



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

<p>Project Title: Peace and Trust: Equal Access to Law Enforcement and Justice (PaT)</p>	<p>Recipient UN Organization(s): United Nations Office on Drugs and Crime (UNODC)</p>
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<p>Project Number: <i>(To be completed by UNDP MPTF Office)</i></p>	<p>Project Location: Kyrgyz Republic (7 provinces; 14 PBF priority districts and cities)</p>
<p>Project Description: <i>(One sentence describing the main purpose of the project and how it contributes to the peacebuilding process in the country with reference to the main expected overall programme outcomes / theory of change)</i></p> <p>This project addresses the role of the police in peacebuilding. The major peacebuilding goal of this project is to increase public confidence and trust in the police and thereby reduce local tensions in the Kyrgyz Republic. This will be achieved by increasing gender and minority participation and representation in the police; strengthening complaints handling and external monitoring of police performance; and regular dialogue between the police, LSGs and local communities.</p>	<p>Total Project Cost: 1,460,700 USD Peacebuilding Fund: 1,460,700 USD UNDP BCPR TTF: N/A Government Input: N/A Other: N/A Total: 1,460,700 USD</p>
<p>Project Start Date and Duration: 1 January 2014 (30 months)</p>	
<p>Gender Marker Score¹: 2 <i>Score 3 for projects that are targeted 100% to women beneficiaries and/or address specific hardships faced by women and girls in post-conflict situations;</i> <i>Score 2 for projects with specific component, activities and budget allocated to women;</i> <i>Score 1 for projects with women mentioned explicitly in its objectives, but no specific activities are formulated nor is a budget reserved; and</i> <i>Score 0 for projects that do not specifically mention women.</i></p>	
<p>PBF Outcomes²: 2, 5, 6</p>	

¹ The PBSO monitors the inclusion of women and girls in all PBF projects in line with SC Resolutions 1325, 1612, 1888, 1889.

² PBF specific outcome areas: 1 Security Sector Reform; 2 Rule of Law; 3 (DD)R; 4 Political dialogue for Peace Agreements; 5 National reconciliation; 6. Democratic governance; 7. Management of natural resources (including land); 8. Short-term employment generation; 9. Sustainable livelihoods; 10. Public administration; and 11. Public service delivery (including infrastructure)

Project Outputs and Key Activities:*(A paragraph outlining key project outputs, activities and results)*

- Binding regulations on gender and minority representation in the police adopted;
- Action plan for pro-active recruitment, training and career advancement in the police service endorsed and implemented using gender and minority sensitive approaches;
- Use of multi-ethnic and gender balanced police patrols increased;
- Police engagement and dialogue with LSGs and local communities strengthened;
- Police complaints handling system established to address grievances of the public;
- Independent oversight on police performance strengthened to improve accountability and transparency.

PROJECT DOCUMENT COVER SHEET*(for PRF-funded projects)***Co-chairs of the Joint Steering Committee**

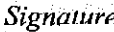


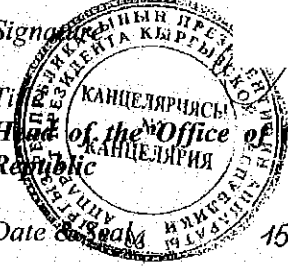
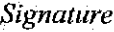
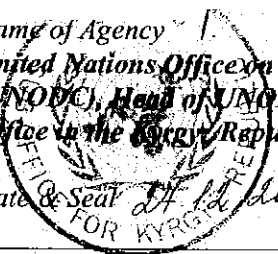
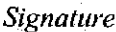
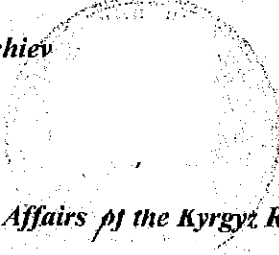
Co-chairs of the Joint Steering Committee	
<p><i>Name of Senior UN Representative</i> Mr. Alexander Avanesov</p> <p><i>Signature</i> </p> <p><i>Title</i> United Nations Resident Coordinator of the Kyrgyz Republic</p> <p><i>Date & Seal</i> 27.12.2013 </p>	<p><i>Name of Government Representative</i> Mr. Daniyar Narymbaev</p> <p><i>Signature</i> </p> <p><i>Title</i> Head of the Office of the President of the Kyrgyz Republic</p> <p><i>Date & Seal</i> 15.01.2014 </p>
<p>Recipient UN Organization(s) <i>(If it is a joint project all Heads of UN Entities/Agencies receiving funds should sign)</i></p> <p><i>Name of Representative</i> Mr. Alexander Fedulov</p> <p><i>Signature</i> </p> <p><i>Name of Agency</i> United Nations Office on Drugs and Crime (UNODC), Head of UNODC Programme Office in the Kyrgyz Republic</p> <p><i>Date & Seal</i> 27.12.2013 </p>	<p>National Implementing Partner(s)</p> <p><i>Name of Government Counterpart</i> Mr. Abdylda Suranchiev</p> <p><i>Signature</i> </p> <p><i>Title</i> Minister of Internal Affairs of the Kyrgyz Republic</p> <p><i>Date & Seal</i> 27.12.2013 </p>

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1. Background

1.1. Key Challenges and Critical Peacebuilding Needs

This project addresses a number of key challenges and critical peacebuilding needs related to the role of law enforcement in peacebuilding in the Kyrgyz Republic. The Peacebuilding Needs and Priorities Assessment (PBNPA) identified the following challenges in this regard:

- A low level of trust in law enforcement agencies;
- Underrepresentation of minorities in law-enforcement³.

As acknowledged in the PBNPA, lack of trust and underrepresentation of minorities and women in state institutions, including law enforcement, cause social tensions, in particular in the South of the Kyrgyz Republic, and contribute to feelings of insecurity among different parts of the population. This has created a fragile environment, in which conflicts can continue to occur and may escalate.

In order to address these challenges, the PBNPA listed the following peace building needs and opportunities:

- Continue/finalize reforms of law enforcement systems⁴;
- Increase representation, particularly of women and minorities, in the law enforcement sector⁵;
- Ensure internal supervision and oversight mechanisms within the governance structure, including law enforcement bodies⁶;
- Work on gender-sensitivity awareness among law-enforcement in order to secure and respond to the safety, physical and mental health, well-being and economic security and dignity of women and girls⁷;
- Increase capacity and skills of police in understanding conflict and peace, conflict-sensitive approaches, inclusive and participatory decision-making across the country, especially in border areas⁸.

These peacebuilding challenges and needs were confirmed and anchored in outcome 1 of the United Nations Peace Building Support Office/Peace Building Fund Priority Plan (PPP), which focuses on the implementation of “critical laws, policies, reforms and recommendations of human rights mechanisms, including UPR, to uphold the rule of law, improve access to justice and respect, protect and fulfill human rights”.^{9,10} This project will support realization of this outcome with the particular aim of increasing citizens’ trust in the police, as one of the key state institutions responsible for crime and conflict prevention, in line with the PPP’s M&E plan.

In preparation for the project, in July 2013, UNODC conducted an assessment mission to the southern provinces of Osh, Jalalabad and Batken together with representatives of the Ministry of Internal Affairs (MoI). During this mission, 6 police stations were visited in

³ Peace Building Needs and Priorities Assessment, Final Report, 2 July 2013, p. 5, 15, 23.

⁴ PBNPA, p. 21, 25, 30.

⁵ PBNPA, p. 20, 31.

⁶ PBNPA, p. 20.

⁷ PBNPA, p. 31.

⁸ PBNPA, p. 31.

⁹ United Nations Peace Building Support Office/Peace Building Fund Priority Plan, p. 10.

¹⁰ PPP Annex 1, M&E Plan, Indicator 1.4.

these 3 provinces. The mission noted that there are few minority police officers employed at the various police stations. This appeared to confirm the findings of the PBNPA that minorities are underrepresented in the police.

Addressing underrepresentation is a considerable challenge given that pursuing a career in law enforcement is unpopular amongst young people. A range of factors influence this situation, such as inter alia a perceived lack of prestige, dangerous working conditions and low wages and the widespread belief that active military service is a requirement to enter the police force (even though candidates can also be accepted if they have completed alternative service).

Enrollment of students belonging to minorities in the MoI's Training Academy and Special Secondary School is low. Minority presence in the police can be expected to go down further in the future if a comprehensive plan of action to encourage persons belonging to minorities to join the police service and to improve prospects for training and career advancement is not put in place.

A similar situation applies to the presence of women in the police. It has been reported that women make up around 25% of the staff at the MoI's head office in Bishkek.¹¹ At the same time, the abovementioned UNODC assessment mission found a much lower percentage of women police officers in some of the police stations visited (i.e. often below 10%). In October 2010, an Association of Police Women in the Kyrgyz Republic was created in order to assist female police officers to enhance their involvement and visibility in the work of the police. In order to offer a more effective response to the high sense of insecurity and lack of trust in the police, identified in the PBNPA, efforts to ensure successful integration of women in police services need to be scaled up.

While a more representative composition of the police has intrinsic value, on its own it will not be sufficient to address the lack of public trust in the police. A recent survey on trust in law enforcement bodies amongst a sample of the population in Bishkek and Osh confirmed low public awareness of the work of the police and a general perception that the police does not make sufficient efforts to prevent crime and improve security at the local level.¹² The survey also showed reluctance amongst the population to report crime and other concerns to the police. Approximately 40% of respondents confirmed that they would not be willing to complain about police performance for fear of retaliation by the police. This points to the need to strengthen dialogue and information sharing with local populations and to improve complaints handling and internal and external police accountability mechanisms.

1.2. Donor Mapping and Gap Analysis

In April 2013, the Government of the Kyrgyz Republic approved so-called Police Reform Measures. This project is aligned with these measures, which will guide efforts to reform the police in line with the requirements of the National Strategy for Sustainable Development of the Kyrgyz Republic for the period 2013-2017.

¹¹ OSCE supported Association of Women Police in Kyrgyzstan celebrates its first anniversary, www.osce.org/bishkek/84160, 20 October 2011.

¹² SIAR Research & Consulting, Результаты опроса по вопросам безопасности и деятельности правоохранительных органов в гг. Бишкек и Ош, September 2013.

In the Police Reform Measures, the Government of the Kyrgyz Republic confirms the findings of the PBNPA and acknowledges “a decrease of people’s confidence” inter alia as a result of human rights violations by police officers; corruption, violation of the law and service discipline; rude and disrespectful attitude towards citizens, non-observance of ethical norms; low level of professionalism; breaches of procedural rules in crime investigation; and a lack of transparency in the activities of the police.¹³

To address these challenges, the Government of the Kyrgyz Republic proposes to “strengthen the cooperation between police and population on the basis of social partnership principles in crime prevention, provision of law and order, public safety, and development of the institution of civilian oversight over police work”. The Police Reform Measures also note that “the effectiveness of the police work should be measured primarily by public assessment of the completeness and timeliness of the response to received reports and complaints on police officers, the measures that police take on restoring human rights after violations and the efforts to ensure proper public safety”. Specific directions of work set out in the strategy include “providing assistance and law enforcement services to the population, as well as taking into account the best international practices tested in the Kyrgyz Republic (mobile police receptions, “neighborhood watch”, etc.); enhancing and developing new mechanisms of cooperation between civil society institutions and law enforcement agencies for assessment of police activities; creating effective mechanisms for strict compliance of police officers with the norms of professional ethics and human rights; reviewing complaints, appeals and petitions of citizens fully and transparently through the introduction of an electronic register, at the same time creating a single duty dispatch service, and creating an interagency system for recording and reporting crimes on the basis of a common statistical database”.

In order to oversee implementation of the new police reform strategy, in September 2013, a Coordination Council on Police Reform was created. At the inaugural session of this Coordination Council in October 2013, the MoI presented a costed action plan for the implementation of the police reform measures. This action plan specifically foresees efforts to improve gender and minority representation; strengthen complaints handling; and increased dialogue with local communities. According to the MoI, the total funding needs for the reform plan amount to USD 77 million, of which the Government will contribute 26 million from the national budget. At present, a funding gap exists of USD 51 million (USD 10 million per year).¹⁴

OSCE has actively promoted community policing through its Police Reform Programme and Community Security Initiative. For example, this includes the establishment of mobile police stations in Batken, Chui, Jalalabad and Osh Oblasts and a broad range of police training, mentoring and coaching activities. Training has been conducted on policing in a multi-ethnic environment. A course on the “Specificity of policing in a multiethnic society” has been introduced in the MoI’s Training Academy and Special Secondary School. OSCE and other international organizations have also provided sustained support to the creation and functioning of so-called Local Crime Prevention Centres. At present, OSCE also supports the creation of a new Civilian Oversight Board over activities of law enforcement institutions.

¹³ Police Reform Measures, approved by Resolution No. 220 of the Government of the Kyrgyz Republic on 30 April 2013.

¹⁴ MoI presentation, 4 October 2013.

This project will not repeat or duplicate such technical assistance, but instead supports implementation of key elements of the Police Reform Measures and the new plan of action. The plan of action foresees dialogue platforms, analysis of the gender and ethnic composition of the police force, and better complaints handling procedures, which are highly relevant for peace building and are currently not covered from the Government's own resources or by OSCE's programmes.

With its focus on increasing gender representation in the police and strengthen gender-sensitivity of police officers, the project also addresses current gaps in implementation of the National Action Plan on implementation of UN Security Council Resolution 1325 on women, peace and security. This action plan foresees a gender review of the composition of the staff in various law enforcement agencies, including the MoI, as well as educational workshops for female law enforcement officers on enhancement of gender sensitivity and acquisition of skills to provide help to victims of violence.

Finally, the project will support implementation of relevant recommendations from UN human rights mechanisms in relation to the participation of minorities in law enforcement activities in the Kyrgyz Republic. Most recently in February 2013, the Committee on the Elimination of Racial Discrimination expressed concern over "the very low representation of minority ethnic groups in political and public affairs [...] including the police, which has decreased since 2007 and following the June 2010 events".¹⁵ The Committee encouraged Kyrgyzstan "to take concrete and comprehensive measures to ensure that persons belonging to minority ethnic groups are adequately represented [...] in the police, at all levels". This and other relevant recommendations from UN human rights mechanisms remain unaddressed. The project addresses this gap in line with PPP outcome 1, which specifically requests support to implementation of such recommendations as an important peace building goal.

2. Project Concept and Theory of Change

2.1. Relevance to Peacebuilding

The interventions proposed under the project correspond directly to the main purpose and the expected outcomes of the Peacebuilding Priority Plan (PPP). As explained above, the project's activities, in particular those focusing on increasing gender and minority representation and strengthening police accountability mechanisms, are aimed at increasing trust in the police and will thus contribute to the realisation of outcome 1 of the PPP. In addition, activities to promote regular dialogue between the police, LSGs and local populations can also be expected to have a positive impact on the capacity of LSGs and civil society to bridge divisions and reduce local tensions in line with outcome 2, and on the population's sense of a common civic identity and increased respect for diversity and minority rights in line with outcome 3.

Targeting the police is highly relevant in the context of peacebuilding in Kyrgyzstan. A survey on prospects for a peaceful future conducted amongst young people in 2012, revealed that minority populations in the South of Kyrgyzstan continue to feel targeted by

¹⁵ CERD/C/KGZ/CO/5-7, Committee on the Elimination of Racial Discrimination - Concluding Observations on the fifth to seventh periodic reports of Kyrgyzstan adopted by the Committee at its eighty second session (11 February – 1 March 2013), www.ohchr.org, 19 April 2013.

what they call a monoethnic Kyrgyz police force.¹⁶ Sustainable peace will not be possible if these feelings of insecurity amongst minority populations are not addressed.

During the June 2010 conflict in the South, the police were seen as inactive and ineffective in preventing violence. Allegations of arbitrary arrests and ill treatment by law enforcement officers in the aftermath of the June 2010 events further aggravated the situation and increased mistrust between ethnic groups. Activities to increase gender and minority representation in the police, strengthen police accountability mechanisms, and expand dialogue between the police and local communities are necessary to break this cycle of mistrust and to develop a more transparent and responsive police service, which will be perceived as enforcing the law impartially, provide community safety. This in turn will promote stability and lasting peace in the country.

2.2. Catalytic Effects

For the vast majority of citizens, especially among marginalized groups in rural areas, the most visible representation of government and the state is the presence of police. Thus, improving public trust in and engagement with this key state institution can have a significant positive impact on citizens' perception of human security, their interaction with state, government and community representatives, as well as their respect for the rule of law and human rights.

More specifically, the project is expected to have the following catalytic effects:

- By launching the process for the development, adoption and implementation of binding new regulations on gender and minority representation in the police, including an action plan for pro-active recruitment, training and career advancement, and by increasing the use of multi-ethnic and gender balanced police teams, the project will prepare the ground for the establishment of a more representative police service. This will have long term benefits for peace and stability in the country by creating a police service, which is considered trustworthy and perceived as more legitimate amongst different population groups. The additional benefit of the presence of more female police officers will be increased gender sensitivity and capacity to respond adequately to specific crime problems faced by women, such as sexual harassment and violence.
- By facilitating the development, adoption and implementation of standard operating procedures for complaints handling and strengthening of independent monitoring and reporting on police performance, the project will support a politically sensitive, but innovative intervention to strengthen police accountability. By specifically involving women and minority police officers in work with the public in reception areas and handling of complaints, these procedures are expected to become more accessible to vulnerable groups, in particular women and people belonging to minorities.
- By facilitating regular and systematic implementation of police driven outreach initiatives in all 14 priority locations, the project will enable the MoI to significantly scale up its existing efforts to engage in dialogue with local communities, in particular women and minorities. This is expected to provide more visibility for the police and in the long run increased public understanding of its role and trust in its work to prevent crime and conflict. At the same time,

¹⁶ Saferworld, "Nobody has ever asked about young people's opinions" – Young people's perspectives on identity, exclusion and the prospects for a peaceful future in Central Asia, p. 24-25, www.saferworld.org.uk, March 2012.

this will increase knowledge and understanding of the police on feelings of insecurity and specific crime problems experienced by women, minorities, youth and other population groups, and enable the police to better target their work to the priorities identified by local communities themselves.

2.3. Theory of Change

The project is based on the following theory of change: *if* policies and procedures to increase participation and representation of women and minorities in the police are effectively implemented, internal and external police oversight mechanisms are strengthened, and dialogue platforms involving the police, local self-government bodies and the population are in place, *then* transparency, accountability and effectiveness of the police will increase, leading to stronger public confidence in the police and other state institutions.

Public confidence in the police will increase *because* the organizational structure of the police will reflect the demographic characteristics of the community (*structure*); the presence of more women police officers will strengthen gender awareness and sensitivity and lead to better police responses to the specific needs and crime problems of women, including violence against women; the presence of more minority police officers will make police services more accessible to minority groups; minority population groups, in particular women and minorities, will contribute to decision making on policing practices (*relationship*); police officers will behave in a non-discriminatory, open and equitable manner (*behaviour*) and face disciplinary measures in case of misconduct; complaints will be channeled through established police oversight mechanisms and effectively addressed (*structure*); monitoring by external oversight mechanisms will reduce cases of ill-treatment and other human rights violations by the police, and the police will be seen as more responsive to the needs and grievances of the population, in particular women and minorities (*perception*).

3. Implementation Strategy

3.1. Target Groups

The key national counterpart for the project is the Ministry of Internal Affairs (MoI), including its educational establishments. Project components have been developed based on consultations with the MoI and aligned with key national priorities approved by the Government of the Kyrgyz Republic in its Police Reform Measures.

Other national partners are the State Agency for Local Self-Government Affairs and Inter-Ethnic Relations (LSGA) and its local representations, and Local Self-Government Bodies (LSGs). The project targets in particular these duty bearers, as they play a key role in peacebuilding at the local level, with their capacity to address conflict and crime currently hampered by poor police facilities and equipment, lack of training opportunities, limited funding, lack of mechanisms for the police to report to the wider public. As mentioned, representation of women and minorities in the police is particularly low at the local level.

Direct beneficiaries of the project are police officers in the 14 PBF priority locations, with a particular focus on women and minority police officers. The number of staff in police stations in the various districts and cities targeted by the project varies from 10 in smaller towns and villages to over 100 in the cities of Osh and Jalalabad. At least 140 police officers (10 in each priority location) will directly benefit from training and other activities.

The total population in the 14 priority districts and cities covered by the project amounts to approximately 2.2 million people. It is estimated that at least 3,000 people in the 14 PBF priority locations will directly benefit from project activities. Particular rights holders targeted include persons belonging to minorities, women and youth groups, including school children. These groups lack awareness of official channels that can be used to address grievances. As police and justice institutions' procedures are perceived as cumbersome, bureaucratic and ineffective, public engagement with these institutions is limited.

Project activities related to gender representation and participation in the police will be implemented in close consultation with the Association of Police Women. This Association was set up in 2010 in the aftermath of the conflict in the South and has been supported by OSCE and other international organisations.

In addition, the project targets oversight mechanisms, in particular the MoI's Public Advisory Council (PAC), and to a lesser extent the Ombudsman's Office and its representatives in the provinces, and the National Centre for Prevention of Torture. They currently lack capacity, experience, methodology and resources to effectively monitor police performance in its widest sense, including issues related to arbitrary arrests, ill-treatment and conditions of police detention. The MoI's PAC is constrained by a lack of clarity in its mandate and a lack of operational and financial independence. The PAC's access to police detention facilities is limited, as no unannounced visits can be undertaken. There is no effective mechanism for the MoI and the PAC to review recommendations. Cooperation between different oversight mechanisms still requires improvement. Public reporting by the PAC, including presentations to the public of monitoring reports, is rare.

3.2. Geographic Locations

The project entails a number of policy level interventions, which will be implemented at the central level with the main government counterpart, the Ministry of Internal Affairs. This relates in particular to the development of binding regulations on participation and representation of women and minorities in the police and standard operating procedures for complaints handling. Piloting of these new procedures, including through training, briefings, open days and awareness raising campaigns, will be done in the 14 priority districts and cities, as agreed by the PBF Joint Steering Committee (JSC).

Province	District/City
Batken	Leilek
	Kadam-Zhai
Chui	Alamudun
	Jety-Oguz
Issyk-Kul	Ala-Buka
	Aksy
Jalal-Abad	Suzak
	Jalal-Abad city

Province	District/City
Naryn	Jungal
	Nookat
Osh	Kara-Suu
	Kara-Kulzha
	Osh city
Talas	Kara-Bura

As noted in the PPP, these geographic locations have been chosen to reflect "areas that experience societal divisions and tensions and/or have been affected by violent conflict in the recent past, but also communities that can serve as examples as to how to prevent strife despite tensions and divisions".¹⁷

¹⁷ PPP, p. 15.

UNODC has a well-established working relationship with the MoI and previous experience conducting joint assessments and consultations, including in the southern provinces. Drawing from this experience, pilot police stations will be identified based on a joint assessment and consultations with the MoI and visits to the priority districts and cities in order to discuss needs with governor and mayor's offices, heads of police departments at the local level, and representatives from local crime prevention centres and civil society in the priority locations. At least one pilot police station will be selected in each location.

3.3. Description of Activities and Implementation Approaches

The major peacebuilding goal of this project is to increase public confidence and trust in the police and thereby reduce local tensions in the Kyrgyz Republic. This will be achieved by a multifaceted approach, focusing on increasing gender and minority participation and representation in the police and strengthening complaints handling and external monitoring of police performance in combination with the institutionalisation of regular dialogue platforms between the police, LSGs and local communities. In conjunction, these interventions will promote equal access to law enforcement services for sustainable peace in the country.

The project envisages the following outcomes, outputs and activities in order to achieve its peacebuilding goal and the implementation of the PPP (Outcome 1: Critical laws, policies, reforms and recommendations of human rights mechanisms, including UPR, are implemented to uphold the rule of law, improve access to justice, and respect, and protect and fulfill human rights):

Outcome 1: The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of minorities in the police and to ensure regular dialogue between police and minority communities

Outputs and activities under this outcome will be sequenced as follows:

- Assessment of the ethnic composition of the police force in relation to the composition of the population in priority locations
- Development of binding regulations on recruitment and representation of minorities in the police
- Implementation of a plan of action for pro-active recruitment, training and career advancement for minorities in the police, including information campaigns
- Police engagement with ethnic communities inter alia through public events, briefings, visits to schools and minority neighbourhoods, joint initiatives with minority representatives and deployment of multi-ethnic police teams and patrols

Representatives of minorities will be consulted and involved in both the planning and delivery of activities. The implementation approach includes a needs assessment, development of regulations and a plan of action and piloting of concrete awareness raising activities and police engagement with ethnic communities, which can be continued and replicated beyond the duration of the project.

Outcome 2: The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of women in the police force and to ensure regular dialogue between police and women in local communities

This outcome is specifically aimed at addressing challenges in relation to women being able to access and staff law enforcement services. Sequencing of outputs and activities will be done as follows:

- Gender assessment of policies and practices related to women in the police, including analysis of the level of representation of women in the police force in priority locations
- Development of binding regulations on recruitment and representation of women in the police
- Implementation of a plan of action for pro-active recruitment, training and career advancement for women in the police, including information campaigns
- Police training on enhancement of gender sensitivity and acquisition of skills to provide help to victims of violence
- Police engagement with women in local communities through briefings, public events, visits to schools and deployment of gender balanced police teams and patrols

Activities under this outcome will be implemented in close consultation with the Association for Police Women. Consultations will also be held with women's committees (at local crime prevention centres) and women's NGOs to target interventions to the local context in priority locations.

The implementation approach is similar to outcome 1 with the exception of police training. Specific training on enhancement of gender sensitivity and victims support have been included in order to specifically address priority needs set out in the National Action Plan on implementation of UN Security Council Resolution 1325 on women, peace and security.

Outcome 3: Police becomes more accountable and responsive to the grievances/needs of people through established complaints handling procedures and more effective independent monitoring of police performance

Under this outcome the following interventions are foreseen:

- Development of standard operating procedures, forms and information leaflets for complaints about police performance and other grievances, including in minority languages
- Police training on complaints handling with particular focus on specific issues and vulnerable groups, in particular women and minorities
- Support to lawyers and civil society organisations to promote the use of the complaints mechanism and monitor its effectiveness in the priority districts;
- Capacity development of the MoI's PAC, national human rights institutions and civil society to monitor police performance
- Information campaign on mandate of the Public Advisory Council, NPM and Ombudsman to encourage people to submit complaints and report on police performance.

The activities under this outcome are intended to strengthen internal police accountability and lead to increased sanctioning of misconduct by police officers through both disciplinary and criminal proceedings. Police training on complaints handling will pay particular attention to gender sensitivity and how to respond to violence against women and other gender-based grievances. Work on the institutionalisation of complaints handling procedures will be combined with external monitoring by the MoI's PAC, national human rights institutions and civil society organisations in order to strengthen external oversight of police performance.

3.4. Sustainability, Exit Strategy and Replicability

The project has been designed to achieve sustainability at three levels:

- Policy level: UNODC developed the project in close consultation with the MoI and received its strong support. All proposed project components are aligned with and contribute to the implementation of the Police Reform Measures, which were adopted by the Government of the Kyrgyz Republic in April 2013. These Police Reform Measures set out national priorities in the area of police reform and the MoI and other national stakeholders are committed to implementing these measures. This provides a strong guarantee for national ownership of the project and continuity in the long run. Through the development of a regulatory framework and action plans on gender and minority representation, and standard operating procedures on complaints handling, the project will additionally put in place policy measures, which will be binding and permanent so as to ensure continued implementation of these measures beyond the duration of the project.
- Institutional level: The project does not aim to set up any new structures, but instead targets existing mechanisms and strengthens these. This includes the already mentioned Coordination Council on Police Reform, which was established in September 2013 to supervise implementation of the Police Reform Measures. UNODC has observer status in this coordination mechanism, which is chaired by the Vice Prime Minister and consists of the Minister of Internal Affairs, other high level officials and representatives from the MoI's PAC. During project implementation, the Council can be used as a forum to present, discuss and advocate for key project objectives. After the completion of the project, the Council can continue to monitor and discuss gender and minority participation and representation, police accountability and other relevant issues. In addition, the project will work with the MoI's PAC, which will go through a new selection procedure for membership in 2014, and will in its new composition be able to use the standard methodology for thematic monitoring of police performance piloted during the project. By involving other national human rights institutions and civil society organisations in project work, chances further increase that external monitoring and oversight of police performance will continue after the project. For trainings on complaints handling and gender sensitivity, the project will partner with the MoI's Training Academy to institutionalize such training in its curriculum.
- Financial level: The project has been designed to avoid any activities that would require substantial financial support after its conclusion. Most activities in the priority locations (public events, briefings, visits etc.) can be implemented at low cost and can be continued and replicated by the MoI without any need for major resource allocations.

3.5. Cost Efficiency

As detailed in annex 2, UNODC has carefully reviewed the expected costs and has broken these down by Outcome and by PBF Cost Category. 5.5% of the project budget has been reserved for M&E. 21% of the budget has been specifically allocated for gender equality. This percentage refers to all allocations under outcome 2 of the project aimed at increasing gender participation and representation in the police (gender assessment; regulations on recruitment and representation of women in the police; plan of action for women in policing; training on gender sensitivity and police engagement with women in local

communities). Gender considerations are further mainstreamed in a number of other activities under outcome 3. This relates in particular to police training on complaints handling and capacity development to facilitate independent monitoring of police performance, which will include a special focus on gender awareness and sensitivity. If the costs associated with these activities are calculated, the gender budget is higher.

3.6. Risk Management

Risk	Likelihood (high, medium, low)	Severity of impact (high, medium, low)	Mitigating Strategy/Measures
Political instability and deterioration of the security situation in the country.	medium	high	This risk is mitigated by engaging a wide range of stakeholders, including government; national human rights institutions and civil society. In case of an adverse security situation in the country, project activities will be adjusted to focus more on central level advocacy and dialogue on police performance, as well as external monitoring by civil society.
Severe budgetary constraints and lack of funding for police reform.	high	medium	Most project activities can be implemented at a relatively low cost and easily replicated. UNODC will consistently advocate for budgetary allocations by the Government of the Kyrgyz Republic to further sustain the project's achievements in the long run.
High turnover rates of senior management in the police.	medium	medium	The project has been designed in line with relevant national priorities, in particular the Police Reform Measures approved by the Government of the Kyrgyz Republic in April 2013. This ensures that activities will receive sufficient political backing regardless of who is in charge. In case of changes in political leadership, in particular at the MoI, UNODC will do its utmost to establish solid working relations and advocate for support for the project with new senior managers.

3.7. Results Framework and M&E Systems

The project results are articulated in the results framework which captures the essential elements of the outcomes, outputs and impact both at national and project level.

Implementation of the project will be consistently monitored by UNODC staff and the results (progress of the project activities) will be discussed by the Project Board (comprised of UNODC and its project partners).

Concrete indicators have been identified to measure progress in project implementation. These include measurement of:

- the number of women and minorities enrolled in police schools, employed in the police and assigned to senior level positions;
- the number of police officers sanctioned in disciplinary and criminal proceedings in relation to misconduct;
- the number of recommendations from oversight bodies implemented;
- the percentage of people who have confidence in the police and who report crime and conflict to the police in priority locations.

Baselines will be set at the start of the project. To this end, surveys and field monitoring will be conducted in targeted geographic locations and relevant statistical data will be collected from the MoI and other stakeholders. This will be repeated upon completion of the project to measure progress against targets set.

Regular progress reports and the project final report will be submitted to the JSC and PBSO. External project evaluations will be conducted at mid-term and in the final stage of the project. The joint and impartial mid-term review will allow the project to integrate the principles of performance-based budgeting, and to adjust the remaining programming in line with evolving peacebuilding needs and opportunities.

4. Management Arrangement and Partnership

4.1. Implementation Capacity and Comparative Advantage

UNODC is one of the lead UN agencies mandated to assist countries in developing and implementing strategies, policies and programmes for reforms in law enforcement and the rule of law, guided by UN standards and norms on crime prevention and criminal justice. In line with this mandate, UNODC is well placed to support efforts to improve gender and minority representation in the police and to strengthen internal and external police accountability.

UNODC has been present in Central Asia since 1993, and has been implementing a broad range of global, regional and national programmes in the Kyrgyz Republic including in drug control, crime prevention and criminal justice with an average budget of USD 5.5 million per year. UNODC has established strong partnerships with both the Vice Prime Minister for Law Enforcement, Defence and Emergency Situations, the Ministry of Internal Affairs and other government counterparts. UNODC has observer status in the Coordination Council on Police Reform and has experience implementing a range of activities targeting law enforcement.

UNODC combines top-down and bottom-up approaches to assure the needs and rights of women and minorities are taken into account at all levels and to promote the engagement of civil society and the wider public into the implementation of state policies and strategies.

4.2. Effective Partnership

The project will be implemented by UNODC in close cooperation with relevant UN agencies within the framework of the PBF (including UNDP, OHCHR, UNHCR and UN Women) as well as other international partners (above all OSCE), the Government and civil society. The key national partners will be the Ministry of Internal Affairs, its Training Academy, the State Agency for Local Self-Government Affairs and Inter-Ethnic Relations (LSGA) and civil society organizations. UNODC will arrange regular consultations with stakeholders throughout the project cycle to facilitate effective communication, especially regarding joint decision-making, collaboration, capacity building and knowledge sharing, as this engagement is crucial to the effectiveness and sustainability of peacebuilding measures in general and in exercises designed to build mutual understanding and trust in particular. Roles and contributions of various stakeholders can be described as follows:

RUNOs/National Counterparts/Implementing Partners/Others	Roles and Contributions	Duration/Period of Engagement
UNODC	Leadership and oversight on project design, implementation, monitoring and evaluation.	30 months
Ministry of Internal Affairs and its Training Academy	Coordination and implementation of all components of the project, including at the central level and in priority locations.	30 months
State Agency for Local Self-Government Affairs and Inter-Ethnic Relations	Coordination and implementation of activities related to police engagement with the public	30 months
Association of Police Women	Coordination and implementation of activities related to increasing the participation and representation of women in the police	30 months
MoI Public Advisory Council, National Human Rights Institutions, NGOs	Coordination and implementation of activities related to independent monitoring of police performance	30 months
OHCHR	Participation in project activities in order to provide expertise on the rights of women and minorities	30 months
OSCE	Participation in project activities to provide expertise and overall cooperation and coordination on complementary efforts in the area of police reform	30 months
UNDP	Participation in project activities and overall cooperation and coordination on complementary efforts, in particular in relation to the work of the State Personnel Service	30 months

4.3. Management and Coordination Arrangements

Project implementation will be coordinated by an International Project Coordinator with the support of a project team consisting of one National Project Officer, an Administrative Assistant, Finance Assistant and Driver. They will be supervised by an International Project Manager (funded by UNODC through other sources of funding) who will also act as senior rule of law adviser and conduct all high level consultations with the Ministry of Internal Affairs and other national counterparts. International and national consultants will be recruited for specific activities. Project staff will be based at the UNODC Programme Office for Kyrgyzstan in Bishkek.

A Project Board consisting of all project partners will be established to monitor project implementation on a quarterly basis. This board will include inter alia representatives from the Office of the President, the Government Administration, the Ministry of Foreign Affairs, the Ministry of Internal Affairs, other government counterparts, as well as the MoI's Public Advisory Council, the Association of Police Women, civil society organisations, UN agencies, OSCE and other relevant international partners.

4.4. Administrative Arrangements (standardized paragraphs – 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 Participating 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)¹⁸, 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

¹⁸ Available at: <http://www.undg.org/docs/9885/Protocol-on-the-role-of-the-AA.-10.30.2008.doc>

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 provide no later than July 31st;
- Annual narrative progress 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;
- Final narrative reports, after the completion of the activities in the approved programmatic document, to be provided no later than four months (30 April) of the year following the completion of the activities. The final report will give a summary of results and achievements compared to the goals and objectives of the PBF; and
- 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 been 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 AA's website (<http://mptf.undp.org>).

ANNEXES

Annex 1: Donor Mapping and Gap Analysis

Targeted peacebuilding thematic areas/sectors	Key Institution	Key projects/Activities	Duration of projects/activities	Budget in USD	Estimated gap in USD
<i>Police Reform</i>	<i>OSCE</i>	<i>Support to police reform, revision of legislation and policies, community policing.</i>	<i>since 2003</i>	<i>30 million, i.e. 3 million per year</i>	<i>51 million (as per MoI estimates)</i>
<i>Good governance</i>	<i>USAID</i>	<i>Support to transition initiatives: promoting citizen oversight/ engagement on police reform, supporting Local Crime Prevention Centers, and improving constructive community/police relations, etc.</i>	<i>4 years: from 2010 to 2013</i>	<i>30 million</i>	<i>N/A</i>
<i>Rule of Law</i>	<i>EU</i>	<i>Support to strengthening oversight system, promotion of judiciary reform and fight against corruption.</i>	<i>60 months from signing of agreement in Sept 2013</i>	<i>18 million</i>	<i>N/A</i>

Annex 2: Project Budget Tables

a) Project Budget by Outcome

Project Budget Agency: UNODC		Project Outcome 1	Project Outcome 2	Project Outcome 3	Project Outcome 4	Project Outcome 5	Project Outcome 6	Project Outcome 7	Project Outcome 8	Project Outcome 9	Project Outcome 10	TOTAL
Outcome 1: Critical laws, policies, reforms and recommendations of international mechanisms, including UPR, are implemented to speed the rate of law, improve access to justice, and respect and protect and fulfill human rights												
Project Outcome 1	Activity 1.1.1 Conduct assessment of the ethnic composition of the police service in relation to the composition of the population	\$10 000	\$0	\$15 000	\$2 400	\$0	\$5 600	\$0	\$0	\$0	\$5 600	\$33 000
	Activity 1.1.2 Develop Regulations on participation and representation of minorities, including plan for pro-active recruitment, training & career advancement	\$15 000	\$0	\$30 000	\$5 000	\$0	\$5 600	\$0	\$0	\$0	\$5 600	\$55 600
	Activity 1.1.3 Conduct public awareness campaign on police work, recruitment procedures and career opportunities targeting minorities (1 per year in all priority district)	\$5 600	\$0	\$0	\$2 800	\$0	\$4 000	\$0	\$0	\$0	\$4 000	\$12 400
Project Outcome 1	Activity 1.2.1 Organize public events to build trust and increase dialogue on crime and conflict prevention in priority districts (1 open day per yr at main police station; and a roundtable with LSGs and key community groups & leaders to report on police work)	\$5 000	\$0	\$0	\$2 800	\$0	\$5 600	\$20 000	\$0	\$0	\$5 600	\$33 400
	Activity 1.2.2 Organize awareness campaigns on crime and conflict prevention by police officers, representatives of other state bodies, local crime prevention centres and civil society organisations for school children and youth in priority districts (twice per year)	\$5 000	\$0	\$20 000	\$2 800	\$0	\$4 000	\$0	\$0	\$0	\$4 000	\$31 800
	Activity 1.2.3 Support 14 police points and neighbourhood patrols involving minority police officers	\$10 000	\$32 000	\$15 000	\$2 400	\$0	\$5 600	\$0	\$0	\$0	\$5 600	\$65 000
Project Outcome 2	Activity 2.1.1 Conduct assessment of the level of representation of women in the police service	\$5 000	\$0	\$15 000	\$2 000	\$0	\$5 600	\$0	\$0	\$0	\$5 600	\$27 600

	Activity 2.1.2. Gender assessment of policies and practice related to women in the police	\$5 000		\$15 000		\$5 600	\$25 600
	Activity 2.1.3. Develop Regulations on participation of women, including plan for pro-active recruitment, training & career advancement	\$10 000		\$15 000		\$5 600	\$30 600
	Activity 2.1.4. Conduct informational campaigns on police work, recruitment procedures, and career opportunities for women	\$8 000		\$20 000		\$5 600	\$33 600
	Outcome 2						
	Activity 2.2.1. Conduct training for 140 police officer on enhancement of gender sensitivity and acquisition of skills to respond to violence against women	\$10 000		\$15 000	\$5 000	\$5 600	\$35 600
	Activity 2.2.2. Support police points and neighbourhood patrols involving women police officers	\$10 000	\$126 000	\$10 000	\$2 800	\$5 600	\$154 400
	Project Outcome 3						
	Outcome 3						
	Activity 3.1.1. Develop standard operating procedures, forms and information leaflets for complaints about police performance and other grievances	\$10 000	\$0	\$15 000	\$5 000	\$5 600	\$35 600
	Activity 3.1.2. Pilot standard operating procedures and establish designated reception areas in main police stations in 14 priority districts	\$18 000	\$28 000	\$10 000	\$5 000	\$5 600	\$66 600
	Activity 3.1.3. Conduct survey on training delivered and further training needs in priority districts	\$3 000	\$0	\$5 000	\$2 800	\$4 000	\$14 800
	Activity 3.1.4. Organize 2 day training for 140 police officers (at least 10 staff per priority district) on complaints handling at selected police stations in priority districts with particular focus on women, children and minorities in all priority districts	\$10 000		\$15 000	\$5 000	\$5 600	\$35 600
	Activity 3.1.5. Provide support to lawyers and civil society organisations to promote the use of the complaints mechanism and monitor its effectiveness in the priority districts	\$5 000			\$2 800	\$5 600	\$33 400
	Outcome 3						
	Activity 3.2.1. Conduct two thematic monitorings on police performance with involvement of the Public Advisory Councils, NPM, Ombudsman and civil society organizations.	\$5 000	\$0		\$5 000	\$4 000	\$34 000
	Activity 3.2.2. Conduct thematic monitorings on gender sensitivity in the police	\$5 000		\$10 000	\$5 000	\$5 600	\$35 600
	Activity 3.2.3. Organize annual meetings with participation of Public Advisory Councils, NPM, Ombudsman and civil society organisations to publicly report on police performance (Total 2 meetings)	\$10 000	\$0	\$0	\$5 000	\$5 600	\$20 600
Project Outcome 3							

	Activity 3.2.4 Conduct information awareness campaign on mandate of the Public Advisory Councils, NPM and Ombudsman to encourage people to submit complaints and report on police performance	\$10 000	\$0	\$10 000	\$0	\$0	\$10 000	\$5 540	\$25 540
	Project Management Milestones								
	Project Steering Committee meetings	\$8 000							\$8 000
	M&E Measures								\$45 000
	Baseline assessments and Surveys			\$6 000					\$6 000
	Mid-term Evaluation	\$2 000		\$12 000		\$3 000			\$17 000
	Complete Final Project Evaluation	\$4 500		\$16 000		\$4 500			\$25 000
	Sub-Total by Project								
	Staff and other personnel cost (Excluding M&E Officer)								\$436 300
	a) International Project Coordinator (will support primarily the financial and administrative management of programme components and have responsibility for visibility activities). 24 months*\$14,000								\$336 000
	b) National Project Officer (will support the management of programme components, with specific responsibility for police reform component). 24 months*\$1,600								\$38 400
	c) Senior Administrative Assistant (will provide administrative support to all project staff). 24 months*\$1,300								\$31 200
	d) Senior Finance Assistant (will be responsible solely for administering the finances relating to the project). 24 months*\$1,300								\$31 200
	e) M&E Officer (will be responsible for the implementation of the M&E Plan, with a particular focus on gender). 20 months*\$1,600								\$32 000
	Sub-Total (including by cost category)								\$1 365 140
	Indirect support costs (2%)								
	% of staff and other personnel cost of total project cost agency A								29.90

Annex 2: b) Budget Summary: Project Budget by PBF Cost Categories & Project Budget Summary by Project Outcomes and Outputs

Note: Copy cells/ parts of budget or remove them as appropriate for your project. Adjust formulas as required. Most amounts are linked to those in table 2.a).

Project Budget by PBF Cost Categories	AMOUNT UNODC in USD	AMOUNT AGENCY B in USD	AMOUNT AGENCY C in USD	TOTAL in USD
1. Staff and other personnel cost	\$436 800	\$0	\$0	\$436 800
1.1* M&E Officer (will be responsible for the implementation of the M&E Plan, with a particular focus on gender)	\$32 000			\$32 000
2. Supplies, commodities, materials	\$189 100	\$0	\$0	\$189 100
3. Equipment, vehicles, furniture including depreciation	\$186 000	\$0	\$0	\$186 000
4. Contractual services	\$259 000	\$0	\$0	\$259 000
5. Travel	\$81 100	\$0	\$0	\$81 100
6. Transfers and grants to counterparts	\$70 000	\$0	\$0	\$70 000
7. General operating and other direct costs	\$111 140	\$0	\$0	\$111 140
Sub-Total Project Costs	\$1 365 140	\$0	\$0	\$1 365 140
8. Indirect support costs (not exceed 7%)	\$95 560	\$0	\$0	\$95 560
Total Project Cost	\$1 460 700	\$0	\$0	\$1 460 700

Project Budget Summary by Project Outcomes and Outputs	UNODC	Agency B	Agency C	TOTAL
Project Outcome 1:	\$231 200	\$0	\$0	\$231 200
Project Outcome 1				
Project Outcome 2:	\$307 400	\$0	\$0	\$307 400
Project Outcome 2				
Project Outcome 3:	\$921 100	\$0	\$0	\$921 100
Project Outcome 3				

Project Management Milestones					
M&E Measures					
Staff and other personnel cost					
Sub-Total					

Amounts requested by PPP outcome

Annex 2: c) Gender and M&E Budgeting

	GENDER AND M&E BUDGET IN USD	AMOUNT
GENDER BUDGETING	Total funds dedicated to gender equality	\$307 400
	% of the Total Project Budget (min 1.5%)	21%
M&E BUDGETING	Total funds dedicated to M&E measures (min \$50,000 to 80,000 strongly encouraged)	\$80 000
	% of the Total Project Budget (min 3%)	5.5%

Annex 3: Results Framework

Priority Outcome 1: Critical laws, policies, reforms and recommendations of human rights mechanisms, including UPR27, are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfill human rights.

UNDAF Pillar A:			
<i>Peace and Cohesion, Effective Democratic Governance and Human Rights</i>			
UNDAF Outcome 1:			
<i>A national infrastructure for peace (at local, regional and national levels) involving government, civil society, communities and individuals effectively prevents violent conflict and engages in peacebuilding</i>			
PPP Outcome(s):			
<i>Outcome 1: Critical laws, policies, reforms and recommendations of human rights mechanisms, including UPR, are implemented to uphold the rule of law, improve access to justice, and respect, and protect and fulfill human rights</i>			
Project Peacebuilding Goal:			
<i>By increasing gender and minority participation and representation, by strengthening internal and external oversight over the police, and by introducing regular dialogue platforms between the police, LSGs and the population, the project will contribute to increasing public confidence and trust in the police and judiciary and thereby reduce local tensions</i>			
Theory of Change:			
<i>If policies and procedures to increase participation and representation of women and minority groups are effectively implemented, if dialogue platforms and active police engagement with women and minorities in local communities are in place, and if internal and external police oversight mechanisms are strengthened, then transparency, accountability and effectiveness will increase leading to stronger public confidence in the police and other state institutions</i>			
PPP Outcome Indicator(s)			
Citizens' trust in national state institutions is increased		Baseline	Time-bound Target
		TBD	10% increase over baseline by end of 2016
			Key Assumptions
			Political will to strengthen the rule of law and increase accountability
OUTCOME 1:			
<i>The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of minorities in the police and to ensure regular dialogue between police and minority communities</i>			

Type of Change:			
<i>Structural: establishing regular dialogue platforms to increase police accountability to the minority populations; Relational: ability of police to engage with minority populations, address their grievances and prevent tension Personal: moving from fear of police to trust in police amongst minority populations</i>			
Outcome Indicator(s)	Baseline	Time-bound Target	Key Assumptions
1.1. Number of minorities enrolled in police schools	Statistics to be collected in police schools	15-20% increase by 2016	Interventions can be implemented & seen to be effective within the project period
1.2. Number of minorities employed in the police	Statistics to be collected from the MoI	10% increase by 2016	Interventions can be implemented & seen to be effective within the project period
1.3. Number of minorities in senior level positions	Statistics to be collected from the MoI	3-5% increase by 2016	Interventions can be implemented & seen to be effective within the project period
OUTPUTS			
1.1 Regulations on participation and representation of minorities, including plan for pro-active recruitment, training & career advancement adopted	Output Indicators 1.1 MoI Resolution adopted and Action Plan developed	Target Policy paper endorsed and effectively implemented	Key Assumptions Commitment from the MoI to increase representation of minorities in the police service
1.2 Regular dialogue between the police and minority communities established	1.2 No. of public events conducted 0	84	Commitment of the LGS and the police service to engage with the public
OUTCOME 2:	<i>The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of women in the police force and to ensure regular dialogue between police and women in local communities</i>		
Type of Change:	<i>Structural: increased role and representation of women in policing; Relational: ability of police to introduce and implement gender sensitive policies Personal: moving from fear of police to more trusted police</i>		
Outcome Indicator(s)	Baseline	Time-bound Target	Key Assumptions
2.1. Number of women employed in the police	Statistics to be collected in the target locations	10% increase by 2016	Interventions can be implemented & take effect within the project period

2.2. Number of women enrolled in police schools	Statistics to be collected in the police schools	15-20% increase by 2016	Enrolment in police schools is not negatively affected by factors beyond the scope of this project
2.3. Number of women in senior level positions	Statistics to be conducted from the MoI	3-5% increase by 2016	There are sufficient numbers of qualified women police officers who can be promoted
OUTPUTS 2.1 Regulations on participation of women, including plan for pro-active recruitment, training & career advancement adopted and effectively implemented 2.2 Gender sensitive approaches in the work of the police service introduced	Baseline No policy paper available 0	Target Policy paper endorsed and effectively implemented 140	Key Assumptions Commitment from the MoI to increase representation of women in the police service Strong commitment of the police service to conduct regular training and develop gender sensitive policies
OUTCOME 3:	<i>Police becomes more accountable and responsive to the grievances/needs of people through established complaints handling procedures and more effective independent monitoring of police performance</i>		
Type of Change:	<i>Structural: internal police oversight mechanism established to better respond to people's grievances Relational: ability of police oversight body to quickly respond to police misconduct and prevent potential conflicts Personal: moving from distrust in complaints handling system to increased confidence in ability of the police to address complaints</i>		
Outcome Indicator(s) 3.1. Number of police officers sanctioned in disciplinary and criminal proceedings in relation to misconduct	Baseline Statistics to be collected from the MoI	Time-bound Target % 10-15 increase by 2016	Key Assumptions Strong commitment of the Ministry of Interior to fairly process disciplinary cases of misconduct. Commitment of justice institutions to prosecute serious misconduct.

3.2. % of recommendations from oversight organizations implemented		Very low level of implementation	50% implementation rate	Political will to implement recommendations and adequate financial resources to back up reforms
OUTPUTS	Output Indicators	Baseline	Target	Key Assumptions
3.1 Complaint mechanism established to increase police accountability	3.1. Standard Operating Procedures approved by the MoI and piloted in priority districts; No. of designated reception areas created	0	14	Commitment of the MoI and police force at the local level to develop and implement effective regulations for complaints handling system
3.2 Independent monitoring of police performance strengthened	3.2. No of reports on police performance published	At least 1 report per year on police detention	at least 2 thematic reports on police performance (system of complaints, gender sensitivity, interaction with the public, access to lawyers, etc.)	Capacity and willingness of oversight mechanisms to conduct monitoring, develop comprehensive reports and actively advocate for implementation of recommendations at all levels

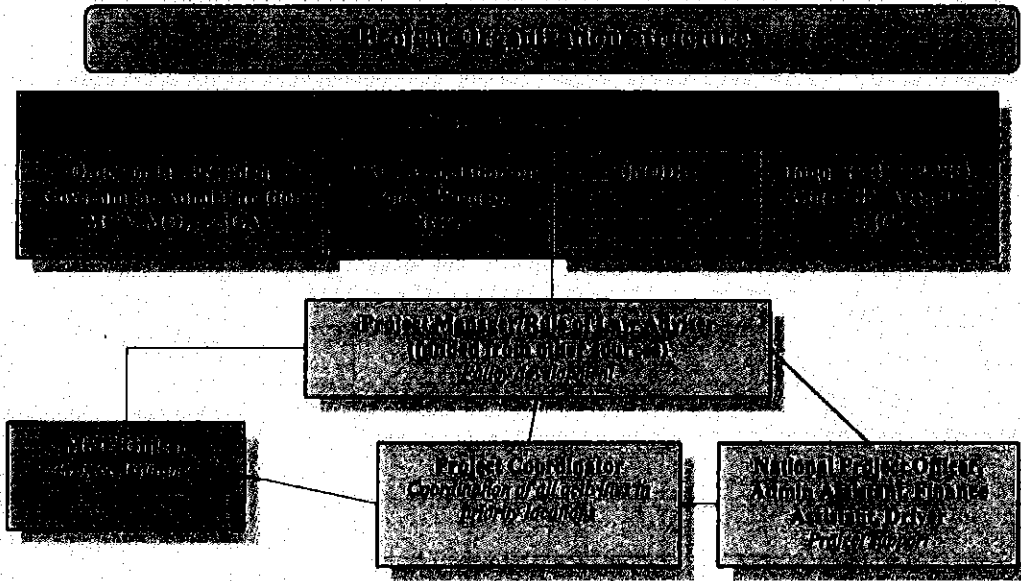
Annex 4: M&E Plan

Project Outcome Indicators	Baseline	Time-Bound Target	Means of Verification including data collection methodology	Frequency	Required Budget	Roles & Responsibilities of data collection, analysis and reporting
Number of women and minorities employed in the police	Statistics to be collected in the target locations	10% increase by 2016	MoI disaggregated data by gender, education, ethnicity and age	In the beginning and at the end of the project	\$1 000	M&E Officer to coordinate with the MoI
Number of women and minorities enrolled in police schools	Statistics to be collected in the police schools	15-20% increase by 2016	MoI disaggregated data by gender, education, ethnicity, age, etc.	In the beginning and at the end of the project	\$1 000	M&E Officer to coordinate with the MoI
Number of women and minorities at senior level positions	Statistics to be conducted from the MoI	3-5% increase by 2016	MoI disaggregated data	In the beginning and at the end of the project	\$1 000	M&E Officer to coordinate with the MoI
Number of police officers sanctioned in disciplinary and criminal proceedings in relation to misconduct	Statistics to be collected from the MoI	% 10-15 increase by 2016	MoI Disciplinary Commission data and judicial statistics	On semi-annual basis	\$1 000	M&E Officer to coordinate with the MoI and other relevant bodies
% of recommendations from oversight organizations implemented	Very low level of implementation	30% implementation rate	Comparative analysis of progress made in relation to implementation of oversight bodies recommendations	On annual basis	\$2 000	M&E Officer to coordinate with oversight bodies
M&E Officer post					\$32 000	M&E Officer coordinates all M&E activities
Mid-term Evaluation		Finalised by April 2015			\$17 000	M&E Officer to coordinate with UNODC Independent Evaluation Unit
Complete Final Project Evaluation		Finalised by June 2016			\$25 000	M&E Officer to coordinate with UNODC Independent Evaluation Unit
TOTAL					\$80 000	

Annex 5: Capacity Mapping of Recipient UN Organization(s)

RUNO	Targeted peacebuilding thematic areas/sectors (top five or fewer)	2012 Annual Budget in key sectors	2013 Annual Budget in key sectors	2014 Annual Budget Projection in key sectors	2013 Annual Budget and Delivery Rate by Agency Total
UNODC	1) Crime Prevention and Criminal Justice 2) Drug Control, Border Management and Law Enforcement 3) Drug demand reduction	\$1,648,809 \$2,550,503 \$2,388,928	\$1,328,650 \$3,220,400 \$1,893,700	\$1,700,400 \$2,740,733 \$1,642,654	Annual budget \$6,442,750 Annual delivery rate as of September 2013: 63%

Annex 6: Organigram of Project Management Structure



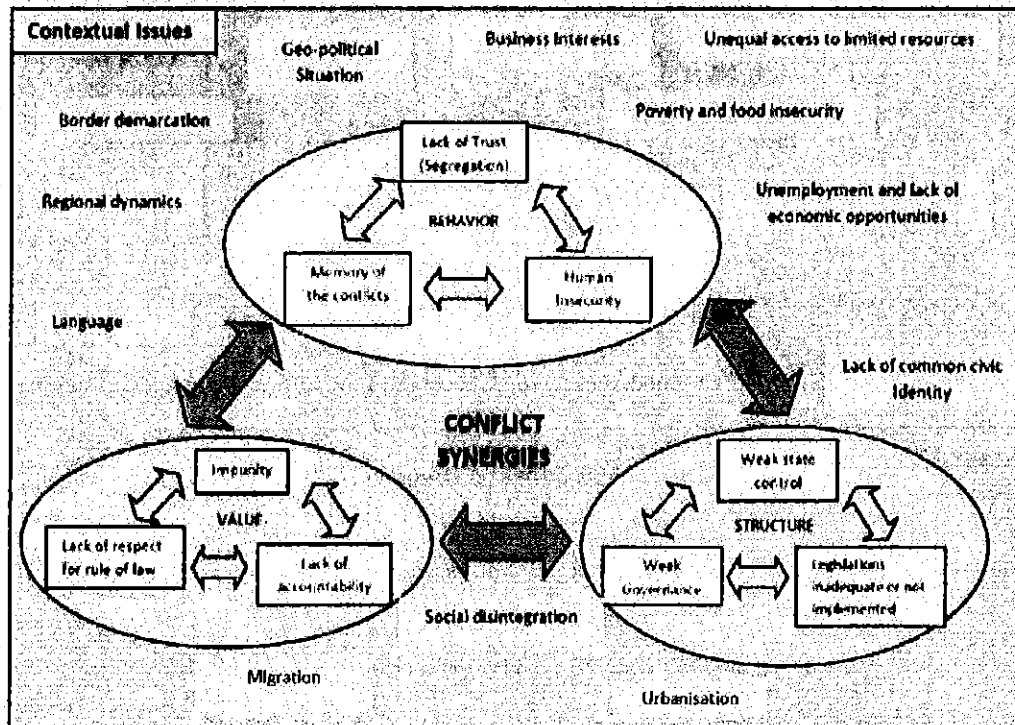
Annex 7: Preliminary Work Plan

Outputs	Key Activities	Timeframe (up to 36 months - 10 quarters)										Responsible MINO & Party mobilizing inputs	Inputs/Budget by output		
		Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10				
Outcome 1: The Government of the Ivory Coast adopts and implements policies to increase participation and representation of minorities in the police force through regular dialogue between police and minority communities															
1.1.1	Conduct assessment of the ethnic composition of the police service in relation to the composition of the population	X	X												
1.1.2	Develop Regulations on participation and representation of minorities, including plan for pro-active recruitment, training & career advancement		X	X											
1.1.3	Conduct briefing on police work, recruitment procedures and career opportunities targeting minorities (1 per year in all priority district)		X	X			X	X							
1.2.1	Organize public events to build trust and increase dialogue on crime and conflict prevention in priority districts (1 open day per yr at main police station; and a roundtable with LSGs and key community groups & leaders to report on police work)		X	X			X	X							
1.2.2	Organize briefings on crime and conflict prevention by police officers, representatives of other state bodies, local crime prevention centres and civil society organisations for school children and youth in priority districts (twice per year)		X	X			X	X							
1.2.3	Support 14 police points and neighbourhood patrols involving minority police officers		X	X			X	X							
Outcome 2: Government and local self-government bodies adopt and implement policies to increase participation and representation of minorities in the police force															
2.1.1	Conduct assessment of the level of representation of women in the police service		X	X											
2.1.2	Conduct gender assessment of policies and practices related to women in the police		X	X											

Output 2.1	2.1.3	Develop Regulations on participation of women, including plan for pro-active recruitment, training & career advancement							X	X	X									
	2.1.4	Conduct informational campaigns on police work, recruitment procedures, and career opportunities for women							X											
Output 2.2	2.2.1	Conduct training for 140 police officer on enhancement of gender sensitivity and acquisition of skills to respond to violence against women							X	X	X									
	2.2.2	Support police points and neighbourhood patrols involving women police officers							X	X	X									
Outcome 3: Police becomes more accountable and responsive to the grievances/needs of people through established complaint handling procedures and more effective independent monitoring of police performance																				
Output 3.1	3.1.1	Develop standard operating procedures, forms and information leaflets for complaints about police performance and other grievances							X	X	X									
	3.1.2	Pilot standard operating procedures and establish designated reception areas in main police stations in 14 priority districts									X	X	X							
	3.1.3	Conduct survey on training delivered and further training needs in priority districts									X									
	3.1.4	Organize 2 day training for 140 police officers (at least 10 staff per priority district) on complaints handling at selected police stations in priority districts with particular focus on women, children and minorities in all priority districts										X	X	X						
	3.1.5	Provide support to lawyers and civil society organisations to promote the use of the complaints mechanism and monitor its effectiveness in the priority districts											X	X	X					
Output 3.2	3.2.1	Conduct two thematic monitorings on police performance with involvement of the Public Advisory Councils, NPM, Ombudsman and civil society organizations.							X											

Project Management and Performance	3.2.2	Conduct thematic monitorings on gender sensitivity in the police																												
	3.2.3.	Organize annual meetings with participation of Public Advisory Councils, NPM, Ombudsman and civil society organisations to publicly report on police performance (Total 2 meetings)											X																	
	3.2.4	Conduct information awareness campaign on mandate of the Public Advisory Councils, NPM and Ombudsman to encourage people to submit complaints and report on police performance											X	X	X	X	X	X	X											
Project Management Milestones	1.	Recruitment of Project Manager and Project Staff		X																										
	2.	Formulate and Submit Final Project Work Plan		X																										
	3.	Meetings of Project Steering Committee/Board		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
M&E Measures	1.	Submission of Biannual Progress Updates										X																		
	2.	Conduct Baseline Assessment		X	X	X																								
	3.	Formulate and Submit Final Project Results Framework		X																										
	4.	Submit Annual Narrative Progress Report and Financial Statement																												
	5.	Draft and Finalise Mid-Term Project Evaluation ToRs																												
	6.	Procure Mid-term Project Evaluation Service Providers																												
	7.	Conduct and Complete Mid-Term Project Evaluation																												
	8.	Draft and Finalise Final Project Evaluation ToRs																												
	9.	Procure Final Project Evaluation Service Providers																												
	10.	Conduct and Complete Final Project Evaluation																												
	11.	Submit Final Project Narrative and Financial Reports																												

Annex 8: Conflict Synergies Graph



¹¹ Based on the model found in Fisher, Simon et al. (2000). *Working with Conflict: Skills and strategies for action*. London: Zed Books.

Annex 9: Project Summary (to be submitted as a word document to MPTF-Office for upload at the gateway)



**PEACEBUILDING FUND
PROJECT SUMMARY**

Project Number & Title:	PBF/ Peace and Trust: Equal Access to Law Enforcement and Justice (PaT)	
Recipient UN Organization:	United Nations Office on Drugs and Crime (UNODC)	
Implementing Partner(s):	Ministry of Internal Affairs (MoI) of the Kyrgyz Republic	
Location:	Kyrgyz Republic (7 provinces; 14 PBF priority districts and cities)	
Approved Project Budget:	1,460,700 USD	
Duration:	Planned Start Date: 01 January 2014	Planned Completion: 30 June 2016
SC Approval Date: (Actual Dates)	20 December 2013	
Project Description:	This project addresses the role of the police in peacebuilding. The major peacebuilding goal of this project is to increase public confidence and trust in the police and thereby reduce local tensions in the Kyrgyz Republic. This will be achieved by increasing gender and minority participation and representation in the police; strengthening complaints handling and external monitoring of police performance; and regular dialogue between the police, LSGs and local communities.	
PBF Priority Area:	Activities undertaken to build and/or strengthen national capacities to promote coexistence and peaceful resolution of conflict;	
PBF Outcome:	2. Rule of Law; 5. National reconciliation;	

	6. Democratic governance
Key Project Activities:	<ul style="list-style-type: none"> ▪ Binding regulations on gender and minority representation in the police adopted; ▪ Action plan for pro-active recruitment, training and career advancement in the police service endorsed and implemented using gender and minority sensitive approaches; ▪ Use of multi-ethnic and gender balanced police patrols increased; ▪ Police engagement and dialogue with LSGs and local communities strengthened; ▪ Police complaints handling system established to address grievances of the public; ▪ Independent oversight on police performance strengthened to improve accountability and transparency.

