inclusive); and, overcoming obstacles that may prevent key groups or individuals from participating in the process.

Trust-building⁸ measures: This component under the UNDP BPPS-funded project will complement outputs 1-3 of the IRF project, for example supporting aspects that are not or not sufficiently covered under these outputs. This programme component aims at promoting linkages and cooperation between cross-border communities through confidence building measures (e.g. creating incentives for peaceful coexistence).

Trust building measures will be identified and agreed upon during cross-border intercommunity dialogue, possibly also using the analysis and recommendations from conflict monitoring (see above). The joint identification, planning and execution of these measures will serve an explicit peacebuilding purpose. They can be implemented in the form of micro capital grants to NGOs, procurement contracts or direct payments that support the implementation of community-driven peacebuilding ideas.

The following represent a collection of the ideas that may be supported under the UNDP BPPS-funded project:

'Business and Conflict': The constituency of business people is important, as they need market access across borders and are the first to resume relations after incidents. Young men and women look up to successful businessmen as their role models and readily listen to them. They can be used as peace ambassadors. It is proposed to engage with them for example through:

- a) **Bazaars:** After tensions escalate, sellers from the other side become unwelcome at the border markets. UNDP will assist with minor infrastructure improvements at the existing markets, e.g. build storage facilities, in exchange for reserved places for the sellers who are citizens of the other state. UNDP will work with police and local markets administration to ensure the safety of goods

⁸ Project documents for the UNDP BPPS-funded projects refer to confidence building (output 3). The terminology of trust-building is in this document used instead as it was found more appropriate.

brought for sale, so that sellers can keep them at bazaar storage facilities and do not have to remove them to go through customs every day. UNDP will work with the local police to promote safety, especially for women selling at the markets.

- b) **Joint Ventures in Services:** It is proposed to assist with setting up joint ventures in services, such as car repairs or tourism, on the basis on shared ownership and hiring workforce and apprentices from each side. Such joint ventures will aim at fostering women's participation from both sides of the border.

Communities will be supported to plan and formulate practical measures to be implemented with the technical and financial support of UNDP. UNDP will support follow-up meetings to discuss implementation of trust-building measures and conduct expert assessments as needed to plan implementation of the same. The joint implementation of measures will be assisted to ensure local mechanisms are in place to monitor the implementation related agreements. UNDP will support existing or set-up new local mechanisms to monitor the implementation of these measures and related agreements during and beyond the project and build the capacity of key stakeholders, local authorities, and local male and female leaders that participate in these mechanisms.

The following interventions and related outputs were designed for this IRF project to complement UNDP BPPS-funded activities:

Output 1: Improved linkages and cooperation between security providers, local authorities and communities to reduce violent incidents

(UNICEF will work on issues relating to children and adolescent under 18 years; UNDP will mainly cover other aspects of this output; WFP will provide 'food for training' as applicable)

Output-level theory of change: If security providers, local authorities and communities are assisted to strengthen information exchange, raise awareness of duty bearers and right holders, and ensure that an effective complaints mechanism is in place, **then** they will improve their linkages and cooperation (and subsequently increase trust among each other) towards reducing violent cross-border incidents.

Fostering stronger engagement between communities, local self-government bodies, and law enforcement (security providers such as border guards and local police) is seen as a critical task for the project because of the underlying theory of change. One important causal mechanism of this theory is based on the following assumption: improved information exchange between local authorities, security providers and communities, increased awareness of duty bearers and rights' holders about rights and responsibilities, and establishment of an effective complaints mechanisms in each country (that can later be linked as far as possible to enhance cross-border cooperation) against rights violations in pilot village clusters will lower the levels of community frustration with emerging border regimes and will subsequently increase trust among actors so that they can more effectively work together towards reducing the number of violent cross-border incidents.

To address the problem of insufficient or distorted information about purposes and modalities of government actions on border-related issues, the project will work both with local authorities and law enforcement agencies. The project will support the establishment and functioning of local dialogue platforms that bring together local authorities, law enforcement representatives and community members in the four pilot cross-border village clusters. The work of these local dialogue platforms will be linked to the work of cross-border commissions (and its Special Representatives) that have already been established by the governments at district and provincial level. Women's participation and contribution to the commissions' work will be encouraged as far as possible. Both local government authorities and law enforcement representatives will also be provided with advice and training on public relations, community dialogue and communication skills.

The joint work of these stakeholders through local dialogue platforms can help to address some of the common grievances and articulate proposals for more participatory and inclusive decision making at the local level and more citizen-friendly rules and procedures for the functioning of security forces in the border area. Such work also can help to establish informal crisis management mechanisms, ensuring that both sides can jointly manage border incidents in a de-escalating manner. Cooperation between communities and security providers is especially critical with regards to dealing with various types of incidents (i.e., stone-throwing or theft of livestock) and preventing these incidents from sparking larger violent conflict.

To improve the awareness of duty bearers and rights' holders on matters of human rights violations that are typical in cross-border areas, the project will implement a number of activities. First, awareness raising seminars on border regime regulations and particularities of law enforcement operations in border areas will be organized and awareness raising materials on these issues will be distributed in local communities. Seminars and preparation of information materials will be conducted in close coordination with border guards and law enforcement units operating in village clusters. Secondly, training and mentoring related to human rights and gender equality issues will be provided to local community activists and representatives of border guards and law enforcement throughout the project.

Finally, an awareness campaign about children's and human rights and about border rules and procedures will be organized in schools situated in village clusters. Especially in areas where people live very close to the border, children may be detained and subjected to verbal and physical abuse. To prevent border-crossing violations, relevant information and knowledge will be disseminated utilising parent-teacher associations (PTA), school parliaments, youth groups, and / or extra-curricular activities to raise the knowledge of children. It is expected that, as a result, children and youth are aware of their rights, in general, and specifically knowledgeable regarding borders, procedures, and consequences of violations. The awareness campaign will be done in a way that does not further fuel stereotypes of 'people on the other side of the border' that present a threat to children but objectively inform about dangers in areas with a high security presence.

Human rights awareness-related activities would only have limited impact if not combined with efforts to establish an effective complaints mechanism against rights violations. Having such a mechanism is critical, both for the empowerment of rights' holders and ensuring accountability of duty bearers. It is currently very common that cases of arbitrary identity checks, establishment of block posts, unlawful detentions of both adults and children cause community uproar but lead to no formal complaints or other legal actions. The project will work with law enforcement representatives and regional Ombudsman offices on both sides of the border to start addressing the issues of establishing effective ways for community members to contest unlawful actions or a neglect of responsibilities by duty bearers.

Output 2: Communities restore cross-border linkages and cooperation by jointly addressing interdependent needs/ challenges associated with community infrastructure and natural resources (FAO, WFP, UNDP)

Output-level theory of change: If community-led small scale infrastructure and natural resource management (NRM) initiatives are jointly identified, implemented and maintained, then cooperation and linkages between communities will be restored or improved towards fostering coexistence and stability at the local level because these initiatives meet common needs and present incentives for peaceful coexistence that help to reverse the trend of increasing segregation and reduce the likelihood of conflicts over natural resources.

Immediate peace dividends through conflict-sensitive community infrastructure development: (UNDP will focus on mobilizing and working with communities and authorities, technical and other inputs; WFP will focus on Food-For-Asset inputs, related preparatory work and follow-up, including liaison with communities and authorities and other inputs as required): This programme component

aims at promoting linkages and cooperation between cross-border communities through joint use of infrastructure wherever possible in order to create incentives for peaceful coexistence along the Kyrgyz-Tajik border.

Decay of inherited infrastructure and public utilities contributes to poverty and underdevelopment, while the states make insufficient efforts to maintain public installations in a working order. At the same time, the lack of employment and economic assets such as roads, irrigation, bridges, and in agriculture further contributes to poverty and tensions among communities.

The main criteria for the identification of conflict-sensitive community infrastructure will be:

- Projects should be joint or complementary ones. Infrastructure should serve the purpose of uniting people and not reward a drive towards segregation and isolation;
- Projects should form a part of a wider engagement with the border communities and local authorities and not form outcomes in their own right. A bridge across a river does not necessarily become a metaphoric bridge to peace, if social attitudes and perceptions do not change.
- Projects serve an explicit conflict prevention purpose, such as, for example, Saferworld's initiative to put road signs at a crossing where car accidents often led to interethnic tensions.
- Projects should be mainly focused on (re-) establishing previous cross-border linkages and cooperation and promotion of good neighborhoods instead of creating 'artificial linkages'. The creation of new linkages will be very carefully reviewed.
- Projects should focus on restoring/ rehabilitating existing community infrastructure and only in exceptional cases aim at building small-scale new infrastructure to reduce risks of conflicts.

Small-scale infrastructure projects will be identified and agreed upon during cross-border inter-community dialogue, possibly also using the analysis and recommendations from conflict monitoring (see details above under summary of UNDP BPPS-funded project). The joint identification, planning, execution of these projects will serve an explicit peacebuilding purpose.

Infrastructure projects will not be conceived as public sector only, but can work on the basis of public-private partnership. Community contributions for building or rehabilitating relevant infrastructure are an important mechanism to ensure local ownership of this infrastructure. To complement community and other contributions the programme may provide materials, 'Food-for-Asset' (FFA) inputs (combined with traditional ways of community contributions), expert support, etc. This programme will not fund capital-intensive community infrastructure projects. However the project will assist communities to seek funding from other sources in case a project promises a good peacebuilding impact but cannot be funded through this programme. Joint management and maintenance of infrastructure by involved cross-border communities will be supported.

Food-for-Asset activities will create, restore and protect community-based infrastructure with participants from vulnerable households. These activities will contribute to peacebuilding in multiple ways. The infrastructure that communities construct or restore (including rehabilitation of irrigation systems – see below) will help ensure more equitable access to natural resources, increase incomes and improve links to markets, thus reducing competition and tensions over natural resources and increasing access to trade opportunities. By physically working together and benefitting equally from asset construction, people from Kyrgyz and Tajiks communities will build bonds and increase mutual trust. By agreeing joint maintenance of shared assets, communities on both sides of the border will continue to cooperate following the withdrawal of the project.

Participants will benefit from temporary employment on these projects that will provide food rations or cash transfers to workers, which will help them to cope with seasonal food insecurity, improve nutrition and meet short-term opportunity costs while building infrastructure that will help to address

longer-term food insecurity and underlying factors of inter-communal conflict. These activities will target more complex and technically challenging work than those generally undertaken through traditional systems of community work, which tend to be short-term and limited in scope.

The infrastructure will be selected through a two-stage process. Ideas identified through the conflict monitoring and dialogue process will be further discussed at roundtables that bring together community members and local authorities. The roundtable will review relevant components of local development plans, incorporate the outcome of the intercommunity dialogue and collaboratively select infrastructure to be supported by the project. Where possible, the roundtable will include both representatives from Kyrgyzstan and Tajikistan; however, where this is not possible, UN field staff will attend the roundtables on both sides of the border to come to agreements through 'shuttle diplomacy'.

In collaboration with the ministries responsible for emergency situations in each country, the project will also encourage the selection of infrastructure that will reduce the risk of localized disasters and improve local food production through agricultural activities (with a particular emphasis on water-related activities) that contribute to conflict mitigation and address underlying causes of tension.

Participants of the public works activities will be selected using WFP's criteria, which prioritize the most food insecure, vulnerable households and ensures the inclusion of vulnerable women (female single headed households, etc.). In coordination with agencies such as UNDP and FAO, WFP will seek to ensure that unemployed youth are up to 50 percent of participants.

Communities will be required to agree a joint maintenance management system for each infrastructure project that includes those benefiting from the asset on both sides of the Tajik-Kyrgyz border. WFP will work closely with the intercommunity dialogue process to negotiate realistic and appropriate maintenance plans that all communities can commit to, ensuring the sustainability of infrastructure projects and include in-built conflict resolution mechanisms.

Cooperation in natural resource management to better manage conflicts (*UNDP will focus on mobilizing and working with communities and authorities, technical and other inputs; WFP will focus on Food-For-Asset inputs, related preparatory work and follow-up, including liaison with communities and authorities and other inputs as required; FAO will provide technical expertise and support capacity building relating to Natural Resource Management NRM*). The programme component will focus on peacebuilding work related to disputes over water, land, and pastures that can complicate already strained cross-border relations between both countries. Targeted pilot interventions that will be identified as a result of cross-border intercommunity dialogue and conflict monitoring will help to improve natural resource management (focusing on water- and pasture management), thereby tackling a major cause of conflict.

This work will prioritize support for new and established institutions involved in water and land management. Water distribution and management problems are especially acute and widespread in the border area. In particular, cooperation of relevant institutions will be supported so that they together can ensure that disputes over access to water are managed better, thereby reducing the risk that such disputes can lead to cross-border violence.

The project seeks improving performance levels of irrigation water systems/ canals, also through close collaboration with Water Users Associations – WUAs.

Specific project activities will include support to the Water Users Associations (WUA) in pilot village clusters. Although the supply of water may be sufficient to meet residents' needs, the infrastructure to deliver it is not. Many of the irrigation channels are silted, channel facings have collapsed, and water-discharge and other structures are inoperable. Required rehabilitation work may include, for example channel cleaning, concrete works, gravel preparation, and construction of water outlets, and mud flow structures. Needs and priorities of women in regard of access to irrigation water as well as women's

equal/meaningful participation and contribution to the WUAs work will be promoted. Other activities under the project will include further development of the WUA and other local organizations to mitigate local conflicts over water.

Improving the delivery of irrigation water will ultimately reduce a major source of social and cross-border conflict in these poorly developed areas.

The IRF project will build on FAO's and WFP's collaboration in the implementation of IRF 1 and IRF 2 projects in Kyrgyzstan, which addressed urgent peace-building needs and proved to be successful at bringing the communities together for a common purpose.

Possible phasing of disbursements for outputs 2: Some measures ('easy wins') under output 2 will need to be implemented during the first 6 months of the project. Activities such as canal cleaning and rehabilitation of community infrastructure can only be carried out during the summer (June to November). It is therefore anticipated that in 2015 project teams will seek agreements between communities (based on conflict monitoring results and inter-community dialogue) and prepare feasibility studies etc. for interventions to be implemented in 2016. This will enable the project to implement majority of work under output 2 between March and November 2016.

In consultation with PBF it is therefore proposed to disburse about 1/3 of the funds under outputs 2 in 2015 (for first community infrastructure and natural resource management interventions and preparatory work) and the remaining 2/3 for the majority of activities to be implemented under output 2 (based on progress reported at the end of 2015).

Output 3: At-risk youth have increased their level of inter-ethnic tolerance and are less likely to engage in violence

(UNICEF will work on issues relating to adolescents while UNDP will work with youth of more advanced ages; WFP will provide 'food for training' as applicable)

Output-level theory of change: If youth from cross-border communities are assisted to improve their multi-cultural skills/ level of tolerance and engage in developing and implementing joint activities with youth from the other side of the border, **then** youth will be less likely to participate in cross-border related violence.

Targeting youth through educational and capacity development initiatives and fostering youth involvement in the development and implementation of joint youth activities will contribute to the strengthening of multicultural understanding and tolerance. The conflict assessment conducted in 2013 and field missions pointed to youth as a key demographic group behind much of the recently recorded inter-communal/ cross-border tensions. The project will therefore address youth issues through a number of strategic interventions.

Vulnerable and at-risk youth will be in the focus of activities under this output. The project will support the development of criteria to determine the vulnerable and at-risk youth and will undertake mapping of these youth in pilot village clusters. Trained experts will subsequently provide youth with psychosocial support.

In order to increase their level of tolerance, at-risk youth (integrated with other local youth for the purpose of project activities) will benefit from life skills education initiatives directed at fostering youth capacity in decision-making, non-cognitive skills, intrapersonal and interpersonal skills, and raising their confidence and ability to make decisions. Project activities aim at multicultural awareness and tolerance on one hand and youth engagement in community decision-making processes on the other. Formats of these activities might include youth camps, exchange visits, arts and pop culture festivals, and sports events. Efforts will be undertaken to strengthen cross-border

youth cooperation and exchange using innovative ways such as TEDex/ public lecturing among others.

Youth engagement in community decision-making processes will be fostered through the administration of a small grants programme (with participation of youth in the preparation of ideas for grants) aimed at increasing tolerance and cooperation among cross-border youth. Priority will be given to grant proposals facilitating communication and information sharing about border-related issues; joint education, sport, and culture sharing activities; role-model peace messaging. Small grant projects and their results will be showcased through relevant media outlets such as regional TV, local radio and newspapers.

A particular attention will be devoted to engaging youth from the returned labor migrants group – due to the serious economic crisis in Russia, new restrictions introduced in Russia starting from 1 January 2015 for labor migrants (tests for knowledge of Russian language, Russian history and legal framework) and continuing actions to restrict entry to Russia for migrants from CAR countries (except Kazakhstan and Kyrgyzstan), many labor migrants from Tajikistan and Kyrgyzstan are now back. Due to the lack of employment opportunities in their own country, the risks of conflicts and instability are increasing - returned and potential labor migrants could be a driving force of instability if an urgent and efficient response is not undertaken.

Other proposed youth interventions (depending on activities prioritized by youth themselves) may include: Joint youth summer camps; multi-ethnic sports teams - making a particular effort to include girls; promote integration of cross-border youth via popular culture, such as music festivals, invitations of star performers; mobile cinema clubs screening movies relating to tolerance, followed by discussions.

Output 4: Women enhance cooperation and trust between communities through actively participating in the identification and implementation of cross-border initiatives

(UN Women to lead the Output 4; other UN agencies will ensure contributions to gender equality across the other three outputs that they will be implementing – costs for gender mainstreaming will be budgeted within the other three outputs by leading/participating agencies)

Gender specific challenges and needs in regard of security and stability at the cross-border are not considered and addressed properly within the negotiations and actions aimed to improve the security situation. There are structural barriers to women's participation in confidence and trust building processes such as a weak representation of women in local decision making, insufficient and unequal access to natural and economic resources, strengthening of gender discriminatory relations within the society and family, transition from secular norms into the patriarchal traditions, poorly developed social infrastructure – this also increases the feminization of poverty and creates barriers to women's participation in all spheres of public life and activities. Mutual trust among communities affected by conflicts across the border has to be built, taking into account specific gender related needs and perspectives and focusing on promotion of good neighborly relations, fair and open communication among communities at the cross-border on existing problems and challenges from perspectives of universal human rights.

Output-level theory of change: If barriers to women's active participation are identified and men and women better understand the benefits of women's involvement in cross-border cooperation initiatives, then these initiatives will have more ownership, and benefit from women's perspectives and views because women can contribute new ideas to problem solving and trust-building, and use their influence to strengthen cross-border linkages and cooperation.

This output is aiming at ensuring participation of women across the different project components, requiring dedicated and specialized expert knowledge and experience that UN Women can contribute to the components described under the UNDP BPPS-funded interventions (inclusion of women in

conflict monitoring, dialogue, and trust-building) as well as the interventions explained above under IRF project outputs 1-3.

UN Women's scope of work in this IRF project: To generate evidence and arguments to promote gender responsiveness of trust-building and other measures, UN Women will undertake an assessment with specific focus on the following issues:

- how local population (women and men; girls and boys) assess their human security status at the household, community and cross-border levels;
- priority needs and perspectives to ensure human security for women and men, girls and boys;
- what roles do they play and could further play in conflict resolution (from gender perspectives);
- what are relations between different stakeholders in the current context of security in pilot cross-border village clusters;
- what measures could be applied to build trust between ethnic groups, population and local authority, population and central authority;
- what measures could be introduced to empower women to participate and contribute to local decision making aimed to build trust;
- what existing mechanisms/platforms could be used/applied to implement practical measures for confidence building on a gender-responsive and participatory/transparent way; etc.

The findings of the assessment will be discussed with all relevant partners involved into the cross-border project and will be specifically used by the local women activists and women's NGOs to initiate and implement together the joint initiatives at the cross-border communities to reduce the existing risks of conflicts from women's perspectives. This will provide the involved communities, authorities and project partners with necessary evidence justifying women specific needs related to output 1 (cooperation between communities, authorities and security providers), output 2 (gender aspects related to the use of joint community infrastructure and natural resources), and output 3 (ensuring that youth activities increase the level of tolerance).

The findings of the assessment will also help to formulate precisely the capacity development actions aimed to further boost the role of women and local women's organizations in conflict prevention and allow women to express efficiently their points of view on problems and ways for their solution. The practical training to be delivered by UN Women for local women will cover their needs in strengthening the practical knowledge and skills on leadership, negotiation and conflict analysis at the community level. The trained capable women will be further represented within the existing community based and cross-border structures, WUAs, etc.

UN Women will also support local women activists at the border to create and train the joint women's watch groups in conducting the household surveys was to identify issues affecting vulnerable categories of people (people with disabilities, multi-children families, etc.). The findings of the survey will be further used for dialogue with the local governance institutions to address the needs of the most vulnerable population. So, the groups will serve as a bridge between the vulnerable population and service providers/local government agencies.

Support will be provided to women activists to hold a meeting with the key local stakeholders from both sides of the border to present the views of local women with regards to further joint efforts to build trust and confidence and to articulate their needs and priorities to be further addressed within the relevant local and national plans, including NAP 1325 adopted by both countries and need to be operationalize and localize through the annual implementation plans and budgets. The local female leaders from the both sides will be assisted to bring their voice and experience on conflict prevention into dialogues to be held at the national and sub-regional levels. This will ensure further necessary follow-up actions by the central governments and interstate bodies to ensure the gender responsive confidence and trust building.

Strategic partnerships (complementing project outcome and related outputs 1-4):

Considering the regional character of this proposed programme and the important role UNRCCA is playing to promote peaceful relations between countries in Central Asia, this programme is envisaged to be implemented in close collaboration and cooperation with UNRCCA, using the good offices of the Special Representative of the Secretary General for Central Asia. This will ensure that peacebuilding interventions to be implemented in cross-border areas are closely linked with and supported by UNRCCA's regional efforts in preventive diplomacy.

The project will also work with OHCHR's Regional Office for Central Asia (ROCA) to ensure mainstreaming of a human-rights' based approach and monitoring of the human rights situation in cross-border village clusters.

The below points summarize how the envisaged partnership between UNDP and SDC will add value to this cross-border initiative:

- 1) **Continuation and follow-up of interventions that started with BPPS and PBF funds to achieve more sustainable peacebuilding results**, tackling increasingly complex issues disputes that cannot be addressed during the phase of initial trust-building (e.g. continuation of conflict monitoring and dialogue interventions beyond the duration of the BPPS project; monitoring implementation of agreements that have been reached between communities as a result of dialogue – supporting them to address bottlenecks and challenges in sustaining and further expanding linkages and cooperation that have been (re-)established during the initial phase of the cross-border initiative; etc.).
- 2) **Start interventions from early 2015 onwards that are more long-term in scope** and cannot be covered as part of the immediate response to tensions, requiring implementation until the end of 2017 (e.g. long-term capacity building of local authorities, water user associations and other relevant actors; improving pasture- and water management mechanisms and increasing access to these limited natural resources; activities that require UNDP's engagement at the district, provincial and national level in order to support communities in addressing local problems/challenges etc.).
- 3) **Expand activities to two additional cross-border village clusters** that do not currently experience a high level of cross-border tensions but would benefit from similar interventions as implemented in the 4 pilot village clusters identified for the PBF- and BPPS-funded projects.

b) Budget: Table 2: Project Activity Budget

Outcome/ Output number	Output name	Output budget by RUNO	UN budget category (see table below for list of categories)	Any remarks (e.g. on types of inputs provided or budget justification)
Outcome 1: Cooperation and trust between communities increased towards mitigating risks of renewed violence				
Output 1.1	Improved linkages and cooperation between security providers, local authorities and communities to reduce violent incidents	WFP Kg 15,000 WFP Taj 15,000 UNICEF Kg 45,000 UNICEF Taj 45,000 UNDP Kg 120,000 UNDP Taj 120,000	1-7	
Output 1.2	Communities restore cross-border linkages and cooperation by jointly addressing interdependent needs/ challenges associated with community infrastructure and natural resources	WFP Kg 270,000 WFP Taj 270,000 FAO 100,000 FAO 100,000 UNDP Kg 380,000 UNDP Taj 380,000	1-7	
Output 1.3	At-risk youth have increased their level of inter-ethnic tolerance and are less likely to engage in violence	WFP Kg 15,000 WFP Taj 15,000 UNICEF Kg 230,000 UNICEF Taj 230,000 UNDP Kg 225,000 UNDP Taj 225,000	1-7	
Output 1.4	Women enhance cooperation and trust between communities through actively participating in the identification and implementation of cross-border initiatives	UN Women MCO 200,000	1-7	
TOTAL		WFP Kyrgyzstan: \$ 300,000 WFP Tajikistan: \$ 300,000 FAO Kyrgyzstan: \$ 100,000 FAO Tajikistan: \$ 100,000 UNDP Kyrgyzstan: \$ 725,000 UNDP Tajikistan: \$ 725,000 UNICEF Kyrgyzstan: 275,000 UNICEF Tajikistan: \$ 275,000 UN Women MCO \$ 200,000	1-7	

Table 3: Project budget by UN categories

THE PROJECT BUDGET, KYRGYZSTAN					
CATEGORIES	UNDP	WFP	UNICEF	FAO	TOTAL
1. Staff and other personnel	120,000	30,130	41,200	35,399	226,729
2. Supplies, Commodities, Materials	20,000	160,000	10,000	0	190,000
3. Equipment, Vehicles, and Furniture (including Depreciation)	25,000	13,740	1,000	0	39,740
4. Contractual services	240,000	54,000	34,800	43,458	372,258
5. Travel	40,000	7,704	20,000	7,051	74,755
6. Transfers and Grants to Counterparts	210,000	0	125,009	0	335,009
7. General Operating and other Direct Costs	22,570	14,800	25,000	7,550	69,920
Sub-Total Project Costs	677,570	280,374	257,009	93,458	1,308,411
8. Indirect Support Costs*	47,430	19,626	17,991	6,542	91,589
TOTAL	725,000	300,000	275,000	100,000	1,400,000

PBF PROJECT BUDGET TAJIKISTAN						
CATEGORIES	UNDP	WFP	UNICEF	FAO	UN Women WFP	TOTAL
1. Staff and other personnel	130,000	70,000	40,000	30,000	40,000	310,000
2. Supplies, Commodities, Materials	10,000	30,400	30,000	10,000	0	80,400
3. Equipment, Vehicles, and Furniture (including Depreciation)	25,000	0	0	5,000	2,000	32,000
4. Contractual services	240,000	0	25,000	35,458	139,916	440,374
5. Travel	40,000	0	20,000	3,000	5,000	68,000
6. Transfers and Grants to Counterparts	210,000	150,000	115,009	0	0	475,009
7. General Operating and other Direct Costs	22,570	29,974	27,000	10,000	0	89,544
Sub-Total Project Costs	677,570	280,374	257,009	93,458	186,916	1,495,327
8. Indirect Support Costs*	47,430	19,626	17,991	6,542	13,084	104,673
TOTAL	725,000	300,000	275,000	100,000	200,000	1,600,000

c) Capacity of RUNO(s) and implementing partners:

d) Table 4: Overview of RUNO funding in the country				
	RUNOs	Key Source of Funding (government, donor etc.)	Annual Regular Budget in \$	Annual emergency budget (e.g. CAP) .
Previous calendar year (2013)	WFP Kyrgyzstan	Russian Federation, UN One Fund, Netherlands	14,693,992.41	
Current calendar year (2014)	WFP Kyrgyzstan	Norway, Sweden, Russian Federation, UK, UN One Fund, Australia, Germany	4,850,833.92 (excluding DFID RER)	293,927 (DFID RER)
Previous calendar year (2013)	WFP Tajikistan	Russian Federation, Japan, multilateral fund	16,409,230.15	
Current calendar year (2014)	WFP Tajikistan	Russian Federation, Japan, UN Human Security Trust Fund, multilateral fund	18,084,869.21	600,000 (DFID RER)
Previous calendar year (2014)	UNICEF Tajikistan	UNICEF Core resources and donor funds	5,576,364	120,912
Current calendar year (2015)	UNICEF Tajikistan	UNICEF Core resources and donor funds	7,119,761	79,088
Previous calendar year (2013)	UNDP Tajikistan	Gov-t of Japan, Gov-t of Finland DFID, SDC, UN Human Security Trust Fund, GFATM, EU, GEF	34,307,536 out of which 3,954,979 - regular internal UNDP resources	
Current calendar year (2014)	UNDP Tajikistan	Gov-t of Japan, Gov-t of Russia, Gov-t of Finland, UN Human Security Trust Fund, DFID, SDC, GFATM, EU, USDOS, GEF	36,171,136 out of which 3,991,652 - regular internal UNDP resources	
Previous calendar year (2013)	UNDP Kyrgyzstan	Various donors	\$37,850,211 out of which 2,613,262 regular internal UNDP resources	
Current calendar year (2014)	UNDP Kyrgyzstan	Various donors	\$37,587,356 out of which 2,751,382- regular internal UNDP resources	

The UN has been working in Tajikistan since 1994 and in Kyrgyzstan since 1992. Throughout this period the UN has supported a large number of post-conflict recovery and peacebuilding projects aimed at overcoming the consequences of the 1992-97 civil war in Tajikistan and the ethnic violence in Kyrgyzstan in 2010 (including with support of PBF IRF and PRF since 2010).

UNDP has developed a number of conflict prevention initiatives across the country, including the border region between Kyrgyzstan and Tajikistan. The first project, which was implemented in 2005, sought to reduce the potential for conflict through breaking isolation, improving relations, facilitating income generating activities and mitigating local tension over resources and improving the capacities of local authorities and communities to deal with conflict. The second one, which was implemented in 2010-11, aimed at enhancing dialogue and economic cooperation between bordering communities by supporting income generation activities and job creation for resettled people and improving their living conditions.

While geographic location and the substantive priorities of these initiatives differ from those specified in this project application, these initiatives enhanced considerably UNDP Tajikistan's and Kyrgyzstan's knowledge and expertise on conflict prevention matters in cross-border areas. The initiatives also provided UNDP staff with intimate knowledge of the border region and types of issues that generate conflict and tension among border communities. UNDP conducted a thorough analysis of these earlier interventions in preparing its contribution to this PBF application. UNDP's ability to implement proposed project activities is enhanced by the existence of UNDP Khujand and Batken area offices, which institutionalizes UNDP's strong presence in the border region.

WFP has been working in Kyrgyzstan since 2009; initially in an emergency and recovery capacity, interventions are now covering a wide spectrum of development activities. Active in all seven of Kyrgyzstan's provinces, WFP is implementing field operations that include optimizing school meals; restoring and creating community productive assets, such as bridges, roads and irrigation systems; forestry; protecting against natural disasters and other shocks, and, providing training on agriculture, nutrition and alternative livelihoods. At the policy level, WFP is supporting the Government to develop food security and social protection policies and strategies. WFP benefits from strong partnerships with national and local government bodies, UN, bilateral and other international agencies, and national and international non-governmental organizations (NGO).

WFP participated in the implementation of two IRF-supported projects in Kyrgyzstan Republic, working closely with FAO to facilitate reconciliation among multi-ethnic residents through irrigation-based agriculture, which have been cited as a best practice in corporate PBSO evaluations. In total, 1,029 vulnerable people took part in the FFA activities supported by WFP under IRF, providing immediate food assistance to over 5,000 household members while more than 40 communities benefited from the peacebuilding dividends involved with planning, implementing and then maintaining this vital community infrastructure, including in multi-ethnic villages. Moreover, WFP has been working in villages along the Tajik-Kyrgyz border since 2009, dealing with actual and potential conflict in order to implement food security and nutrition-related activities to improve agricultural production, protect and prepare communities against natural disasters, enhance livelihoods and support forestry activities.

WFP has been working in Tajikistan since 1993, when it launched an Emergency Operation to give life-saving assistance during the civil war. Currently, WFP is the largest international humanitarian agency in Tajikistan, serving about 500,000 people in every district of the country. WFP Tajikistan employs over 80 staff (national and international staff) in its main office in Dushanbe and four field offices in Khujand (Sughd Region), Kurgan Tyube (Khatlon Region), Gharm (DRD Region) and Khorog (GBAO Region).

The overall goal of the WFP intervention in Tajikistan is to improve household food security, preserve/rehabilitate assets, increase food production and promote investment in human capital. Towards this goal WFP has been working for more than twenty years by helping victims of the country's frequent natural disasters; in recovery operations, by providing food assistance through FFA activities to communities; and in development, through its School Feeding and TB projects. All of WFP's work is carried out in support of the Government of Tajikistan's efforts to promote development, food security and stability.

In December 2013 UN Women, in partnership with UN DPA Policy and Mediation Division/Mediation Support Unit and UNDP Tajikistan (in the framework of the joint global initiative on Gender and Mediation) organized and conducted a three-day seminar on Natural Resources Mediation in Kayrakkum, Sughd region of Tajikistan. The seminar aimed to support local partners in Tajikistan and Kyrgyzstan to develop capacity to meaningfully contribute to the community and cross-border disputes on conflict and gender sensitive natural resources management (land and water) to reduce risks of instability and insecurity. Within 2010 - 2014 UN Women had facilitated a series of dialogues at the national and sub-regional levels to support women peace activists in their advocacy for the implementation of the international commitments on Women Peace and Security (WPS) by the states. As a result of the detailed discussions the following recommendations to improve accountability of states for WPS agenda enforcement were elaborated by participants of the consultations. The recommendations address a need for the response to the existing challenges related to the cross-border natural resource management and use through joint decision making process that include women as equal decision makers. A further growth in the trend towards religious movements and interpretations of religion that are especially radical and unfamiliar to Central Asia, especially trends to promote norms about the "proper" behavior of women, had been pointed with regards to urgent preventive measures need to be undertaken.

FAO has a good presence in both countries through its fully functional Representation Offices led by international FAO Representatives. FAO has been implementing different conflict prevention and development projects in the countries together with the Government and other partner institutions. In particular, FAO has provided timely peace-building support in Kyrgyzstan and helped households and communities resume their farming-based livelihoods. Through its projects opportunities FAO provided people to work together on practical issues and to socialize across ethnic lines in order to breakdown mistrust and negative stereotypes and to develop habits of cooperation. The activities aimed to facilitate additional food and peace-building initiatives by improving the delivery of irrigation water with a wider coverage and, with the application of greater human, organizational and financial resources, support a more complete and holistic short-term solution with inherent longer-term benefits. It proved to be successful at bringing the communities together for a common purpose and addressed urgent peace-building needs on multiple levels: immediate needs, infrastructure, capacity building, self-reliance and stability.

FAO brings extensive experience in agricultural knowledge and practices, integrated capacity building, technical cooperation and support to rural and agricultural development projects. FAO started operating in Tajikistan since 1996 as an emerging office responding on short-term urgent needs of the farming communities. FAO Representation was established in 2011 and in 2014 it became a full pledged office with the Budget Holder rights for most of the projects. It has more 30 employees (national and international) based in Dushanbe. The average annual budget of FAO for 2014 was USD 3 million. The Representation is gradually expanding its portfolio through getting more big scale projects. All FAO Tajikistan projects are of a complex technical assistance nature. There are no longer emergency projects but designed to assist the transition process the country is facing. All FAO projects are aimed at achieving long-term sustainability and built around the main priority areas that are:

1. Reduce dependency on food imports through supporting the Government's Agrarian Reform Program for development of the agriculture sector and poverty alleviation;
2. Increased access to agricultural inputs and rehabilitation of agricultural systems;
3. Strengthening of institutional/local capacities and networking in the agricultural and rural sector;
4. Increase co-ordination among stakeholders for the development of the agriculture sector;
5. Support government reform process in agriculture and facilitate a positive environment for agriculture - related private activities.

In terms of water and natural resource management, FAO Tajikistan is working with the national partners to provide the technical expertise and capacity development in sustainable management of land and water resources and improve resilience for climate change.

I. Management and coordination

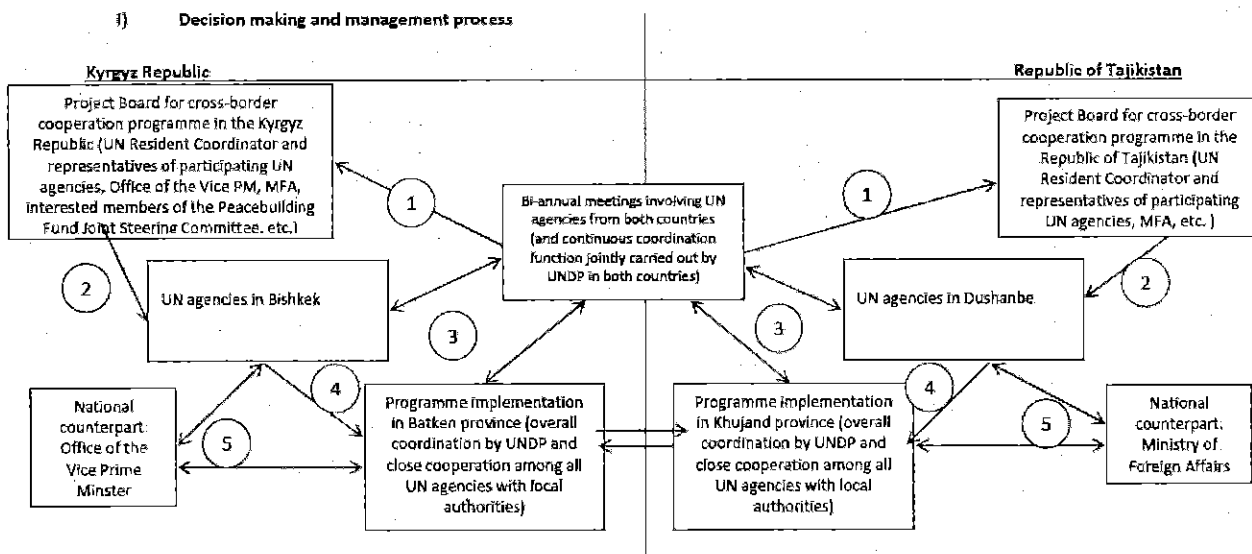
a) Project management:

Project boards will be established in both countries to make decisions and provide guidance that will be implemented by senior management of involved UN agencies in both countries. In Kyrgyz Republic, the board will include UN Resident Coordinator and representatives of participating UN agencies, Office of the Vice Prime Minister, and Ministry of Foreign Affairs. It will also include members of the already established Peacebuilding Fund Joint Steering Committee. In Republic of Tajikistan, the board will include UN Resident Coordinator and representatives of participating UN agencies, and the Ministry of Foreign Affairs.

All UN agencies from both countries will meet at least bi-annually to ensure coherence, review progress, adjust programming to remain conflict-sensitive and prepare joint annual work plans that will be presented and approved by the two project boards in both countries. UNDP offices in both countries will play the role of ensuring that discussions and decisions taken in both project boards are complementary and well communicated to its members. Key staff from UN agencies in both countries (based in cross-border areas and the capitals) contribute to the bi-annual planning meetings that will be organized on a rotational basis in one of the two countries, and will implement the annual work plans once approved by project boards.

UN agencies in Dushanbe and Bishkek (under the overall leadership of UNDP in both countries) will direct the work of field staff in Khujand (Sughd province of Tajikistan) and Batken (Batken province of Kyrgyzstan). UNDP area offices in Khujand and Batken will coordinate field work by all UN agencies and ensure cooperation with local authorities. Project management positions will be established in both area offices. National counterparts in both countries work closely with their respective UN agencies and support their programme implementation by also liaising with authorities in cross-border areas.

The project's organogram is provided below to illustrate a general management structure:



- 1) All UN agencies from both countries meet at least bi-annually to ensure coherence, review progress, adjust programming to remain conflict-sensitive and prepare joint annual work plans that will be presented and approved by the two project boards in both countries. UNDP offices in both countries will play the role of ensuring that discussions and decisions taken in both project boards are complementary and well communicated to its members.
- 2) Project boards in both countries make decisions and provide guidance that will be implemented by senior management of involved UN agencies in both countries that lead programme implementation from Bishkek and Dushanbe. Detailed management arrangements for UNDP are described in the programme document.
- 3) Key staff from UN agencies in both countries (based in cross-border areas and the capitals) contribute to the bi-annual planning meetings that will be organized on a rotational basis in one of the two countries, and will implement the annual work plans once approved by project boards.
- 4) UN agencies in Dushanbe and Bishkek (under the overall leadership of UNDP in both countries) will direct the work of field staff in Khujand and Batken.
- 5) National counterparts in both countries work closely with their respective UN agencies and support their programme implementation by also liaising with authorities in cross-border areas.

b) Risk management:

Table 5 – Risk management matrix

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
Escalation of tensions between local communities that interrupt project implementation.	Medium	Medium	Close monitoring of the situation with the help of community-based monitors.
Open conflict between border guards and armed forces	Low	High	Regular communication with border guards' authorities. Suspension of project implementation activities in case of open conflict.
Due to high food prices, WFP is not be able to procure the planned quantities of food.	Medium	Medium	Reduce the project size and introduce cash and vouchers component instead of food to vary response options.
Because of the economic crisis in the region, remittances in the area drop significantly and the number of people in need of food assistance increase.	Medium	Medium	Analyse the possible impact in the area and develop possible scenarios. Continue to closely monitor the economic situation to quickly intervene when required.

c) Monitoring & evaluation:

For Monitoring and Evaluation of the project activities, the project team members from all participating agencies will directly and regularly monitor the day-to-day project activities in the field, as well as assess in the course of monitoring the project's efficiency, progress and effectiveness. Agencies will work closely to ensure joint coordination and support. The project objectives, indicators and targets will serve as reference for the monitoring and evaluation of the project. The project team will collect and report all project and programme data in a gender-disaggregated format.

Monitoring is designed to ensure that the project is reaching appropriate beneficiaries, men and women, with interventions that are conflict-sensitive (based on regular conflict analysis).

Results-oriented monitoring and evaluation will be conducted during the project implementation, with an emphasis on tangible improvements in beneficiaries' lives. Outcome and output indicators will focus on peacebuilding impacts.

The UN agencies will regularly undertake 'lessons learned' sessions with partners, authorities and other stakeholders to enhance implementation and assess achievements (and make experiences from the cross-border PBF IRF project available to other countries and PBSO so that similar projects can built on lessons learned and best practices).

d) Administrative arrangements (This section uses standard wording – please do not remove)

The UNDP MPTF Office serves as the Administrative Agent (AA) of the PBF and is responsible for the receipt of donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports and the submission of these to the PBSO and the PBF donors. As the Administrative Agent of the PBF, MPTF Office transfers funds to RUNOS on the basis of the signed Memorandum of Understanding between each RUNO and the MPTF Office.

AA Functions

On behalf of the Recipient Organizations, and in accordance with the UNDG-approved “Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds” (2008), the MPTF Office as the AA of the PBF will:

- Disburse funds to each of the RUNO in accordance with instructions from the PBSO. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the PBSO along with the relevant Submission form and Project document signed by all participants concerned;
- Consolidate narrative reports and financial statements (Annual and Final), based on submissions provided to the AA by RUNOS and provide the PBF consolidated progress reports to the donors and the PBSO;
- Proceed with the operational and financial closure of the project in the MPTF Office system once the completion is notified by the RUNO (accompanied by the final narrative report, the final certified financial statement and the balance refund);
- Disburse funds to any RUNO for any costs extension that the PBSO may decide in accordance with the PBF rules & regulations.

Accountability, transparency and reporting of the Recipient United Nations Organizations

Recipient United Nations Organizations will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each RUNO in accordance with its own regulations, rules, directives and procedures.

Each RUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent from the PBF account. This separate ledger account shall be administered by each RUNO in accordance with its own regulations, rules, directives and procedures, including those relating to interest. The separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives and procedures applicable to the RUNO.

Each RUNO will provide the Administrative Agent and the PBSO (for narrative reports only) with:

- Bi-annual progress reports to be provided no later than 15 July;
- Annual and final narrative reports, to be provided no later than three months (31 March) after the end of the calendar year;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, to be provided no later than four months (30 April) after the end of the calendar year;

- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

Ownership of Equipment, Supplies and Other Property

Ownership of equipment, supplies and other property financed from the PBF shall vest in the RUNO undertaking the activities. Matters relating to the transfer of ownership by the RUNO shall be determined in accordance with its own applicable policies and procedures.

Public Disclosure

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent's website (<http://mptf.undp.org>).

Annex A: Project Summary (to be submitted as a word document to MPTF-Office)



PEACEBUILDING FUND
PROJECT SUMMARY

Project Number & Title:	PBF/	
Recipient UN Organization:		
Implementing Partner(s):		
Location:		
Approved Project Budget:		
Duration:	Planned Start Date:	Planned Completion:
Project Description:		
PBF Focus Area:		
Project Outcome:		
Key Project Activities:		

Annex B: IRF Results Framework

Country name: Kyrgyzstan and Tajikistan										
Project Effective Dates: 1 February 2015 - 31 July 2016										
PBF Focus Area: Promote coexistence and peaceful resolution of conflicts (Priority Area 2): 2.3 Conflict prevention/management										
IRF Theory of Change: <u>If</u> communities in pilot village clusters in Kyrgyzstan and Tajikistan are supported to agree on and implement trust-building measures that address both communities' needs and problems, <u>then</u> cross-border linkages and cooperation will be (re-) established and (re-) built, thereby increasing trust and reducing the risk of renewed violence <u>because</u> authorities and people along the border will work better together with security providers to prevent violence; communities will build ties around the restoration, use and maintenance of community infrastructure and cooperate to better access and manage natural resources; youth will be more tolerant and less likely to engage in violence; and women will more actively participate in cross-border cooperation initiatives.										
Outcomes	Outputs	Indicators	Means of Verification	Year 1			Year 2			Milestones
Outcome 1: Cooperation and trust between communities increased towards mitigating risks of renewed violence		Outcome Indicator 1a: % of community members from the 4 pilot cross-border village clusters who indicate an improvement in cross-border relations/ cooperation with community members in the same village cluster on the other side of the border (data disaggregated by gender, age, village cluster, and country) Baseline: To be determined during baseline Target: At least 20% of community members from the 4 pilot cross-border village clusters indicate an improvement in cross-border relations/ cooperation with community members in the same village cluster on the other side of the border (data disaggregated by gender, age, village cluster, and country)	Representative Perception study conducted in 4 pilot cross-border village clusters (baseline during the first quarter and endline during the last quarter of project implementation)	X				X		n/a for perception surveys

			Outcome Indicator 1b: % of community members from the 4 pilot cross-border village clusters who have the perception of increased security indicating a reduced risks of renewed violence (data disaggregated by gender, age, village cluster, and country) Baseline: To be determined during baseline Target: At least 20% of community members from the 4 pilot cross-border village clusters have the perception of increased security indicating a reduced risks of renewed violence (data disaggregated by gender, age, village cluster, and country)	Representative Perception study conducted in 4 pilot cross-border village clusters (baseline during the first quarter and endline during the last quarter of project implementation)	X					X		n/a for perception surveys
			Outcome Indicator 1c: % of community members from the 4 pilot cross-border village clusters who would be ready to work together with community members in the same village cluster on the other side of the border to improve the lives of cross-border communities on both sides (indicating increased trust as a prerequisite for addressing common problems) (data disaggregated by gender, age, village cluster, and country) Baseline: To be determined during baseline Target: 25 % of community members from the 4 pilot cross-border village clusters who indicate that they would be ready to work together with community members in the same village cluster on the other side of the border to improve the lives of cross-border communities on both sides (data disaggregated by gender, age, village cluster, and country)	Representative Perception study conducted in 4 pilot cross-border village clusters (baseline during the first quarter and endline during the last quarter of project implementation)	X					X		n/a for perception surveys

	Output 1.1: Improved linkages and cooperation between security providers, local authorities and communities to reduce violent incidents	Output Indicator 1.1.1: Number of interventions/ activities/ preventive actions that were jointly implemented by security providers, local authorities and communities on one side of the border in the 4 pilot cross-border village clusters to improve information exchange and prevent security incidents (with information on how many of those were implemented with active participation of women and youth) Baseline: To be determined during baseline Target: At least 6 interventions/ activities/ preventive actions that were jointly implemented by security providers, local authorities and communities on one side of the border in the 4 pilot cross-border village clusters to improve information exchange and prevent security incidents (with information on how many of those were implemented with active participation of women and youth)	Qualitative Interviews with representatives from security providers, local authorities and communities Project records	X					X		To be determined during baseline
		Output Indicator 1.1.2: Number of interventions/ activities/ preventive actions that were jointly implemented involving security providers, local authorities and communities from both sides of the border in the 4 pilot cross-border village clusters to improve information exchange and prevent security incidents (with information on how many of those were implemented with active participation of women and youth) Baseline: To be determined during baseline	Qualitative Interviews with representatives from security providers, local authorities and communities Project records	X					X		To be determined during baseline

	Output 1.2: Communities restore cross-border linkages and cooperation by jointly addressing interdependent needs/ challenges associated with community infrastructure and natural resources	Output Indicator 1.2.1: Number of projects that were jointly agreed and implemented by communities from both sides of the pilot cross-border village clusters to address interdependent needs/ challenges associated with community infrastructure (with information on how many of those were implemented with active participation of women and youth) Baseline: To be determined during baseline Target: At least 4 projects that were jointly agreed and implemented by communities from both sides of the pilot cross-border village clusters to address interdependent needs/ challenges associated with community infrastructure (with information on how many of those were implemented with active participation of women and youth)	Qualitative Interviews with community members and local authorities Agreements signed by communities from pilot cross-border communities Reports indicating the results of project implementation	X					X		To be determined during baseline
		Output Indicator 1.2.2: Number of projects that were jointly agreed and implemented by communities from both sides of the pilot cross-border village clusters to address interdependent needs/ challenges associated with natural resources (with information on how many of those were implemented with active participation of women and youth) Baseline: To be determined during baseline Target: At least 4 projects that were jointly agreed and implemented by communities from both sides of the pilot cross-border village clusters to address interdependent needs/ challenges associated with natural resources (with information on how many of those were implemented with active participation of women and youth)	Qualitative Interviews with community members and local authorities Agreements signed by communities from pilot cross-border communities Reports indicating the results of project implementation	X					X		To be determined during baseline

	Output 1.3: At-risk youth have increased their level of inter-ethnic tolerance and are less likely to engage in violence	Output Indicator 1.3.1: Number of trust-building measures that have been implemented involving youth from both sides of pilot cross-border village clusters Baseline: To be determined during baseline Target: At least 8 trust-building measures that have been implemented involving youth from both sides of pilot cross-border village clusters (with information on how many of those were implemented with active participation of young women and girls)	Qualitative Interviews with youth and local authorities Reports indicating the results of joint youth activities	X					X		To be determined during baseline
		Output Indicator 1.3.2: Number of media outputs (radio, TV, online, print) produced for and by youth that address issues of inter-ethnic tolerance and cooperation of cross-border youth Baseline: To be determined during baseline Target: At least 10 media outputs (radio, TV, online, print) produced for and by youth that address issues of inter-ethnic tolerance and cooperation of cross-border youth	Qualitative Interviews with youth and local authorities Records of media outputs	X					X		To be determined during baseline
		Output Indicator 1.3.3: Number of youth (segregated data for young men/ boys and young women/ girls) that benefitted from training/ support or participated in joint cross-border youth events in pilot cross-border village clusters Baseline: To be determined during baseline Target: At least 500 youth (segregated data for young men/ boys and young women/ girls) that benefitted from training/ support or participated in joint cross-border youth events in pilot cross-border village clusters	Qualitative Interviews with youth and local authorities Reports indicating the results of joint youth activities (including number of participants)	X					X		To be determined during baseline

	Output 1.4: Women enhance cooperation and trust between communities through actively participating in the identification and implementation of cross-border initiatives	Output Indicator 1.4.1: % of women and girls taking part in cross-border activities under project outputs 1-3 Baseline: To be determined during baseline Target: At least 35% of participants of cross-border activities under project outputs 1-3 are women	Qualitative Interviews with women and local authorities Reports indicating the results of activities related to project outputs 1-3 (including number of women and girls participating)	X					X			To be determined during baseline
		Output Indicator 1.4.2: % of women and girls playing a leadership role in cross-border activities on trust building under project outputs 1-3 Baseline: To be determined during baseline Target: 2.3 At least 15 % of people playing a leadership role in cross-border activities under project outputs 1-3 are women	Qualitative Interviews with women and local authorities Reports indicating the results of activities related to project outputs 1-3 (including number of women and girls participating and their role)	X					X			To be determined during baseline