

# FINAL EVALUATION REPORT



## **Inclusive Governance and Justice system for Preventing Violent Extremism**

15 December 2017 to 14 June 2021,  
Kyrgyz Republic

Implemented by UNDP, OHCHR, UNICEF, UN Women

**Prepared by:**  
**Elnura Kazakbaeva**, National Evaluation Specialist  
**Thomas Vasseur**, International Evaluation Specialist

**February 2022**  
Independent Evaluation

# TABLE OF CONTENTS

<u>LIST OF ABBREVIATIONS</u>	3
<u>EXECUTIVE SUMMARY</u>	4
<u>1. INTRODUCTION</u>	8
<u>1.1 CONTEXT</u>	9
<u>2. EVALUATION OBJECTIVES, PURPOSE AND SCOPE</u>	14
<u>3. EVALUATION METHODOLOGY</u>	16
<u>3.1. EVALUATION NORMS AND STANDARDS</u>	17
<u>3.2. EVALUATION ETHICS</u>	18
<u>3.3. EVALUATION PROCESS AND LIMITATIONS</u>	18
<u>4. FINDINGS</u>	22
<u>4.1. RELEVANCE</u>	23
<u>4.2. EFFECTIVENESS</u>	28
<u>4.3. EFFICIENCY</u>	33
<u>5. CONCLUSIONS</u>	42
<u>6. LESSONS LEARNED</u>	44
<u>7. RECOMMENDATIONS</u>	47
<u>8. ANNEXES</u>	50
<u>8.1 TERMS OF REFERENCE</u>	51
<u>8.2 QUESTIONNAIRES</u>	58
<u>8.3 LIST OF INTERVIEWEES</u>	85
<u>8.4 LIST OF REVIEWED DOCUMENTATION</u>	86
<u>8.5 EVALUATION MATRIX</u>	90

## Disclaimer

This report was prepared by an evaluation team of external, independent consultants, composed of Thomas Vasseur (team leader) and Elnura Kazakbaeva (national evaluation expert). This assignment, including the present reported has been conducted, under the review and oversight of the UNDP Project Manager in coordination with the other RUNOs (OHCHR, UN Women, UNICEF) and the PBF Secretariat. The content, analysis and recommendation of this report do not reflect necessarily any official view of the UNDP, OHCHR, UN Women, UNICEF), the PBF Secretariat. or the Government of the Kyrgyz Republic.

## Acknowledgments

The evaluator would like to thank all interviewed stakeholders for their availability and insightful contributions. In particular, the consultant's appreciation extends to the UNDP project manager and staff from the RUNOs as well the PBF Secretariat for their outstanding support and responsiveness in facilitating communication with stakeholders and continued availability throughout the assignment.

# LIST OF ABBREVIATIONS

<b>CSO</b>	Civil society organization
<b>CPP</b>	Crime Prevention Plan
<b>CRRS</b>	Center on the Religious Situation of the Kyrgyz Republic
<b>EBRD</b>	European Bank for Reconstruction and Development
<b>EUD</b>	European Union Delegation
<b>GBV</b>	Gender-based violence
<b>ISIS</b>	Islamic State in Iraq and Syria
<b>MIA</b>	Ministry of Internal Affairs
<b>MLSD</b>	Ministry of Labour and Social Development
<b>MoJ</b>	Ministry of Justice
<b>OECD</b>	Organization for Economic Co-operation and Development
<b>OHCHR</b>	Office of the United Nations High Commissioner for Human Rights
<b>OSCE</b>	Organization for Security and Co-operation
<b>PBF</b>	Peacebuilding Fund
<b>PBSO</b>	Peacebuilding Support Office
<b>PVE</b>	Prevention of Violent Extremism
<b>SCRA</b>	State Committee on Religious Affairs of the Kyrgyz Republic
<b>SDGs</b>	Sustainable Development Goals
<b>TVET</b>	Technical and vocational education and training
<b>UN CAT</b>	United Nations Committee Against Torture
<b>UNDP</b>	United Nations Development Program
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>UNFPA</b>	United Nations Fund for Population Activities
<b>UNICEF</b>	United Nations Children's Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women

# EXECUTIVE SUMMARY

## Context of Intervention

The project has been taking place in a national context, dense in events and changes, characterized by political instability and tensions around the issue of identity in the Kyrgyz Republic. Face with an emerging phenomenon of violent extremism, whether outside its border -with citizens joining foreign fighters, or on its territory – with the so-called 2010 the « Second Kyrgyz Revolution », the interethnic conflict that erupted in the south of the country, recent political change, socio-economic degradation and the impact of the COVID-19, the project has been implemented in a complex and instable context. In situation where youth and marginalized communities are having a hard time finding a job and feeling integrated, while State authorities experience significant difficulties in fulfilling its role to have all citizens included in the society, the project has been one of the first venture in the Prevention of Violent Extremism, putting an emphasis on the inclusiveness and participatory dimensions.

## Brief Description of the Project

The project is the programmatic translation of the following first of the three priorities of the 2017-2020 Peacebuilding Priority Plan (PPP), signed between the Government of the Kyrgyz Republic, the United Nations in the Kyrgyz Republic, and United Nations Peacebuilding Fund (PBF):

“Strengthening justice and security sector institutions, national and local authorities to apply socially inclusive approaches, participatory decision-making and guarantee increased civic space.”

The intervention aimed at empowering state institutions in preventing violent extremism by building inclusive, human rights-based, gender-sensitive approaches to vulnerable communities. The project intended to reach this objective through the realisation of three outputs: **(1)** State authorities have expertise and capacity to design and implement socially inclusive, gender sensitive, human rights compliant policies and legislation applying participatory approaches, **(2)** Law enforcement and judiciary have expertise and capacity to engage with stakeholders, including human rights organizations, experts and communities and operate in line with international human rights standards, **(3)** Civil society actors with a special focus to youth and women are capacitated to actively engage in the field of prevention of violent extremism with duty bearers. The project, funded by the PBF, with a value of USD 3,089,365), has been led by UNDP and co-implemented OHCHR, UN Women, UNICEF, over a 42-month period – including an extension by 6 months; from 15 December 2017 to 14 June 2021. The key beneficiaries of the project have been State Institutions, assisted through legislation reform and policy support as well as capacity-building of inclusive and participatory practices.

## Objective, Scope and methodology of the Evaluation

The purpose of this final evaluation was to assess project’s results and performance, the sustainability of benefits while drawing lessons that can inform future PVE, Peacebuilding and Development interventions. The evaluation team applied a method mixing quantitative and qualitative data collection tools. Data collection and analysis has involved the review of the project documentation and PVE-related publications (over 100 documents), remote and face-to-face interviews, electronic surveys, and questionnaires. The evaluation has applied United Nations Evaluation Group (UNEG) norms and UNDP Evaluation Guidelines and Ethics throughout the assignment. This external review has covered the entire implementation period, from 15 December 2017 to 14 June 2021. It has looked into the results achieved, and the extent to which these results have capacitated State Institutions to put into practice inclusiveness and participation, especially towards marginalised citizens.

The assignment has taken place from July to December 2021, led by a team composed by an international team leader who has conducted interviews remotely and a national evaluator who has interviewed stakeholders, also mostly remotely given the COVID-19 related measures. The main users of this evaluation are the implementing RUNOs for this project, namely UNDP, UNICEF, UN Women and OHCHR. The UN PBF as well as the relevant central institutions involved in the project are also the primary recipients of this report.

## Key Findings

### Relevance

The project has a strong degree of relevance, as it is supportive of the Kyrgyz government priorities as well as the various strategic goals, specific to each UN agency involved in the implement. The project is also appropriate to the needs of both the state institutions as the primary beneficiary of the project as well as the civil society. Learnings from previous interventions, analysis of VE drivers and substantial consultations have ensured needs have been thoroughly assessed. The vast majority of interviewed stakeholders shared the view that addressing the institutional gaps in PVE was of high relevance and agree that the legislation alignment was a necessary first step, before equipping institutions

with human rights-based and inclusive competences in its interaction with marginalised communities. The process change and the project approach have boasted a strong logic. However, the formulation of appropriate indicators of change and a more developed Theory of Change could have helped better measure the depth of the effects produced by the project.

### **Effectiveness**

Despite the complexity of both the context of intervention and the project, effective results have been reached in several areas, owing to an approach that has combined a substantial advocacy effort, a focus on the legal and policy environment, a rich capacity-building component targeting the various key institutions and the empowerment of CSO in applying human rights in their legal practices to decriminalised cases classified as VE. The buy-in of central institutions that have progressively changed its mindset to move away from a conservative stance to engage in applying inclusive policies has represented a major initial achievement of the project, crowning several months of patient and intense RUNOs' advocacy efforts. The lobbying of RUNOs, supported by key experts and trust built with institutions has led to adjusting the legal and policy framework to create an inclusive environment and place human rights at the center of law enforcement and judiciary institutional practices. The project has also demonstrated effectiveness in not only building the capacities of the key actors involved in the prevention of violent extremism, but also integrating the human rights aligned professional practices in the curricula of lawyers, judges, police officers and those interacting for communities vulnerable to VE, including CSO and community actors.

### **Efficiency**

The project is complex and labour intensive as its implementation has involved a joint operation among four UN agencies and the necessary harmonisation of procedures. Its ambitious objective has involved the widest range of stakeholders, at the local and national level, in dense activities combining advocacy, awareness-raising, training, assessment, accompaniment of local development processes; all around the highly sensitive and political issue of violent issues, touching deep into conservative institutional culture and communication gaps between stakeholders.

However, despite all challenges, activities have been delivered timely, in the COVID-19 context, and the quality of the support from the project has been praised and explained as an instrumental reason for producing concrete changes in all the targeted areas. This effectiveness, despite limited coordination, is to be granted to the project teams of each of the four RUNOs, for its full dedication and client-oriented assistance, recognised unanimously by interviewees.

### **Sustainability and Impact**

The project has established significant results within institutions, judiciary and law enforcement personnel, journalists, the civil society, and community activist. As a first endeavour in the field of PVE, the acceptance and the degree of institutionalisation has been strong and encouraging. These outcomes, – such as a revised criminal code among other amendments, have represented significant advancements for the country in terms of human rights application. However, these results need to be secured and consolidated as the project can be seen as one important phase advancing inclusiveness within the Kyrgyz state institutions, building on previous UN projects, and preceding the part of the results to which UN agencies have already committed to follow further implementation. Based on interview feedbacks, the new practices introduced within the judiciary appear to have become a practice for the cases assisted through CSO support, in the management of cases legally considered as VE-motivated and integrated into law professional curricula. While the government change has dealt a blow to the full validation of the legal judiciary reforms as some of the proposed amendments are still pending parliamentary vote and despite structural challenges to sustainability, especially threats to institutional memory due to high government staff turnover, the key actors of the judiciary, the civil society, the media at the national level, as well as the local actors in the pilot municipalities have already entered into the practice of an inclusive approach towards marginalised citizens, previously almost systematically discriminated and criminalised, based on superficial and judgmental grounds.

The impacts of the project are multiple and diverse as it occurred on the many (legal, capacity, advocacy, counselling...) fronts which have been tackled by the many activities. Stakeholder accounts clearly indicates the changes occurred within its respective sphere of work, whether it means clearing criminalised cases or taking a factual, neutral, and respectful stance by the media. The lack of composite indicators necessary to build an overall appreciation of the change produced, as well as the absence of baseline and endline surveys to investigate a close measurement of the impact from changed practices have limited the ability of the evaluation to accurately compare the progress of an inclusive PVE approach against the initial Theory of Change.

### **National Ownership**

There has been a strong ownership of central State Institutions under the government in power when the project started. And this result can be attributed to essential advocacy and technical expertise effort of the project to first get

the institution's buy in to develop inclusive institutions, and then, to adopt policies and legislation placing human rights and dialogue at the center.

The previous government, by accepting, supporting inclusiveness, before engaging in the legal reforms proposed by the projects, amending the criminal code and adjust its VE Action Plan, had given significant signs of a genuine commitment. Interviews have underlined how the change of government has changed the commitments made initially and rebuilding ownership is a priority task ahead. At the local level, municipal authorities have also expressed a sense of ownership through the concrete initiatives its has taken and commitments to gender-inclusive Local Socio-economic development plans, it has made.

The national ownership is exposed to change of governments, and the more conservative stance expressed by the current one. Ownership is also affected by a high turnover within the state counterparts' employees, and this is calling for a consolidation of institutional memory mechanisms and a continued advocacy from the side of the RUNOs.

### **Gender Equality and Human Rights**

The gender and human rights dimensions have been fully integrated into the project design and implementation as both issues are central to the vast majority of project activities.

UN Women have applied Gender Equality and Women Empowerment (GEWE) and HR (Human Rights) approaches to its components while these approaches have been a key focus of the project. As an indicator of how seriously this approach has been taken, UN Women has developed a Gender-Sensitive, Socially Inclusive (GESI) and Human-Rights-Based (HRB) practical guide, providing concrete guidance to guide project activities. This approach has largely contributed to produce results representing significant advancement in the application of human rights, in the country. Among others, the GEWE has produced important results including, a first-time, gender-focussed local socio-economic development plans, in Kyrgyzstan.

The gender and human rights dimensions have been integrated systematically into the policy and legislation review and update, with the support of the RUNOs and legal experts. It has also been integrated across the capacity-building programmes for local authorities and the civil society to practice socially inclusive approaches. When gathered by the evaluation, there is a sense that the project has helped advanced the situation and perception of women in the pilot municipalities of the project. The feedback from interviewed experts and NGOs involved in gender-focussed local socio-economic development plans, several achievements are providing evidence of this advancement. Women have been consulted and deeply involved in the formulation of the local plans where their priorities were expressed. Local authorities have recognised the needs and situations of women by making concrete commitments (dedicated municipal budgets, women appointed within the municipality as deputy of the local council). Women have mobilised and have become gender activities, and in turn, actively transformed the perception of their roles and capabilities within the local society. The public perception has also been reinforced by the performance of women who have engaged successfully into creating and running small businesses.

### **Key Lessons Learned and Conclusions**

Some of the key lessons learned and conclusion include the following:

Significant changes have been achieved with respect to the legislative framework but not institutionalized yet because of political change, so the sustainability of a part of the legislation advancement is pending parliamentary vote.

The operational rules specific to each UN agency has made it difficult to implement activities jointly from an operational point of view. The harmonization of procedures among UN agencies would greatly facilitate implementing activities as "one".

Government staff high staff turnover is a major challenge to any capacity-building, developmental project. Projects have no influence over this situation, however, there are innovative ways to mitigate this threat to institutional memory. Innovative ways worth exploring primarily involves exchanging with institutional partners on solutions to limit the impact of the government staff turnover phenomenon. In order to keep institutional memory and preserve project results, knowledge management should be given priority.

This could involve using webpage platform to serve as a repository of training content, status of institutionalized tools and approaches (...).

The experience of legal experts and NGOs providing legal assistance indicates that there is a legal vacuum in the definition of extremism. The broad and general definition of extremism is leaving open spaces for abuse of "extremism" as a

legal base of accusation. The inclusion of criteria or conditions defining extremism as a crime would likely help reduced the number of irrelevant cases of VE.

Education involves building knowledge and awareness-based education: the knowledge of Islam within and outside the Muslim community is limited. One of the consequences of this situation is that the more superficial it is, the more it is subject to manipulation (especially in rural areas), a source of divide, mistrust and threat to social cohesion. This should be taken both as a threat to address and a lesson, calling for the development of educational component on religion in PVE interventions, so as to raise knowledge about the religious fact.

The psychological dimension has been identified as overwhelmingly insufficiently addressed by law enforcement institutions, including in the probation system. Psychological suffering is reported on affecting everyone, from confined women at home, prisoners, marginalized youth, and their family members. The problem is not new but has worsened of being insufficiently addressed over time and is reported to have become even more acute as the COVID-19 pandemic affects the socialization, social inclusion, further marginalization excluded population groups. It has been mentioned as an acute and largely unanswered need by interviewees from the civil society, experts, and lawyers. This can be interpreted as call to address this need by develop psychological services. A holistic PVE response will see its effectiveness affected if the psychological dimension is not properly addressed.

### **Key Recommendations**

Follow-up with the current government and recently appointed institution staff on the project activities requiring further institutionalization.

Develop a joint UN Peacebuilding Operational Strategy, aligned to the Peacebuilding overall strategy as to the facilitate and frame the process of translating the strategy into joint UN agencies projects from the conceptual stage. with a long-term objective, clarifying the UN agencies positioning vis-à-vis Peacebuilding and develop the elements, the framework, the systems, and tools that needs to be driven by a long-term overarching objective (so it can relate to, but not driven by PBF-funding cycles or other funding opportunities).

Define a more detailed interagency coordination mechanism for both the design and implementation phase of the project.

Build the capacity to develop output and outcome level indicators within RUNOs for future Peacebuilding projects (consider expanding to all transformative/developmental projects) framework, appropriate to PVE projects.

Knowledge Management and Institutional Memory: Develop a proper knowledge management and capitalisation strategy and system. In order to limit the effects of staff turn-over and loss of institutional memory, PBF projects need to be equipped with a knowledge management strategy, which need to be informed by a thorough, substantial investment into community-level research.

Increase CSO role and Strategic Partnership: Increase resource allocation to non-State Actors (CSOs and private sector to some extent) in order to get to a more balanced intervention between State non-State Actors. Non-State actors, as well as to avoid discontinuation of CSO activities because of the lack of financial resources. (Within this recommendation, also consider the balance between the regions in KR, the national and regional level services available).

Address Mental Health and mainstream it into PVE (through the future development of legal provisions, professionalization, integrated services) The attention to the acute and omnipresence of psychological suffering, in particularly unaddressed (to the relative difference of GBV for which there is an advocacy effort) in the interaction between community members and law-enforcement institutions.

Conduct research on developing proper indicators of change (process) and impact (results) and build capacity to develop proper M&E systems for PVE but also social cohesion interventions. M&E systems should be carried over from project (at least some crucial indicators) to project to measure long term changes. Connect academics and field practitioners to develop relevant tools and indicators

Explore the possibility of harmonizing implementation modalities among UN agencies, for instance through MOUs, at the project design stage so that activities can implemented jointly by several UN agencies.

# 1. INTRODUCTION



## 1.1 CONTEXT

Kyrgyzstan has experienced a long period of political instability as the country has been subject to substantial challenges, including limited governance of weak institutions, challenged democratic construction and a tensed debate around identity. These factors, among others define of context of intervention for the project that can be characterised as highly complex and sensitive, especially given the PVE topic. The onset of violent extremism in the Kyrgyz Republic has added another level of complexity and made the need to address the drivers of violent extremism and exclusion. Violent extremism has had a domestic and international face affecting the country, as 803 Kyrgyzstan citizens have joined the ranks of foreign fighters either in Syria or Iraq. Most of the foreign fighters from the country are young males between 25-35 years-old, while women represent a growing number, constituting as much as 25% of citizens who reportedly have left to join foreign terror groups.

State authorities experience significant difficulties in understanding the contributing role that state policies and responses directly and indirectly play within this phenomenon. This difficulty has been arguably exacerbated by the still developing system of checks and balances stemming from the new Constitutional architecture, coordination challenges within the different State authorities as well as the legacy of the 2010 conflict. Although knowledge of the underlying drivers of radicalization and violent extremism has increased in the Kyrgyz Republic, instead of pursuing a policy of prevention by reducing the structural factors of exclusion that drive grievances, the state in some cases prioritize security responses to violent extremism. As a result, a lack of trust between communities and law enforcement agencies related to PVE has emerged, which curtails the cooperation necessary for effective prevention of violent extremism is also noted as a worrisome trend. For example, in its research UN Women found that women in Kyrgyzstan rarely turn to the police when they have a problem or concern with violent extremism, while law enforcement officials have limited gender sensitive data collection, consolidation, analysis and reporting capacities. These gaps of both cultural and institutional nature remain critical concerns in PVE efforts to date that need to be addressed to ensure the ultimate success of preventing violent extremism in the Kyrgyz Republic.

Even though there is no generally accepted single definition of extremism in international law, this term is used at the international level and in the legislation of many states, including the Kyrgyz Republic. In the Kyrgyz Republic there are number of legislative acts defining responsibility for propaganda of violent extremism and distribution of materials of violent extremism.<sup>1</sup>

Kyrgyzstan's anti-extremist legislation consists of the Law on Counteraction to Extremist Activity No 150 dated August 17, 2005, related provisions of the KR Criminal Code as well as correlative provisions of other legal acts. The notion of extremism is defined in the Article 1 of the KR Law "On Counteracting Extremist Activity".

While it is difficult to accurately estimate the flow of individuals from Central Asia who have traveled to join Sunni militant groups in Iraq and Syria, including ISIS and al-Qaeda, since the start of the Syrian conflict in 2011, Central Asian counter terrorism officials and experts estimate the numbers at two thousand six hundred foreign fighters. Among them, according to official report, 863 fighters are from Kyrgyzstan, who travel there between 2010 and 2016, with 188 of them (23.8%) being women. Of these, one hundred and thirty-five of the travelers are believed to be underage, with 91 departing with family members. The majority of foreign fighters (77.5%) allegedly traveled from the predominantly Uzbek-populated south of the country. ISIS returnees from Kyrgyzstan are usually sentenced between 3 to 20 years, depending on circumstances and consequences of criminal acts.<sup>2</sup>

It is difficult to provide any solid analysis as the data on foreign fighters from Kyrgyzstan are incomplete. Men and women are often able to hide their travels to Syria and Iraq from authorities. While official statistics are lacking, interview data suggests that the age range of foreign fighters from Kyrgyzstan is between 22-27, and most, if not all, are unemployed.<sup>3</sup>

The process of radicalization to violence in Central Asia is not linked to only one driver. It is a complex system of possible triggers that include political, economic, ideological, religious, social, and psychological factors.<sup>4</sup> Four factors are usually necessary to create a violent extremist/terrorist: a group, its ideology, social support, and individual vulnerabilities which tend to break out by non-conflict and conflict zones. In the case of Kyrgyzstan, groups like ISIS have been relying on a massive Internet-based propaganda campaign and face-to-face recruitment networks in Kyrgyzstan and in places where citizens migrate for work. ISIS also heavily promoted their "Caliphate" as a place where Muslims of every race

1 PIL Research, 2020, A Guide to Gender Sensitive Reporting and Countering Extremism propaganda through media literacy, [https://kyrgyzstan.un.org/sites/default/files/2020-08/%D0%A3%D1%87%D0%B5%D0%B1%D0%BD%D0%B8%D0%BA\\_0.pdf](https://kyrgyzstan.un.org/sites/default/files/2020-08/%D0%A3%D1%87%D0%B5%D0%B1%D0%BD%D0%B8%D0%BA_0.pdf)

2 Speckhard, 2017, Women and violent extremism in Europe and Central Asia, [https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF\\_UNW\\_ECA\\_KYRG%20chapter%20FINAL%20%281%29.pdf](https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF_UNW_ECA_KYRG%20chapter%20FINAL%20%281%29.pdf)

3 Speckhard, 2017, Women and violent extremism in Europe and Central Asia, [https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF\\_UNW\\_ECA\\_KYRG%20chapter%20FINAL%20%281%29.pdf](https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF_UNW_ECA_KYRG%20chapter%20FINAL%20%281%29.pdf)

4 OSCE, 2020, A Whole-of-Society Approach to Preventing and Countering Violent Extremism and Radicalization That Lead to Terrorism, [https://www.osce.org/files/f/documents/a/7/444340\\_0.pdf](https://www.osce.org/files/f/documents/a/7/444340_0.pdf)

and ethnicity would be included and given significant roles—that is, promises of equality and inclusiveness that were particularly attractive to Kyrgyzstan citizens of Uzbek ethnicity who express their feelings, whether perceived of real, of injustices, discrimination, and marginalization.<sup>5</sup>

Poor economic conditions, high unemployment remain a serious concern for Kyrgyzstan youth, especially women and youth, and may make some particularly susceptible to recruitment into violent extremist groups. ISIS foreign fighters are promised salaries, free housing, food and propane allowances, the possibility of cars, arranged marriages, and sex slaves. Moreover, unmarried men and women with poor prospects of marriage due to lack of funds might be allured by ISIS' powerful gender-specific propaganda which promises wives to men and traditional Islamic lifestyles for both.

Ignorance about political and social developments abroad, limited education and low literacy levels also make young people from Kyrgyzstan vulnerable to ISIS' Internet-based messages. Despite poverty and low education, a majority of Kyrgyzstan citizens, including girls and young women, are said to have ready access to Internet on their phones and are exposed to propaganda of benefits and greater material comforts of ISIS.

According to official statistics, more than 2,000 people are on the security watch list or have been arrested as members of various organizations listed as extremist or terrorist<sup>1</sup> or because they joined combatting forces in Syria. More than half of radicalized individuals are in the youth age category (43). Some experts point out the protest potential of youth in Kyrgyzstan, indicating that the driving force behind both revolutions in Kyrgyzstan was young people.

They see young people as a high-risk group and believe that social and material dissatisfaction, a lack of strong moral goals and principles, poverty, corruption, and injustice can easily push them toward radicalization.

The rates of women returning from ISIS are lower than that of men, likely reflecting the difficulties for women to escape —unable to travel without a chaperone, they have to have access to cash to pay a smuggler, and they risk sexual violence and death for having betrayed the ISIS cause. The authors learned of only three women who had returned, one in prison and the other two living freely. At the same time, divorced women from traditional families who are economically dependent and under constant social pressure may similarly fall a prey to recruiters.<sup>6</sup>

Nearly all the women traveling to Syria, according to law enforcement and security officials, were accompanied by their spouses, or were following their spouses, and did not travel alone to be wed there. Likewise, the women in prison who had been part of ISIS-related cells were seduced into terrorism by men they were married to. Kyrgyzstan police and intelligence officials depicted women who traveled to Syria as traditional wives obedient to their husbands and without any personal agency. Factors that were cited as causing women's vulnerability, especially among ethnic Uzbeks in the south, include under-age marriage; curtailing education after ninth grade; being expected to bear children immediately when married; being encouraged or coerced into staying at home instead of working outside; moving with in-laws and separation from one's own family; domestic abuse; religious expectations to obey and follow one's husband's lead; threats of or actual knowledge of polygamy and fear of potential abandonment; financial dependence; and ignorance about the ongoing conflicts in Iraq and Syria. Women left behind by their husbands can face dire economic, social, and legal consequences, and may follow them into ISIS for that reason as well.<sup>7</sup>

It is in this context, a Peacebuilding Priority Plan (PPP) was signed in 2017 between the Kyrgyz Government, the RUNOs and the PBF for a period of three years (2017-2020). The Plan intended to help the Government to prevent violent extremism by addressing the key drivers identified. The PPP featured three outcomes, each of which was translated into individual projects, reflecting a recommendation from the evaluation of the previous PPP to reduce the number of projects and favour joint UN agency interventions. All three projects were designed to complement one another, while focussing of different levels. Thus, the project under review is a match of the PPP Outcome 1 aiming at "Strengthening justice and security sector institutions, national and local authorities to apply socially inclusive approaches, participatory decision-making and guarantee increased civic space." The other two PPP Outcomes involved (2) "Capacitate penitentiary and probation officers as well as the police and forensic experts to prevent and address radicalization to violence by ensuring adequate safeguards respecting national and international standards" and "(3) "Increase women's and men's, boys' and girls' critical stance on ideologies instigating violence and their participation in local development and dialogues over PVE in target communities."

---

5 Speckhard, 2017, Women and violent extremism in Europe and Central Asia, [https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF\\_UNW\\_ECA\\_KYRG%20chapter%20FINAL%20%281%29.pdf](https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF_UNW_ECA_KYRG%20chapter%20FINAL%20%281%29.pdf)

6 Speckhard, 2017, Women and violent extremism in Europe and Central Asia, [https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF\\_UNW\\_ECA\\_KYRG%20chapter%20FINAL%20%281%29.pdf](https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF_UNW_ECA_KYRG%20chapter%20FINAL%20%281%29.pdf)

7 Speckhard, 2017, Women and violent extremism in Europe and Central Asia, [https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF\\_UNW\\_ECA\\_KYRG%20chapter%20FINAL%20%281%29.pdf](https://kyrgyzstan.un.org/sites/default/files/2020-01/UN%20PBF_UNW_ECA_KYRG%20chapter%20FINAL%20%281%29.pdf)

## 1.2. PROJECT DESCRIPTION

Like the other two PPP projects, this inclusive governance-focused project has been a multi-agency concerted effort with the coordination support of the PBF Secretariat, involving UNDP, OHCHR, UN Women, UNICEF, under the lead implementation of UNDP. This PBF-funded project has had an overall budget of USD 3,089,365, for a cycle of 42 months which includes a 6-month extension period (from 15 December 2017 to 14 June 2021), in order to complete activities.

The project aimed at empowering state institutions in preventing violent extremism by building inclusive, human rights-based, gender-sensitive approaches to vulnerable communities. In order to reach its objective, the project has foreseen the three following outputs **(1)** State authorities have expertise and capacity to design and implement socially inclusive, gender sensitive, human rights compliant policies and legislation applying participatory approaches, **(2)** Law enforcement and judiciary have expertise and capacity to engage with stakeholders, including human rights organizations, experts and communities and operate in line with international human rights standards and **(3)** Civil society actors with a special focus to youth and women are capacitated to actively engage in the field of prevention of violent extremism with duty bearers.

The project has applied a broad approach involved several dimensions and a number of stakeholders. It has primarily focused on supporting central institutions in integrating human rights standard and participatory practices into the legislation and building the capacity of the law enforcement and judiciary institutions in applying concretely the legislation. It has also worked at the municipal level with local authorities and the civil society in practicing participatory approach supporting the inclusion of the most exposed to PVE from marginalized communities. Thus, the project has involved a twin-track approach, involving strengthening the capacities of centra-level institutions while supporting inclusive practices with the co-involvement of local governments, institutions, civil society, and community members.

The various dimension and levels of interventions of the project are summarized below:

UNDP, OHCHR drafted and passed amendments to the Law on Countering Terrorism through the public hearings, commentaries received from human rights and media CSOs, 7 UN Special Rapporteurs and UNOCT globally have been considered either fully or partially. The Government submitted to Parliament on September 22, 2020 (Govt. Resolution # 497).

### Juvenile system

A Collegium of lawyers established to test provision of children with quality child -friendly legal aid in criminal and civil procedures to ensure international human rights and child rights standards

A guide on child-friendly legal aid was approved by the Ministry of Justice to test the procedures outlined in this document.

Two meetings of the Coordination Council on Justice for Children were convened to discuss the developed recommendations.

Support provided in implementing the Road Map on Development of the Juvenile Probation and in carrying out dedicated training courses to increase professionalism of probation officers and social workers on Juvenile Probation, such as:

- (a) Two legal acts developed such as “Features of the implementation of juvenile probation” (Chapter 7 of the Governmental Decree No. 666 of December 31, 2018 “Procedure for the application of probation and registration of clients”) and the order of interaction of probation authorities with state bodies, local authorities and other organizations on juvenile probation.
- (b) A training manual and training module developed on juvenile probation for social workers and psychologists in the Probation Department on juvenile probation.
- (c) An informational booklet for children on juvenile probation developed.
- (d) Three webinars conducted on juvenile probation with the participation of representatives of key players in juvenile probation and for Probation Department.
- (e) Master class on how to work with children’s clients of juvenile probation conducted.

### Research

UNDP conducted research of PVE and analysis on VE-related articles of Criminal Legislation. The results discussed with

judges and law enforcement agencies under the auspices of the Supreme Court. In May, 25 women judges trained on the criminal cases related to C/PVE. The trainings will be conducted for law enforcement on the results of study and application of laws.

UN Women completed sociological research in 60 madrasahs of 7 oblasts, including Bishkek and Osh on the role of religious institutions in forming civic identity among students of madrasahs, report drafted and is ready to be presented at the national level. This research was conducted in collaboration with the Research Center on Religious Affairs under the State Committee on Religious Affairs.

### **Trainings**

Capacity building of CSOs on human rights and non-discrimination by OHCHR. More than 50 civil society representatives, 45 media reps, 10 reps of national human rights institutions and 30 human rights lawyers have been capacitated on promotion and protection of human rights, including in the context of PV OHCHR conducted more than 20 online briefings to about 250 representatives of CSOs, lawyers and service providers on human rights standards and non-discriminations.

OHCHR successfully implemented and completed a joint training programme for state and law-enforcement training centres between December 2018 and August 2019. 29 participants (16 women and 13 men), including judges, prosecutors, lawyers, police officers, representatives of the state security committee, and penitentiary service undertook training on international human rights standards. OHCHR finalized and handed the human rights course to state training centres of judicial and law-enforcement for further integration.

### **Gender**

Local authorities in 12 target municipalities contributed to rapid assessment among vulnerable groups of women and girls, as a result more than 500 women and girls received aid in the form of basic hygiene kits, that gave women and girls the opportunity to use their limited funds to purchase other vital resources. UN Women extended its support to local authorities in 12 target municipalities in applying GESI approach (which has generated the creation and implementation of local socio-economic developments plans) and LNOB principles to respond to the needs of the most vulnerable groups in local development planning.

UN Women initiated online trainings for the 40 representatives of LSGs in 12 target municipalities to enhance their IT skills.

Manual on gender-sensitive and socially inclusive (GESI) approaches in planning and budgeting strengthen capacities for the personnel of the Training Center of the Kyrgyz State Personal Service were drafted. It was reviewed and discussed by the management of Training Center of the Kyrgyz State Personal Service, for future training of municipal and civil servants across the country in future.

### **Media**

A Concept Note was agreed upon with Department of Information and Mass Communications of the Ministry of Culture, Information and Tourism to provide technical support to newly created Regional Multimedia Centers across Kyrgyzstan. A substantial number of media products have been and continue to be released and published at [www.prevention.kg](http://www.prevention.kg) website around PVE topic (articles, videos, infographics)

An online manual on Conflict and Gender-Sensitive Journalism in PVE was prepared and a publishing version was produced by the project partner PIL Research Company in Russian and Kyrgyz languages. The online manual at <https://mediaandgender.kg/> has information on principles of a human rights-based approach, basic principles of gender-sensitive communication, tactics of preventing violent extremism through the media literacy and practical cases for groups discussions. The manual was peer-reviewed by relevant stakeholders Presentation of the manual was conducted together with the Ministry of Culture, Information and Tourism. The course was handed over to Ministry of Culture and will be used as a resource material. The manual on Conflict and Gender-Sensitive Journalism in PVE is intended for use by teaching staff of university journalism departments, instructors of the Institute of Teacher Training, editors, and journalists of the Kyrgyz media, as well as members of the press services of state bodies responsible for the implementation of the National Programme on PVE.

As explained earlier in this section, the project's approach has involved several categories of stakeholders, both at the central and local level. The central level has involved mostly legal work to mainstream human rights and inclusiveness in the legislation and policies, interacting with central institutions while the local level has brought the widest diversity of stakeholders, embarking those to practice concrete initiatives of inclusiveness with a focus on the most marginalized, especially vulnerable to VE.

Below are the key stakeholders involved in the project:

**UN Organization(s) - RUNOs:**

UNDP, UNICEF, OHCHR, UN Women, PBSO

**Government Institutions:**

**Central level State Institutions**

- President's Office
- Government Office, Secretariat of Defense Council
- Ministry of Justice
- State Commission on Religious Affairs
- State Agency on Local Self Governance and Interethnic Relations
- Ministry of Labor and Social Development
- Ministry of Interior
- Ministry of Culture, Information, Sport and Youth Policy
- Ministry of Foreign Affairs

**Local level State Institutions**

- Local Self Government
- Judges
- Prosecutors
- Lawyers (Lawyers training center)

**Civil Society Stakeholders**

- Legal aid clinics (NGOs)
- Religious community leaders
- Women Advocacy Groups (NGOs)
- Social (psychological...) service providers

**End-users (beneficiaries)**

- Youth vulnerable to VE
- Young women vulnerable to VE
- Youth at grip with law enforcement institutions and their families
- Local Religious Activists

**Outsourced Experts**

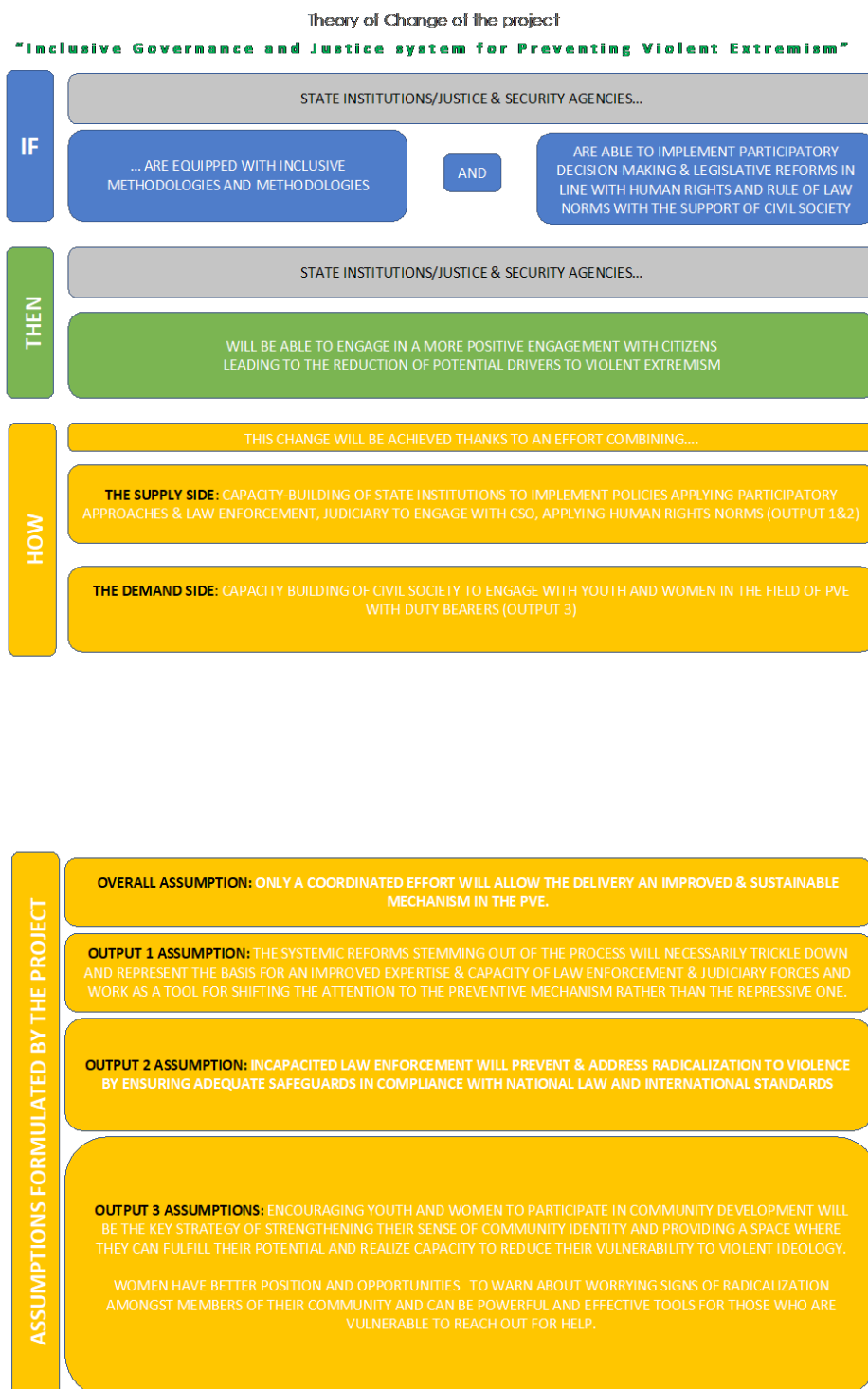
- PVE, legal, social inclusion, gender, local governance experts

The total budget of this project, with a value of USD 3,089,265, has been allocated among the four UN agencies as follows: 40.7% to UNDP, 26.16% to OHCHR, 21.7% to UN Women and 11.3% to UNICEF. This is reflective of the fact that both UNDP and OHCHR were involved in a higher number of activities as well as given the leadership role of UNDP corresponding to staffing costs. Staffing costs (19.3%) and activities (28.3%) trainings, research...) totaling close to half of the overall budget resources are underling the focus of the project on capacity strengthening and research/assessment/analysis.

The underlying theory of change of the project explains that if state institutions, justice and security agencies are equipped with inclusive methodologies and expertise on PVE and if they are able to effectively implement participatory decision-making and legislative reforms in line with Human Rights and Rule of Law norms with the support of civil society representatives, then they will be able to engage in a more positive engagement with citizens leading to the reduction of potential drivers to violent extremism.

Based on this ToC, the project's logic is based the combination and interaction of a supply side (Output 1 and Output 2) and a demand side (Output 3), both supported by the project in the understanding that only a coordinated effort will be able to deliver an improved and sustainable mechanism in the PVE field.

Below is the visualisation of the theory of change developed in the project document.



# 2. EVALUATION OBJECTIVES, PURPOSE AND SCOPE

## 2.1. EVALUATION OBJECTIVE AND SCOPE

The objective of this final evaluation was to assess project's results and performance, the sustainability of benefits while drawing lessons that can inform future PVE, peacebuilding and development interventions. This external review has covered the entire implementation period, from 15 December 2017 to 14 June 2021. It has investigated the results achieved, and the extent to which these results have capacitated State Institutions to put into practice inclusiveness and participation, especially towards marginalised citizens. The evaluation has also identified lessons learned about the peacebuilding approaches in how it has contributed to mainstream and institutionalised inclusiveness in the prevention effort.

UNDP, UN Women, OHCHR, UNICEF, the PBF as well as relevant State Institutions, as well as stakeholders from the civil society are the main users of this evaluation.

This evaluation has been commissioned by the UNDP Country Office in Kyrgyzstan and a team of external, independent consultants has been hired to conduct this assignment. The team is expert was composed of one female, national evaluation expert, Elnura Kazakbaeva, enjoying over 20 years of experience in project review and research on various topics, including local governance and PVE, and, one international lead international evaluation expert, Thomas Vasseur, with over 20 years of experience in managing and evaluating social inclusion projects with UN agencies and NGOs.

## 2.2. EVALUATION PURPOSE

The purpose of this evaluation has been twofold:

- a. To conduct an end-of-project evaluation and therefore measure the project overall performance according to OECD evaluation criteria in addition to looking into the national ownership of the project achievements, promoted approaches and institutionalised capacities introduced, as well the analysis of the advancement on the gender equality and human rights dimensions.
- b. The other purpose is for this external review to produce learnings from implementation which will serve to inform and improve the strategic direction and future programming related to PVE and social inclusion, in the frame of the next PBF funding cycle and beyond.

## **3. EVALUATION METHODOLOGY**



## 3.1. EVALUATION NORMS AND STANDARDS

This evaluation has applied a non-experimental approach and has relied on using the contribution analysis. A mixed methods approach has been used, combining quantitative and qualitative data collection for analysis. The evaluation has adhered to United Nations Evaluation Group (UNEG) norms and standards as well as the UNDP Evaluation Guidelines and [‘Ethical Guidelines for Evaluations’](#). The evaluation has been participatory as it has included a wide range of different stakeholders through interviews; wider than those originally planned in the evaluation’s ToRs in order to broaden and crosscheck the diversity of perspectives.

The consultants have organised the evaluation according to the criteria formulated in the ToRs, which are combining the standard criteria of **relevance, effectiveness, efficiency, sustainability, and impact, in addition to the cross-cutting issues of national ownership, gender equality and human rights.**

The evaluation also applied a gender-sensitive approach and considered human rights aspects by including a wide range of stakeholders through interviews and surveys, and by maintaining a gender balance in the sampling of interviewees. In order to cover both additional dimensions, the evaluation interviews have included questions on human rights and gender mainstreaming.

The evaluation team has addressed the sensitive nature of the VE topic; the political sensitiveness with institutional stakeholders, the cultural and religious dimension in the interaction (mostly through electronic questionnaire and survey) with community-level stakeholders as well as all matters related to human rights and gender. This has involved explaining and preserving the confidentiality of statement sources as well as in the formulation of questions, deprived of elements which could hurt or harm interviewees, its interest or situation.

Evaluation interviews have exclusively been conducted in a remote manner as COVID-19-related restriction measures have not allowed for the physical presence of evaluators. All data collection tools have been adjusted to this context and, besides the desk review, interviews have been held either over the phone, via videoconferencing, email questionnaire or electronic survey. Interview formats for electronic surveys and questionnaires are annexed to this report.

The interview phase of this evaluation has involved a total of 44 interviews, involving 47 individuals. About 47% of interviewees have been female. Most of the wide range of stakeholder categories has been represented during the interviewing so a great variety of perspectives could be gathered and crossed. Three types of electronic survey have been designed to gather feedback from the remote, community-level stakeholders. However, the response rate, totaling seven filled e-survey format, has been too low to provide reliable data (explanation provided under section 3.3). The evaluation team has invited stakeholders, external to the project but familiar with the PVE topic and the context of Kyrgyzstan, in order to capture distanced, expert and analytical perspective, to also include experience and knowledge from other PVE interventions.

A total of 115 documents have been reviewed by the evaluation team, including 49 publications analysing PVE interventions in the context of Kyrgyzstan, Central Asia and elsewhere. It is to be noted that the “evidence” referred to in this report should be understood that is based on a combination of reported project results and statements made by interviewees. That is to say that part of the evidence is made of analytical, and opinions of interviewees based on their knowledge, experience, interest, and own critical views.

## 3.2. EVALUATION ETHICS

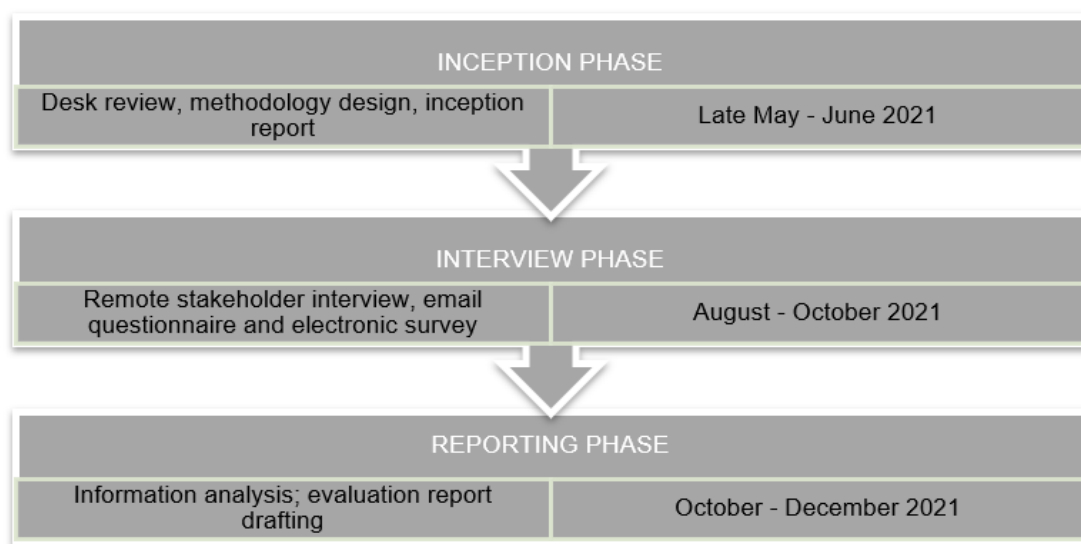
The evaluation assignment has followed the guidance of the respective evaluation policies and ethical standards of all four UN agencies, as well as the Evaluation Norms and Standards of the United Nations Evaluation Group (UNEG).

Translating ethical norms<sup>8</sup>, standards and guidelines into evaluation practice has involved the following concrete steps:

- Prior to any interview, respondents have been provided with a clear identification of the evaluators, their roles, the objectives of the evaluation, and the data collection tools applied (questionnaire). They have been asked for their verbal consent, prior to the beginning of the conversation, and specified their acceptance or refusal is free and not conditioned or influenced by any factor.
- Respondents have also been notified on the principle of confidentiality on the source of individual statements, involving the anonymization of person identifiable information and the protection of data including at the time the evaluation report is made available to UNDP.

## 3.3. EVALUATION PROCESS AND LIMITATIONS

The evaluation was carried out in three consecutive phases, as shown in the figure below.



The overall duration of the evaluation assignment has lasted longer than originally planned as a result of several factors, including the availability of stakeholders over the summer months, the time necessary to receive and address feedback on the written deliverables as well as other priorities which have affected the originally planned deadlines.

The Inception Phase involved the following activities

- **Kick-off meeting:** This meeting was dedicated to reviewing the ToR and discuss methodological, practical, planning and communication issues.
- **Desk Review:** This activity entailed the review of the project documentation as well as gathering secondary sources of Information.
- **Inception Report:** The Inception Report included the following: a detailed methodology, an evaluation work plan, data collection tools (stakeholder questionnaires, beneficiary systematic questionnaire template) and the evaluation matrix.

A Data Collection and Interview Phase did follow the Inception Phase and consisted in collecting primary data from key stakeholders and beneficiaries. As explained in the limitations section, all interviews have been conducted remotely, using alternatively video-conferencing or other Voice-Over-Internet Protocols, given the restrictions to meeting physically imposed by the COVID-19 pandemic.

A Reporting Phase concluded the assignment and involved processing the notes collected from evaluation interview notes, emailed questionnaires and electronic surveys, project documentation as well as complementary contextual information including related publications. While the evaluation has distributed the survey to a number of respondents, the response rate (circa 7%) has been too low to produce reliable data. Thus, this data has not been used as the findings of the evaluation could be biased by statistical sample that are too narrow.

### Obligations of the evaluator

The evaluation expert has fulfilled its obligations of independence, impartiality, credibility, conflicts of interest, accountability reflecting their contractual commitment. The interviews have been conducted in full independence as impartiality and so the views expressed in the present report. The evaluator did not have any stake in the reviewed project and there has been no conflict of interest related to this assignment.

### Evaluation Questions and Matrix

An evaluation Matrix, based on the Evaluation Questions, was developed to guide the use of the data collection tools (identifying the source of information and the most adapted tool and approach to obtain this information) and organising the **evaluation questions** gathered around the **Evaluation Criteria**. The Evaluation Matrix is annexed to the present report.

### Data collection tools

The evaluation has used a mix of qualitative and quantitative tools for the collection of data identified as relevant to answering the Evaluation Questions. Qualitative data has involved an in-depth documentary review and structured desk analysis of the project design, its implementation approach, results and processes, review of the Theory of Change, a structured desk analysis of policy documents and legislative frameworks; as well as a review of results generating by the project's Monitoring & Evaluation systems.

Besides the review of project documents, the collection and analysis of secondary documentation, the evaluation has developed tools tailored to collect data during the interview phase. Given the restrictions to direct physical access to interviewees, all conversations have been held in remote manner using either audio or videoconferencing.

Key informants have been remotely but directly interviewed using open and semi-closed questions while additional stakeholders who could not be interviewed directly due to poor technical conditions (low speed internet, poor phone connections) or unavailability have been submitted questionnaires features closed, semi-closed and open questions.

Electronic survey formats have been developed to gather feedback from LSG, CSO and end-users, using mostly closed and semi-closed questions.

Unfortunately, the response rate of electronic survey has been low (7 filled surveys returned) and no questionnaires sent back. Surveys have provided relevant complementary information for triangulation but were insufficient in quantities to establish reliable trends.

The electronic and survey formats used are annexes to this report.

### Stakeholder interview

**A total of 44 individuals have been interviewed through 42 direct remote interviews with the following breakdown:**

STAKEHOLDER INTERVIEW OVERVIEW	
Number of Interview sessions by stakeholder	
Interviewee Category	Nb of interviews/interviewees
RUNOs (UNDP, OHCHR, UNICEF, UN Women) project staff	5/7
Non-RUNOS UN agencies (UNDP Peacebuilding Adviser, PBSO, IOM)	3/3
INGOs/International Organisations	8/11
State Institution	9/9
National Civil Society Organisation	10/10
Experts (PVE, Policy, Youth, Media, Migration, Governance)	6/6
Private Sector	1/1
INGOs	
<b>TOTAL INTERVIEWEES</b>	<b>44/47</b>

ELECTRONIC SURVEY OVERVIEW	
National Civil Society Organisation	3
Beneficiaries (end-users)	4
Total interview feedback	7

A range of interview formats (discussion topics, questionnaire, survey) has been developed to tailor questions in relation to the categories of key stakeholders. The conversation topics have thus been selected in relation to the areas each stakeholder was best informed and qualified to deliver reliable answers (e.g., stakeholders operating in the field in direct contact with beneficiaries were asked about observed changes in beneficiary lives resulting from the intervention, while central-level Institutions were polled about policy implementation or national coordination topics.). Questionnaires included a mix of close, semi-open and open questions to as to identify patterns of answers but also to give space for expressions of views and critical thinking.

The stakeholder interview formats are annexed to this report.

### Management and analysis of data

The **validity and reliability** of analysis was ensured through a process involving the following methods:

- **Triangulation:** Comparing data generated from different data sources to identify trends and/or variations.
- **Complementarity:** Using data generated through one method of data collection to elaborate on information generated through another, e.g., use stakeholder consultations to explore reasons for strengths or shortcoming indicated in existing documents.
- **Checking information sources:** The credibility and legitimacy of the secondary information will be reviewed, among others means by checking their source.

The evaluation design has also followed a **Results-Based Management** approach as well as a **Human Rights-Based Approach**. **Results-Based Management** implies that process driving all evaluation activities was driven to producing actionable recommendations as the result of a logical process where recommendations are deducted from conclusions and where conclusions are founded in the findings from data collection.

Human Rights-Based Approach means that all activities and interaction with stakeholders have been implemented applying participatory, non-discriminative, accountability and transparency principles.

### Evaluation Limitations

The evaluation assignment has been implemented without any major obstacle; however, the evaluation has experienced some limitations.

First, the evaluation team has received excellent support from all four RUNOs throughout the process. The consultants have been able to interview all the stakeholders identified as a priority interviewee during the inception phase and all stakeholders have showed willingness to answer the questions.

Nonetheless, the following limitations have been identified by the evaluation team:

- 1) **COVID-19 measure leading to remote interviewing:** This limitation has become a standard to all assignment preventing face-to-face interviews and physical visits to project sites. Remote meeting cannot replace physical interviews and the difficulty to reach some field-level stakeholders has led to use email questionnaire and electronic surveying, for which the response rate was low.

**Mitigation measure:** The evaluators and interviewees have showed flexibility in scheduling or re-scheduling interviews so that, the conditions for data collection have proven satisfactory.

- 2) **Availability of change-related indicators and baseline/endline data:** The choice of indicators in the project logical framework mostly, especially at the outcome level has made it difficult to grasp the change some of the effects the project has produced. The evaluation team recognizes that formulating relevant indicators is certainly a challenge due to the complexity of measuring effect on such a multifaceted phenomenon as PVE and the availability of related information. The absence of a baseline and endline survey has also made it challenging to produce evidence on the degree of change.

**Mitigation measure:** The evaluation has used evaluation interviews to ask for description on the effect of activities changes and interviewees, including the RUNOs have been very helpful in describing the change which can be attributed to the project. By including additional, informed but external stakeholders, the team of consultants was

able to gather external perceptions on the change made by the project.

- 3) Multiplicity of stakeholders, and complexity of the project: This echoes the previous limitation in that the number and diversity of both activities and stakeholders, combined with the challenge of measuring change has made it challenging to summarise it all in the frame of an evaluation report.

**Mitigation measure:** The evaluation team has invested much time in gathering evidence through a selection of (close to 50) very relevant publications providing complementary deep analysis on PVE interventions. The evaluation has also focussed interview discussions on asking for elements illustrating the observed effects produced by the project.

## **4. FINDINGS**

## 4.1. RELEVANCE

### EQ 1. WAS THE PROJECT RELEVANT IN ADDRESSING KEY DRIVERS OF VIOLENT EXTREMISM IDENTIFIED IN THE PEACEBUILDING PRIORITY PLAN AND THE PROJECT DOCUMENT?

Prior to assessing the project's relevance to the key drivers of violent extremism, the evaluation has conducted a review of publications (listed and annexed to this report), on the recent past and current learning and analysis on PVE interventions, globally and in the context of Kyrgyzstan, so as to situate the project in relation to recent achievements in the field of PVE and the analysis of it from difference sources.

The various reports and articles consulted, all from globally known and legitimate sources - consistently indicate that VE drivers, if not thoroughly assessed and examined at the local community level, can weaken the relevance of the response, if not contextually defined, since the path to Violent Extremism is often a unique combination and interaction of common drivers (e.g., the predominance of migrants workers in the community, remoteness/rural context, economic, cultural, religious... factors). In this context, the project's inclusion of municipal level PVE assessment has provided a relevant answer to analysing the local PVE context knowledge criteria.

Thus, the evaluation has found there has been a satisfactory analysis of the VE drivers at the community level, as its vulnerability to VE (and overall) has been explored through previous interventions of the RUNOs (for instance, in a recent UNDP PVE Regional Central Asia project including communities in Kyrgyzstan, UN Women Global Programme on PVE 2016-2018, UN Women conducted regional research in Central Asia on "The role of women in supporting, joining, intervening in, and preventing violent extremism in Kyrgyzstan"<sup>9</sup>, UNICEF's longstanding engagement on children, adolescents and youth's rights in the social and justice sectors and OCHCR's commitment to advancing compliance of the judiciary with international human rights). The inclusion of field research on PVE in the targeted municipalities in the initial phase of the project has also responded to the need of identifying VE drivers at the local level.

The contextualisation of the definition of Violent Extremism and related notions (such as radicalism) and its integration into the national context has been the subject of a long and debated process among RUNOs, before each agency was able to translate the project objectives into output and activities, which could be compatible to each agency's mandate and while supporting the transformation of institutions in applying inclusiveness in preventing violent extremism. The research conducted by the evaluation clearly indicates that Kyrgyzstan is no exception when it comes to the introduction and translation of violent extremism in the institutionalisation of the prevention effort.

The recent PBF Kyrgyzstan Portfolio Strategic Peacebuilding Review<sup>10</sup> underlines the difficulties related to the integration of terminology from a "countering" culture, driven by the response to a phenomenon in another culture, that of the UN, driven by a developmental approach developing long-term solutions to deep-rooted problems, as noted in the review: "the peacebuilding agenda in Kyrgyzstan had shifted from a framework of improving inter-ethnic relations towards PVE as overarching conceptual framework for peacebuilding." However, RUNOs have been able to overcome the conceptual challenge to develop an intervention logic that was aligned to the Theory of Change.

Given that State institutions were the primary beneficiaries of the project under the Priority Plan Outcome 1 of the 2017-2020 PPP, the reference to Violent Extremism has not involved a comparable level sensitivity required when interacting with communities. The central Institutions primarily targeted are those with an overarching role as the project's ownership has to start at this level, i.e., the President's Office. The other central institutions involved are those on the enforcement side (Ministry of Interior, Secretariat of Defense Council), the legislative side (Ministry of Justice), the awareness and educational side (Ministry of Education, Communication, Ministry of Culture, Information, Sport and Youth Policy), and the inclusion, cohesion and participatory side (State Commission on Religious Affairs, State Agency on Local Self Governance and Interethnic Relations, Ministry of Labor and Social Development). The long initial consultation of RUNOs and legal experts with relevant ministries and the President office, appears to have been crucial to depart from a conservative to an inclusive stance on the prevention violent extremism, in making the policy design and legislation amendment participatory and human rights compliant.

The project is assessed as relevant to the Theory of Change, as clear causal relations can be established between the key VE drivers identified in the PPP, from the logic of the change process (making the legal framework inclusive and equipping institutions with the necessary capacities and tools), to the project objective, to output and activity level.

As for the local-level intervention, the project has developed an approach, so the VE drivers were translated into selection criteria for targeting the 10<sup>11</sup> municipalities identified as "priority areas", with a set of "vulnerability (to VE)"

9 "Women and Violent Extremism in Europe and Central Asia", Anne Speckhard, Ardian Shajkovci, and Chinara Esengul UN Women, January 2017

10 Strategic Peacebuilding Review, PBF Portfolio in Kyrgyzstan, July 2020, UN Peacebuilding, Katinka Patscher-Hellbeck

11 List of municipalities: Batken, Bazar Korgon, Bishkek, Cholpon Alta, Isfan, Jalal-Abad, Karkul, Özgön, Osh, Toktogul

criteria. The geographical targeting has been established on a regional basis and as underlined in several publications; those regions have been the subject of tensions in the past.

A meeting preceding the formulation of the PPP indicates the following considerations to be reflected in the Priority Plan <sup>12</sup>, including the “importance of the PBF in supporting the cross-border project, particularly since it targets cross-border issues and regional dynamics, including incomplete demarcation of borders with Uzbekistan and Tajikistan, which continue to be causes for concern.”

The project has also been a relevant reflection of UNDP’s global policy on PVE and mirroring a consensus emerging from PVE-focused publication, the project clearly formulates the intention of moving away from an exclusive, potentially discriminative approach to promote an inclusive approach in the prevention of VE. This is also very much in line with a shared vision among RUNOs that changes towards an inclusive society are long-term are the result of long-term efforts, often based on the theories involving shift in paradigm (in this case from exclusion to inclusion, from discrimination to rights-based equality).

If the project is also fully aligned to the 2018-2020 PPP, itself aligned to key strategic documents<sup>13</sup>, a number of interviewed stakeholders have found the project timeframe as barely sufficient to demonstrate change, not only considering that the initial advocacy effort with authorities is a long process, but also since the characteristics of the context (turnover of project counterpart staff, political instability) means that the validation of key activities can be substantially postponed. Likewise, some of the changes produced by the project are likely visible after the project ends as introduced practices require time to get into the routine of institutions. While the evaluation understands PBF functions, like most donors, through shorter funding cycles, a long-term UN Peacebuilding strategy, mainly connected to the fulfilment of SDGs, mainly SDG 16 is useful to maintain coherence from one funding cycle to the other.

## **EQ 2. WHETHER IMPORTANT PVE GAPS EXIST, OR OPPORTUNITIES ARE BEING MISSED?**

As an introductory remark, the evaluation has learned from publication on PVE intervention that filling all the gaps are an immense challenge as the number of VE drivers is high, complex because of the drivers’ interaction and, also because the level of information and understanding on each individual VE driver is not always fully available. In the specific case of the Kyrgyz Republic, the context is made even more challenging as institutions have been weak in interacting and including the most marginalised groups, among which those exposed to VE drivers can be found.

Despite this challenging context, the overall feedback from project stakeholders interviewed, indicates that the project has targeted to most important gaps, in relation to the PPP priority area one. The project has proceeded in an orderly and systematic manner, by first addressing legislative gaps and incoherence, before increasing the governance capacity of State institutions on the prevention and inclusiveness, thus responding to what is considered as the key driver of VE in this area.

The evaluation has valued the fact that each RUNOs has brought the knowledge and lessons learned from previous interventions, especially in relation to promoting inclusiveness, in addition to the learnings from the previous PPP to review and analyse the PVE context, especially in relation to the governance limitations to implement inclusive and preventive measures. RUNOs have also used previous research efforts and publications<sup>14</sup>, UNDP and UN Global knowledge<sup>15</sup>, and external publications<sup>16</sup>, as well as other organisation’s similar endeavours (OSCE<sup>17</sup>).

Another key investment of the project in addressing gaps is the crucial initial period dedicated to the legislative and policy review. Indeed, the systematic review of the existing legislative arrangements and the policy support to the PVE Action Plan has involved a long and deep interaction between experts hired by the project, as well as the involvement of the RUNOs. The evaluation has learned from interviews that the presence of UN staff for consultative meeting with different units under the Ministry of Interior had marked a precedent. The over 58 meetings dedicated to make the policy and legislation more inclusive has thus provided a unique opportunity to conduct a systematic scanning of all

---

12 PBC Organizational Committee Informal Meeting on “Financing for Peacebuilding” 10 October 2016

13 UNSG Plan of Action to Prevent Violent Extremism (A/70/674), UNDAF 2018-2022, National Program of the Government of Kyrgyz Republic on countering Extremism and Terrorism for 2017-2022, Government Program “40 steps into the future”, “Concept of state policy of the Kyrgyz Republic”, “Concept of National Unity and Inter-Ethnic Relations”

14 The documents and publications include, among others: (a) the evaluation of UNFPA report on Women and Girls as drivers of Peace and Prevention of Radicalisation, (b) Analysis of the Drivers of Radicalization and Violent Extremisms in Kyrgyzstan, (c) Measuring Peacebuilding in Kyrgyzstan, Baseline Survey for the Kyrgyzstan PPP 2014-2017, (d) PBF Kyrgyzstan Portfolio Strategic Peacebuilding Review

15 UNDP Conflict Sensitivity in Approaches to PVE, Improving the impact of PVE Programming Toolkit UNDP/International Alert, Conflict Sensitivity in Approaches to Preventing Violent Extremism: Good intentions are not enough (UNDP), ...

16 Information Flows and Radicalisation leading to VE in Central Asia, Vulnerability and Resilience of Young People in Kyrgyzstan to Radicalization, Violence and Extremism, Central Asia Programme, ...

17 Understanding the Role of Gender in Preventing and Countering Violent Extremism and Radicalization That Lead to Terrorism, OSCE,...



gaps related to PVE.

On the possible missed opportunities, the evaluation has not identified any strong gaps. It is more a matter of principle that leads the evaluation to understand that the Learning and Adaptation initiative had offered an opportunity to contribute to identifying gaps during the implementation. However, interviews have helped understand that it has been difficult to build in such a process once the project was on-going as the level of commitment required by such a complex project had already taken RUNO teams' full time and dedication.

**EQ 3. DID THE ACTIVITIES AND STRATEGIES FIT THE OBJECTIVES, I.E. IS THERE INTERNAL COHERENCE BETWEEN WHAT THE PROGRAMME IS DOING AND WHAT IT IS TRYING TO ACHIEVE?**

There has been a strong coherence with the project, and this is primarily explained by the fact that a substantial effort has been made in engaging in thorough consultation among UN agencies, institutional and civil society stakeholders, both at the PPP and project level. The PBF has also strengthened its strategic and project formulation process for the 2018-2020 cycle, resulting in deeper interaction to jointly design projects for each outcome.

Looking towards above the project level, the evaluation has found its objective to be supportive of the 2018-2020 PPP strategic goal, strongly focussed on the inclusion dimension of the prevention effort and RUNOs have increased the coherence in the field of governance by orienting activities from a direct response to VE to a developmental approach with the main focus set on inclusiveness.

And, looking downwards from the outcome 1 objective to the activity level, the evaluation has noted a strong coherence as activities clearly support the upper level, and likewise, to three outputs complement one another, addressing the need to create a legal framework supportive of the capacity building at the central and local level. The human rights values and the take on reversing a punitive for an inclusive approach are reflected making institutions inclusive and participatory, in a sustainable manner through legislative changes by the means of advocacy and capacity-building. Reversely, the causal relation moving from the activity level up to the objective level is equally clear.

While there is a strong conceptual coherence and unity, the inclusion of multiple activities and the high number of stakeholders involved, in addition to the coordination needs for a joint UN project has raised the issue, to the eyes of the evaluators, to the operationalisation of the project. The effectiveness section of this report indicates that RUNOs have performed well to overcome this potential challenge, thanks to human commitment, but did leave little time to implement activities as one unified project.

The fact that the project was co-implemented by four different agencies has required an additional substantial effort to the project teams as the operationalisation of the intervention has required to define specific roles and tasks for each agency, across close to 20 different activities, each of which has involved sub-activities because of its level of complexity. As an example, the support to the PVE Action Plan implementation has required a high degree of coordination among the three of the four RUNOs involved.

The PPP project design process, applying the recommendation from the evaluation of the previous PPP, calling for a reduction in the number of projects and more joined interagency interventions, has increased the coherence of the design in that all four agencies have been involved in the formulation of the project.

Verifying the coherence after the project implementation is however a complex task as the project has interacted with so many stakeholders, at several levels and in multiple areas, producing a wide range of effects, some of which are tangible such as the alignment of the legislation, some difficult to verify in the short such as the training of judges and prosecutors. The project has certainly encompassed a wide spectrum of activities, which altogether, and through different actors, have aimed at strengthening the PVE governance framework. It is just yet early and requiring of further monitoring of the project activities to build an accurate picture of the project coherence.

**EQ 4. TO WHAT EXTENT WERE THE INTERVENTIONS RELEVANT TO THE NEEDS AND PRIORITIES OF THE TARGET GROUPS/BENEFICIARIES?**

The vast majority of the feedback collected throughout interviews has conveyed strongly the message that the project did provide a relevant response to an increasingly pressing need on the side of the State to reduce the tensions and the gap between its institutions and the most marginalized citizens, where inclusiveness becomes a concrete and systematic practice of law enforcement and judiciary institutions.

Though State Institutions have been the main focus of the capacity-building support provided by the project, other stakeholder categories' needs have also been assessed, acknowledging each of its specific perspective and constraints vis-à-vis PVE, as follows:

- **Central State Institutions:** The fact that the then government was the requester of a PVE-focused PPP meant there was some readiness to express its institutional needs in terms of addressing PVE, even though the buy-in of its rights-based values and inclusive approach took some patient efforts from the RUNOs.
- **Civil Society Organizations:** The CSO's proximity to the reality of the end beneficiaries combined with the knowledge of institutional stakeholders and analysis of PVE gaps has allowed for RUNOs to develop a project that is close to the needs and priorities of NGOs in the PVE response.
- **Local-level institutions:** Reflecting on the Peacebuilding Strategic Review noting that "Many challenges in project implementation can be traced back to **insufficient involvement** of local authorities in the design/planning stage of the projects. As there is often limited communication between national and local level government even within the same state agencies, it is not sufficient to consult at the national level." could appreciate the project's clear involvement of the local level. While the clear focus on the project had been set at improving the governance of institutions to change its practices towards the marginalized communities, the project has indeed also assessed the situation of needs at the municipal by conducting a series of assessments on the situation of gender inclusiveness or by conducting research on civic identity in madrasah.
- **Communities, including Women and Youth, vulnerable to VE:** Since the focus of the project was primarily transforming institutions 'practices towards more inclusiveness, and since it also looked at building institutions and CSO's capacities to better grasp the communities' priorities. Thus, there is a strongly relevant assumption that a reformed legislation and introduced inclusive practices from the side of institutions needs to be supported in parallel by the support to its practice at the municipal level, but that the states gender, and rights-based exclusion, as well as the relation between institutions and communities, needs to be assessed (municipal gender assessments, which has led to the creation and implementation of local socio-economic development plans) before moving into application (local development action plans). Thus, the synergy at central and local level is created, as well as between different spheres of stakeholders. The effect of the project in creating those synergies (different "worlds" of the society talking to and networking with each other), has been constantly highlighted as a change created by the project.

With the above perspectives in mind, the evaluation has found that the RUNOs had gathered a substantial level of information and understanding over time to make the project strongly relevant to the stakeholder needs. The statements given by interviewees to the evaluation have overall been consistent with the 2020 Peacebuilding PPP Kyrgyzstan Strategic review in that PVE projects « **have responded to the peacebuilding** needs that have been consistently identified in Kyrgyzstan since 2010, not only through UN conflict analysis on Kyrgyzstan and peacebuilding evaluations, but also through independent reports." To echo further this finding, the evaluation notes the fact that the needs assessment effort stretches beyond from the project design to the implementation phase as its inception period has involved several months of consultation with central State Institutions in parallel to conducting a range of PVE-related analytical papers, research reports (under the output 1.1.3.).

The following activities and results were highlighted by the youth beneficiaries and experts: trainings and focus group discussions on Human Rights, Gender Equality and Women's Empowerment, Preventing Violent Extremism, and media literacy. By lawyers and legal aid institutions it was highlighted that the Government adopted new amendments against discrimination in the Criminal Code, Criminal Procedure Code, Criminal Executive Code that decriminalized and humanized non-violent extremism.

Given the context of violent extremism in Kyrgyzstan, the sensitivity of the topic, and the difference of perceptions among stakeholders, the question of the relevance of the needs and priorities also differs very much, depending on the stakeholder category, reflecting the considerations described above.

- **For Central State Institutions:** the intervention is of very high relevance to these State Institutions. Not only PVE has been a request of the Government to the PBF, it also is an indication of State Institutions acknowledging its weak ability to prevent violent extremism, and a recognition that entering into a dialogue with marginalised communities and taking a more inclusive stand had become a deep priority. As an answer to the government request, the project has offered a relevant answer in proposing an institutional model to address PVE and the underlying gaps in the prevention set up (introduction of inclusive practices and international human rights standards). According to an interviewee, the project offered a solution as before the government did not have a holistic view of the issue.
- **For Civil Society Organizations,** the PVE project is of strong relevance to the extent it strengthens the human rights approach with the introduction of international standards and supports inclusiveness. However, the reference to violent extremism is seen as a problematic issue as some question the sensitivity and risks of conducting assessment of needs with communities with a focus on (the prevention of) violent extremism. In its

March 2020 policy brief on the role of the international donor community on PVE in Kyrgyzstan, the OSCE was reflecting on “the abundance of international funding available in this field has attracted substantial criticism, with the international donor community being accused of both inflating the threat of violent extremism (VE) in the country and of distracting civil society organizations (CSOs) from tackling more systemic issues such as structural injustice and exclusion.”

- For local institutions, situated at the front line of addressing VE drivers because of their geographical proximity to the community but its remoteness to the reality of the life of its members because of a difficult dialogue, its empowerment to engage in a dialogue and apply concrete measures of inclusiveness has been a strongly relevant approach proposed by the project. The municipal-level needs assessments actually took place a deeper level in May-June 2020, as “UN agencies conducted a major empirical study in 11 municipalities. Named a “localised analysis”, the study examined critical factors contributing to radicalisation and violent extremism in given geographic areas (..), as the team sought to revisit key assumptions on the causes of violent extremism that underpinned the project»<sup>18</sup>.
- For the local communities, assessing their needs and priorities is an exercise of great caution because of the ambivalence of violent extremism, which can be perceived as discriminatory by the community as much as it can be perceived as the prevention as an initiative to combat discrimination leading to exclusion and violent extremism. Criteria for targeting communities is highly sensitive as relating communities to PVE, since VE can be felt as the project making a statement (especially when the use of this terminology is removed from the interaction of the project and the community) that can be felt as a judgment by communities. It is with communities that the impact of the project can ultimately be reflected, as the relation to youth, women, and other members of marginalised communities to violent extremism is they key indicator allowing to measure change. Since the project has been straight forward in primarily targeting citizens in need of legal assistance in relation to law enforcement, there has not been a strong need to refer to violent extremism in the selection criteria for targeting communities. The Concept note for the Oslo II UNDP meeting on PVE was alerting on the need for community-level consultation: “there have been some gaps such as: limited consultations and inclusivity especially with local communities; inherent risks of adopting Plans of Action as a reinforcing tool for maintaining the predominance of security focused approach». The concept note is bringing further attention to the fact that “there is a recognition that the breakdown or absence of a social contract between state and citizens, is a critical area of concern creating the conditions” conducive to VE drivers. The sensitivity that can potentially be felt by community and its potential impact at the emotional can be understood as an indicator of the important of basing PVE response on community-level research, allowing to grasp the nuances that can make all the difference.

While the project’s relevance primarily targeted State Institutions, relying on its willingness and ability to take an inclusive stand towards minorities, it is ultimately with the members of marginalised communities that the impact of the project can be verified. It will take some time before observing all of the effects of the new legal acts and practices, introduced by the project. However, the project has already recorded very strong results, creating precedents, and which impact can be expected to widen in the longer run.

The case of four Kyrgyz children of combatant in Syria, who have been returned through a combined effort of an NGO providing legal assistance and the involvement of the Ministry of Defence and the State Security Committee makes a strong symbolic case that inclusiveness can lead to success stories in the most challenges situations. This has to be related to all of the legal cases accused of extremism that have been won through NGOs and lawyers applying international human rights standards in their work.

#### **EQ 5. TO WHAT EXTENT HAVE GENDER AND HUMAN RIGHTS CONSIDERATIONS BEEN INTEGRATED INTO THE PROGRAMME DESIGN & IMPLEMENTATION?**

The gender and human rights dimensions have been central to the project design and implementation. With regards to the project design, both issues are systematically integrated in the three outputs as well as in the proposed activities.

The alignment of the interventions to human rights norms form part of the assumptions built in the theory of change while the gender perspective is addressed across activities whenever relevant.

The substantial legislation’s review and adjustment planned under the outcome 1 is designed to make all legal revisions compliant to international human rights standards while integrating the gender dimension. This is also reflected at the activity level where all training activities have been developed based on international human rights and gender sensitiveness with an intention of making these dimensions applied in the practices of trained institutions and CSOs.

The project is also aiming at tackling the situation of gender equality at the local level as it had planned to conduct gender situation analysis in all the pilot municipalities targeted by the project. This gender analysis activities can be considered as a follow-up to the 2017 PPP Portfolio final evaluation pointing at an insufficient structural support and technical capacity to support gender mainstreaming in peacebuilding projects. The effectiveness section of this report explains how the gender analysis has enabled concrete measures taken by municipal LSG in allocation budget resources supporting gender activities and giving a voice and larger space to women. The human rights dimension has also been tackled in a very inclusive manner as the diversity of communities whose rights are often not fully enjoyed have been included in the project.

As such, a special focus has been paid on ensuring the active participation and addressing the needs of vulnerable groups, including with HIV positive, with disabilities, elderly people, victims of domestic violence, migrants.

#### **Quote from a gender expert (supporting municipality and vulnerable women)**

“As key results, I noted women’s participation in public hearings, interaction with the municipality, participation in decision-making processes, writing public-useful and income-generating projects. Two business projects and three social projects have passed. In my experience this is the first project in the last 5-6 years that provided technical support to women for their project ideas. This project has yielded tremendous results. “

**EQ 6.** DID THE PROJECT’S TOC CLEARLY ARTICULATE ASSUMPTIONS ABOUT WHY THE PROJECT APPROACH IS EXPECTED TO PRODUCE THE DESIRED CHANGE? WAS THE TOC GROUNDED IN EVIDENCE?

The evaluation has found the theory of change to be relevant construction based in the identified key drivers relating to the State Institutions’ lack of inclusiveness in addressing the priorities and expectations of those, vulnerable to several other VE drivers. It is found relevant primarily since RUNOs have proposed to address PVE using its rights-based value, promoted an inclusive approach and sought to pursue a developmental, long-term approach by designing a model, and building the capacities to institutionalise it. A more detailed description on the process explaining as well as indicators allowing to measure the change expected as a result of the project intervention would have been useful to build a better picture of the difference made by the intervention. For instance, this could have included a systematic collection of changed, inclusive practices applied by law enforcement institutions. The feedback from NGOs providing legal assistance has contributed to verifying the changes through the successes obtained in legal cases, though indicators of change would have helped to describe more systematically inclusive practice of institutions.

The project from the previous 2014-2017 PPP have contributed to consolidate the evidence on the VE key drivers and learn from the response deployed by RUNOs. This has happened in addition to each UN agency’s specific engagement towards the inclusion of marginalised groups; for instance, on the lessons learned from UNDP’s regional PVE project. UN and non-UN agencies have conducted a number of researches on PVE or on several of the specific drivers to VE. Indeed, most of the over 40 dedicated reports reviewed by the evaluation corroborate with the evidence put forward in the project document. Additionally, the inception period the project, dedicated to consultation with central authorities, and the further research supported by the project<sup>19</sup>, have allowed to further explore the assumptions made in the ToC.

## **4.2. EFFECTIVENESS**

**EQ 7.** TO WHAT EXTENT DID THE PROJECT ACHIEVE ITS INTENDED OBJECTIVES AND CONTRIBUTE TO THE PROJECT’S STRATEGIC VISION?

The project has been implemented with high effectiveness of implementation at it has delivered all activities despite the number of substantial challenges encountered (lengthy inception advocacy/consultation phase with central institutions, a thorough legislation review and alignment, political instability and related staff turn-over, the pandemic restrictions, the number of stakeholders, the interaction with conservative institutional culture influencing on the pace of implementation).

All interviewed stakeholders have praised the project staff from the four implementing agencies for their constant commitment throughout the project duration, their readiness to support and determination in making things happened despite the complexities and sensitivities around PVE activities.

The COVID-19 and inherent distancing measures and the change of government and turnover of key institutional counterparts have rendered an already complex project even more challenging.

---

<sup>19</sup> Analysis of Terrorism and Extremism related Criminal Justice, Research in 60 madrasahs on the role of religious institutions in forming civic identity.

Despite this context, the project has delivered all activities owing to an effective operation which can be explained by the following:

- More than coordination, the four agencies' project staff have exchanged extensively during implementation, allowing to react promptly to challenges.
- A team dedication to supporting all stakeholders and show great reactivity across the project cycle.
- A complementary approach combining a focus on (a) a meaningful, results-driven advocacy effort, (b) addressing the foundation of the change process, a reform of the legal environment, (c) the deployment of expertise centred on understanding (research and analysis) and counselling to back activities and (d) practice, with the probation tool and capacity-building to NGO legal aid providers.

The number and diversity of activities, the absence of baseline and endline assessments has made it difficult to draw a single picture which would summarize the depth and with of the project results. However, the interviews with the representatives of the organisation and bodies involved in the various activities have explained effectiveness as being the result of project staff individual dedication and a strong support-oriented attitude. Interviewees have particularly appreciated the flexibility displayed by UNDP, UNICEF, UN Women and OHCHR, especially in adjusting to reality-related constraints experienced by national partners, especially in related to the COVID-19 measures.

Short project timeframes (with a maximum of 18 months) and bureaucratic procedures have been mentioned as factors limiting the effectiveness of implementation by of the local NGOs implementing partners, though the quality of the tailored support provided by RUNOs have compensated the procedural burden.

The effective delivery of activities has resulted in a list of achievements, characterized by a great diversity as some are tangible, some others less visible but meaningful. Some results have already created change and been institutionalised while other output will require continued follow-up after the end of the project.

Below is an overview of the project activities and results.

**OUTPUT 1: STATE AUTHORITIES APPLY COMPLIANT POLICIES PARTICIPATORY APPROACHES TOWARDS COMMUNITIES**

- Government opening its stance and entering into cooperation for legislative reforms for an inclusive and human rights-based judiciary framework, as a results of over 6 months of consultation and counselling from experts, supported by RUNOs. (pending parliamentary vote).
- Draft amendments to the Law on Countering Terrorism developed (over 350 legal acts reviewed).
- Amendments to the Law on Countering Extremist Activities drafted (pending parliamentary vote).
- UNSCR 1325 National Action Plan reviewed.
- VE-related articles of Criminal Legislation analysis report introduced to law enforcement agencies. Training module developed on the and (60) women judges trained on C/PVE cases.
- Plan of Action of the Civic Identity Concept developed (approval pending).
- Draft Concept of the State Policy in Religious Sphere developed (Adopted on 02 October 2021 by the President of the Kyrgyz Republic<sup>20</sup>).
- Sociological research on the role of religious institutions in forming civic identity study in madrasahs.
- Advocacy with legal professionals on legislative initiatives in the field of combating terrorism, as well as the human rights concerns in law-enforcement practice.
- Monitoring and presentation of the human rights situation during the COVID-19 state of emergency.
- Capacity building of CSOs on human rights and non-discrimination (over 50 civil society representatives, 45 media reps, 10 reps of national human rights institutions, 30 human rights lawyers trained, online briefings to about 250 representatives of CSOs, lawyers and service providers on human rights standards and non-discriminations,

20 [http://www.president.kg/ru/sobytiya/20790\\_prinyata\\_koncepciya\\_gosudarstvennoy\\_politiki\\_v\\_religioznoy\\_sfere\\_na\\_2021\\_2026\\_godi](http://www.president.kg/ru/sobytiya/20790_prinyata_koncepciya_gosudarstvennoy_politiki_v_religioznoy_sfere_na_2021_2026_godi)

12 CSOs briefed on documenting discrimination among vulnerable groups, Cooperation established between the School of Strategic Litigation & 12 organizations to identify cases).

- Capacity building of state bodies and local self-government bodies, including on international human rights standards in the field of PVE (joint training programme for state and law-enforcement training centres, 29 judiciary institution staff trained, human rights course handed to state training centres of judicial and law-enforcement, other human rights training delivered).
- Support in 12 municipalities on ensuring the principles of transparency, accountability, participation to the COVID-19 response, in addition to PVE, at local level and raising awareness among women and other marginalized groups, Online trainings to municipal staff on IT skills, participatory methods, manual on gender-sensitive and socially inclusive (GESI) planning and budgeting).
- Social tensions monitoring reports published and disseminated among State Agencies and System-wide Monitoring System of Social Tension developed but pending approval.
- Training courses on PVE, conflict-sensitive media coverage, hate speech to Multi-Media Centers of the Ministry of Culture developed and made available. PVE website active and visited.
- Comprehensive training programme for judges, prosecutors, and lawyers on international standards on PVE developed and delivered.

#### **OUTPUT 2: LAW ENFORCEMENT AND JUDICIARY ARE EMPOWERED TO ENGAGE WITH STAKEHOLDERS AND COMMUNITIES APPLYING INTERNATIONAL HUMAN RIGHTS STANDARDS**

- Institutional capacity building of the institute of probation.
- Support lawyers and human rights defenders providing legal aid to the population in cases related to PVE: Over 1,377 victims of human rights violations assisted and 191 people benefiting from adjustments in law enforcement practice in compliance with human rights standards in criminal cases involving extremism.
- Support to the implementation of Juvenile Justice: provision of quality child -friendly legal aid in criminal and civil procedures applying international human rights and child rights standards through a collegium of lawyers. Child-friendly legal aid guide developed and approved by the Ministry of Justice.

#### **OUTPUT 3: EMPOWERMENT OF CSOs ENGAGED WITH YOUTH AND WOMEN TO ENGAGE IN THE FIELD OF PVE WITH DUTY BEARERS**

- Capacity building to institutions in the field of PVE: Advocacy work to implement the recommendations of the National Preventive Mechanism: Technical assistance to the government in establishment of juvenile diversion, probation and pretrial centers and applying age and gender-sensitive proceedings: Implementation support to Road Map on Development of the Juvenile Probation: Training to probation officers, Drafting of legal acts, development of training manual on juvenile probation for social workers and psychologists, Support to Conflict and Gender-Sensitive Journalism in PVE (online manual on Conflict and Gender-Sensitive Journalism in PVE introduced with the Ministry of Culture, Information and Tourism).
- Public outreach initiatives of civil society actors for increased public awareness of PVE: initiatives and awareness-raising activities on the importance of engaging women, youth, and vulnerable groups in COVID response and recovery plans (activity partly reprogrammed to psychological support), Support to make consular services accessible online (including mobile app "Kyrgyz Consul" for Kyrgyz citizens & labor migrants abroad).

The key achievements of the project are situated at the policy and legal level. This was formulated as a crucial objective as making the PVE policy and the legal provisions inclusive represented a strong indicator in the acceptance of State Institutions to shift the paradigm leading to inclusiveness towards marginalised groups as an institutional practice. The achievement behind the policy and legislation achievement is to be underlined as it is the long advocacy efforts supported by RUNOs, through over 58 meetings and months of discussions that has led to opening institutions' mind, understanding the need and benefits to opt for inclusiveness.

As explained to the interview by a State Policy Expert, the main contribution was mainly aimed at the expert support of the state bodies on the harmonization and update of the legislation after the reform of the criminal procedure code and the misdemeanour code. The intention was that legislation changing would lead to humanisation of the security laws themselves. Local Probation Committees have now been set up they work with people who have come back from incarceration and returned to the community and the task was to deter them from re-criminalising extremism.

The probation system was invented to deal specifically with violent extremism because of the risk that they could become even more radicalized and once out of prison, radicalize their community, in turn. The project provided support in three crucial areas, complementing one another: 1) Expert, 2) Legislative, 3) Practical element (probation tool)".

Interviewees also look at legislation change as one of the most effective results was the project as it is strategically sustainable and has led to the humanisation of the security laws, so institutions, lawyers and the civil society are empowered by the law to change the way legal VE cases are handled. Local Probation Committees have now been set up the work with people who have come back from incarceration and returned to the community, and the task was to deter them from re-criminalising extremism. The probation system was invented to deal specifically with violent extremism as there is a risk for that people to become even more radicalized once they come out of prison.

Indicators of effectiveness can be found through the way activities have brought change to practices, through the following examples:

The training to journalists contributed to change their own perspective and methodologies on considering and reporting VE cases. Trainings have helped journalists replace prejudices based on ignorance with, deepen and broaden source of information (by interviewing religious leaders, theologians, lawyers, security experts, other experts) to produced research-based rather than superficial, judgement-based reporting. Journalist's approach driven by understanding rather than judging is having an impact to the public by promoting understanding instead of stigmatisation.

The legal framework and training to civil society legal assistance providers have increased its efficiency in solving sensitive and unfairly treated VE cases. Among other results, NGO with legal expertise have managed to handled situations such as removing cases from financial sanctions lists, cancel criminal cases, release several convicts from jail, reduced detention periods, return safely children from Iraq in cooperation with Ministry of Defence and the State Security Committee. Results from other NGO legal aid provider: Support to over 20 cases; with more than half have seen their cancelled. Most importantly, while the situation remains a heavy burden with 9,000 on per-trial (including 5,000 in pre-trial detention centres), the project implementation period has seen a number of prisoners « dropping » radical ideology, with monitoring, client legal and psychologist support as contributing factors.

Legal assistance CSOs legal were able to cancel criminal cases thanks to the knowledge acquired through the project trainings Those, who cases were dropped, prosecuted for non-violent extremism. were mostly poor people who could not afford lawyers, families with many children. There was humanization and decriminalization, new laws in the Criminal Code, so the organization worked according to those new laws.

Legal work done by the project, while very relevant and result of hard work and perseverance, is still pending and at risk since not submitted to parliament yet, and there are no guarantees it will (especially considering reforms seem to be going towards a hardening stance and expected new constitution).

At the community level, recipients of legal aid and their families were able to reflect on vulnerability to VE through awareness on their rights, gender standards, religious view on extremist's ideology and the possibility to resort to legal assistance in case their rights are violated from the state institutions.

#### **EQ 8. ASSESS THE DEGREE TO WHICH PROJECT IMPLEMENTATION WAS FLEXIBLE, INNOVATIVE, AND ADAPTIVE TO THE CONTEXT.**

Overall, to the say of the respondents the consultative approach of the project and UN agencies was very effective, activities are qualitative and implemented timely, communication was considered as active, and coordinators tried to respond effectively and quickly to partners' requests and have a very results-oriented approach.

The evaluation has found the project to have demonstrated a high degree of flexibility to a highly instable and disruptive context, for the reasons known to most and mentioned in several instance of the report. The factors commanding the project to show adaptation include political instability, State institutions high turn-over and the COVID-19. Obviously, the many interlocutors and stakeholders to the project also required the project staff to adjust to many different contexts of interventions of each activity. In this environment characterised by a degree of complexity, the main factor of adaptation has been the human factor, i.e., the project teams from the RUNOs who have invested a significant amount of energy in interacting with the various actors to adjust to the context change but also the diversity of situations relating to each specific project activity.

The project has been innovative in its approach, engaging in joint work with Central Government Bodies, including the

most conservative bodies (that are not used and almost never previously interacted directly with foreign, international agencies - this was a breakthrough - UN agencies managed to progressively - initially through national experts and institutional relays and experts, managed to get inclusive approach understood, accepted finally supported as it started to make sense and benefits to become understood by Institutions). This approach has paid off and proved very effective (in reaching intended results) and this opened channel of interaction should have been maintained in a formal manner.

The project also been creative in developing a training content, highly interactive with trainees (UN Women training approach), allowing participants to take an active role in the preparation of and participation to active learning modules and sessions. Even though the COVID-19 sanitary measures have forbidden training sessions to take place in a physical mode, for the most part, the RUNOs have been contented with switching to a remote mode; rather they have been creative and rich in terms of applying methodologies. The UN Women, for instance, has applied a mix of techniques in the various trainings it has delivered. In its training to youth and women advocacy groups, it has used the GALS - Gender Action Learning System – methodology. This technique is used for generating gender transformative changes and improved intra-household gender relations. The results of this approach have been echoed through NGO accounts of women testimonies, who have reported how the training has modified the nature of their relation within the household, where they felt a perception of an individual with a potential rather than someone strictly expected to fulfil a function.

UN Women has also use prototyping learning in its gender-focused training so as move away from gender-rigid, frozen, conservative perception and as an empowerment tool for women.

Innovation was also found in research activities of the project. For instance, the Association of Women Judges, developed a unique methodology for the study, allowing to reveal problems in case review, examination questions and make recommendations to the Supreme Court, Advocacy, the Prosecutor's Office, the Government.

Recommendations included, among others, suggestion to reform the system and the work-practice of the courts and the concrete introduction and reference to national human rights standards, itself referring to international standards.

The project has also taken an innovative approach by preventing the risk induced by the social isolation of the youth, as a result of the COVID-19 distancing measures, i.e., the increased reliance on internet to form their opinions based on radical information the remote awareness session activities have helped the youth developing critical thinking as a protection against the strength of influence of the ideological propaganda targeting the youth on the social media.

#### **EQ 9. TO WHAT EXTEND DID THE PROJECT MAINSTREAM A GENDER DIMENSION AND SUPPORT GENDER RESPONSIVE PVE?**

The gender marker score, given an initial high rating of 2 (1 being the highest) has lived up to its ambition on this dimension. First, since gender-sensitiveness has been systematically integrated in the design of key activities; for instance, with the gender dimension factored in the design and implementation of inclusive policies and integrated in legislation amendment.

In the rest of activities under the other outputs 2 and 3, gender is also mainstreaming at all the level: in the design of trainings, the attendance of trainings (where women have been a majority), or the work on PVE media awareness.

As important results, women's participation in public hearings, interaction with the municipality, participation in decision-making processes, writing public-useful and income-generating projects. A total of 46 initiatives supporting women empowerment have been supported by the project, including small business and social projects. According to a gender expert interviewed by the evaluation and who has been following five individual projects. According to the gender expert, these were the first project in the last 5-6 years, that provided technical support to women for their project ideas. According to her, this has yielded tremendous results.

The project had a strong influence as for instance within religious community with women, previously victims of domestic violence and economically, psychologically, and physically dependent on their husbands started to participate in public hearings, becoming aware of the importance of their participation in such processes. The psychological counselling provided to those women has also answered the acute needs for this type of support and echoed widely among all stakeholder as an urgent and priority dimension to address.

The women assisted through the project have been witnessed by NGO service providers together with the involvement of local authorities as moving out of dependence and domestic violent situations, to become active and gain confidence.

Those women have been invited to participate to public hearings, an opportunity that has led some to become strong local activists, with one being appointed as a deputy of the local council, thanks to the mobilization of other women.



Other awareness raising events have also taken place at the local level. Among other examples, the project partners ensured the inclusion of marking the “16 days campaign” in the local development plans and LSG are actively involved in advocacy events to tackle GBV.

Another effect of the sensitisation of local stakeholders and husbands on the crucial role of women resulted in husbands accepted to let women participate to small business activities, public hearings, while men also deciding to get involved. Children as well and girls could become more socially active.

**EQ 10.** TO WHAT EXTENT DID THE PROJECT COMPLEMENT WORK WITH DIFFERENT ENTITIES & HAVE A STRATEGIC COHERENCE OF APPROACH.

The 2018-2020 PPP under which this project is nested has taken the recommendations from the previous PPP aiming at greater coherence among PBF-funded projects. These recommendations did include to have RUNOs implementing large, joint projects versus multiple smaller projects. Indeed, the fact, the three PPP projects correspond to the three priority areas of the Plan has given a greater complementary among projects as well as closer interpretation of the strategic vision standing guiding each project.

The process of project formulation, deriving from the PPP priority areas has allowed to develop a global perspective on PVE and considered all entities with a stake in the prevention effort.

The coherence and complementarity among entities have been supported by the coordination mechanism established by the PBF Secretariat, that has not only supported the project formulation process but also during the implementation, between the three PPP projects.

RUNOs have been densely involved in regular coordination meetings and did maintain frequent exchanges outside the coordination meetings, especially for specific activities involving a duo or trio of agencies.

There is a clear consensus among interviewee statements, that the inclusion of the widest spectrum of stakeholders has generated a strong interaction among those involved in different aspects of the same phenomenon, i.e., exclusion and the drivers leading to VE. This has been a strategic intention of the project as the understanding of all VE drivers has implied for institutions to consult with religious leaders, as much as for lawyers to exchange with NGOs in order to manage legal cases on an informed basis. Thus, the establishment of inclusive practices by institutions, have not just been the product of the legislative reforms but also, shaped through the interaction among actors, and especially requiring institutions to invite and listen to marginalized communities, their representatives and the grassroot-level actors who are in permanent contact with the community reality.

### 4.3. EFFICIENCY

**EQ 11.** ASSESS WHETHER THE RUNOS HAS UTILIZED PROJECT FUNDING AS PER THE AGREED WORK PLAN TO ACHIEVE THE PROJECTED TARGETS.

Overall, the RUNOs have utilized the project funding as per the agreed work plan without any significant re-allocation, besides a budget revision conducted in order to continue activities to be extended under the non-cost extension period of the project.

The June 2021 Semi-Annual report indicated that 97% of the funds had been spent while 100% was committed. The adjustment of activity delivery delayed either by the political situation or the measures imposed by the pandemic, have not caused modifications in the budget allocation.

The feedback from local NGO implementing partners also confirms the funding has been provided as per the agreed plan.

**EQ 12.** ANALYZE THE ROLE OF THE PROJECT STEERING COMMITTEE (PSC) AND WHETHER THIS FORUM IS OPTIMALLY BEING USED FOR DECISION MAKING.

The Joint Steering Committee (JSC) has been established with the aim of overseeing the overall project implementation and providing guidance when necessary and did consist of 28 individuals representing government structures and commissions, non-governmental organizations, and UN agencies.

The Project Steering Committee did ensure the representation of a wide diversity of stakeholders, while displaying sufficient leverage to support the project, its results and mainstreaming. Committee members were well informed by the project and were able to make transparent and sound decisions and are committed to the long-term inclusive PVE vision.

The PSC has functioned as per the role initially defined and has monitored implementation throughout the project cycle however, the evaluation understands the JSC has had a limited role, reflecting the limited involvement of the government. Rather than guiding the project and reviewing strategic direction, the JSC has mainly played a supervisory work, mainly ensuring that the implementation was delivered timely and smoothly.

**EQ 13.** ANALYZE THE M&E MECHANISM PERFORMANCE & THE USE OF VARIOUS M&E TOOLS (ANY SOCIO-ECONOMIC DATA AVAILABLE TO THE PROJECT ET...) HOW WELL DID THE PROJECT COLLECT & USE DATA TO MONITOR RESULTS?

The project has used a M&E framework that was based on the logical framework of the project but has mainly used written implementation reports to monitor the implementation of activities.

The project monitoring and evaluation processes were originally placed under the leadership of the Secretariat of the JSC and this role has been primarily limited to following the implementation of activities.

If the monitoring of the implementation of activities has been conducted closely by the RUNOs, the development of M&E tools has not been a strong side of the project. The evaluation has identified several reasons for it.

First, the development of indicators at the output and, even more so at the outcome level represents a complex task, involving a substantial analytical and research work. The project encompasses a wide range of activities for which indicators of achievement are not sufficient to describe the change. Relating the results from activities to the change process as presented in the theory of change would have required identifying the indicators and elements to illustrate those changes, and, for which information may not be readily available.

This degree of complexity explains, for a part, the difficulty to establish a joint M&E framework for the whole project and the fact that no baseline neither endline surveys have been developed or implemented.

In turn, this absence of surveys to measure the changes strictly attributable to the project at a higher PVE systemic level, has made it difficult for the evaluation to rely on indicators to measure the impact of the intervention. Instead, the evaluation has relied heavily on interviewee's accounts of the results of activities and the changes in practices in the way institutions have started to address VE.

A "Single M&E Approach" was already recommended by the evaluation of the previous PPP, a suggestion also found necessary by the evaluation. Though, it has to be recognized that this task requires appropriate technical expertise, calling for external expert support.

**EQ 14.** ASSESS THE QUALITATIVE AND QUANTITATIVE ASPECTS OF MANAGEMENT AND OTHER INPUTS (SUCH AS EQUIPMENT, MONITORING AND REVIEW AND OTHER TECHNICAL ASSISTANCE AND BUDGETARY INPUTS) PROVIDED BY THE PROJECT VIS-À-VIS ACHIEVEMENT OF OUTPUTS AND TARGETS.

The project partners interviewed, especially NGOs, have expressed their strong appreciation of RUNOs project teams for their client-oriented support. While some less experienced national CSOs have find it a bit more challenging to report and adjust to UN agencies administrative and financial procedures, all have underlined the constant efforts made by the teams to assist dealing with the procedures and show flexibility within the margins allowed by the procedures. RUNOs project staff has shown a strong reactivity and dedication of project staff (in responding to requests, such as mobilising specialised experts).

Partners have also repeatedly valued the RUNOs' support in the facilitation of contacts and stimulating the interaction across the various categories of stakeholders. For instance, this has included putting CSOs in direct contact with institutions so legal matters could be discussed directly. This type of support has greatly facilitated network and instated a dynamic into stakeholder synergy.

**EQ 15.** IDENTIFY FACTORS & CONSTRAINTS, WHICH HAVE AFFECTED PROJECT IMPLEMENTATION INCLUDING TECHNICAL, MANAGERIAL, ORGANIZATIONAL, INSTITUTIONAL & SOCIO-ECONOMIC POLICY ISSUES IN ADDITION TO OTHER-EXTERNAL FACTORS UNFORESEEN DURING THE PROJECT DESIGN (E.G. COVID-19 FACTOR).

This project has been demanding in several aspects. First, it has been a first venture into the field of PVE, with all the sensitivity associated with the topic of VE, a rather culturally resisting institutional context, amid a tensed and instable political context. Engaging four UN agencies in a joint operation, with an ambitious institution transformative agenda, involving multiple activities requiring expertise, requiring the participation of a great number of stakeholders has turned into an efficient operation, not just because of the procedures in place, but, as the evaluation understands from interviews, because the project teams have gone out of their way, to follow closely each activity.

Based on project stakeholder interview feedback, RUNOs have been up to the task by showing perseverance in the advocacy work with central institutions, creating unique communication channels with conservative ministries, showing flexibility in adapting the delivery of activities in remote mode at times when COVID-19 was imposing it, and offer indefatigable support to implementing partners throughout the project.

Initially, the project has been confronted with the challenge of getting a consensus and clarity on the definition of VE, which has involved a lengthy process until a joint proposal could be developed with a definition acceptable to all. Terminology experienced during the design phase have been reflected during its inception phase of the project implementation, as the introduction of violent extremism and related concept were resonating differently among stakeholders and required a great deal of RUNOs' advocacy effort to build a common understanding with State Institutions.

The inception phase of the project dedicated to advocate for a shift of institutional culture towards inclusiveness took longer than anticipated as it took time for institutions to understand its roles and the benefits of the project's approach. It took a total of 7 months and 58 meetings to obtain the approval of institutions to the proposal revised legislation.

The Government changes in the middle of implementation also did constitute a major challenge to the project, especially securing the commitments made by the previous government as well as the decision to submit new laws to the parliament by the current government.

The COVID-19 also required the project team to adjust its implementation modalities by transferring some capacity-building activities in a remote mode.

Overall, according to the interviewed stakeholders, the RUNOs project teams have demonstrated the patience, flexibility, and reactivity to the complexities of the context and the constraints experienced during the implementation period.

**EQ 16. HOW EFFICIENT WAS THE OVERALL STAFFING, PLANNING & COORDINATION WITHIN THE PROJECT (INCLUDING BETWEEN THE IMPLEMENTING AGENCIES & WITH STAKEHOLDERS)? HAVE PROJECT FUNDS & ACTIVITIES BEEN DELIVERED IN A TIMELY MANNER?**

The number of activities, the number of UN agencies implementing the project and the number of national stakeholders involved in the project means coordination and planning did represent a substantial task.

The context complexity, the topic sensitivity and newness, the COVID-19, political instability, institutional personnel turnover, made planning a demanding task requiring flexibility.

Through evaluation interviews, comes a clear impression that the project staff of each agency has invested a lot of time and energy during the design process as well as during the initial phase involving advocacy and legal reform work.

During the rest of the project implementation, the interaction between agencies continued, but rather on a mutual update mode than through a formal coordination. The activity-intensive characteristic of the project did demand a heavy management workload to the teams. And the fact that each UN agency had to implement according to its own specific internal rules and procedures has naturally led RUNOs to implement activities rather on its own. This choice appears logical as it is the most effective one, especially when harmonizing the various procedures specific to each agency is generating more complexity and slows down implementation. Somehow, defining the project relation between agencies as interactive rather than coordinated appears closer to reality. This is not prevented the delivery of outputs and appears as the most pragmatic choice when the harmonisation of procedures has not been included in the design phase.

**EQ 17. HOW EFFICIENTLY DID THE PROJECT USE THE PROJECT BOARD?**

The implementation has been efficiently handled by the project teams from the four involved UN Agencies, and their support and dedication has been repeatedly praised by interviewees. The teams' close management means that the project has used the project board mainly to report on implementation.

There has been quite a level of interaction between the project teams and the project board, and the consultations have been useful in helping the project make important decisions and move forward.

The PBF secretariat's role has primarily consisted in ensuring information exchange and exchange on the perspectives of the different stakeholders involved, as well as monitoring the overall implementation of the project. Thus, Heads of Agencies as well as the UN Resident Coordination have invited RUNOs to discuss progress, challenges experienced and upcoming plans. Activities implemented at the local level have also been regularly monitored by respective RUNOs.

The project board has also played a crucial role in facilitating the debate around the references made to the definition of violent extremism and the assessment of the sensitiveness and possible negative effects in the use of the terminology pertaining to PVE. For instance, this has led to a joint decision to limit references to VE when engaging with communities.

The project board proved equally useful to support and facilitate establishing contacts and developing relations with the specific units from central institutions that have been involved the long consultation exchange to address the legislation gaps when it comes to integrating human rights standards and inclusiveness. Thus, the project board has actively contributed to the advocacy effort leading to the involvement, lobbying and acceptance of the legal changes introduced.

**EQ 18. OVERALL, DID THE PROJECT PROVIDE VALUE FOR MONEY? HAVE RESOURCES BEEN USED EFFICIENTLY?**

Overall, the resources have been used as per the initial budget and all the funds available have been utilized.

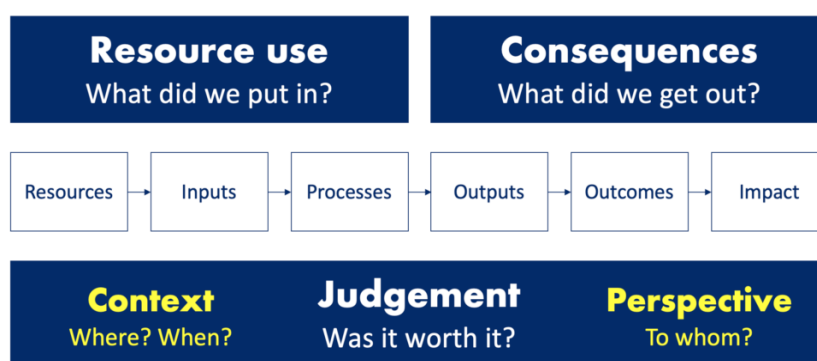
With the focus of the project on building capacity of institutions, most of the resources have been dedicate to human resources, including project staff, external expertise and costs related to training activities. Given the number of activities conducted, and the quality of the results obtained from these activities, with a strongly positive beneficiary feedback, there is a solid basis to indicate that the project did provide good value for money.

On the one hand, the cost-effectiveness of the project has been favoured by the fact the project has enjoyed the support of RUNO's presence and project infrastructure in the country, which means that such costs as administrative, financial, technical support are mutualised among the various RUNOs as well other UNICEF project and activities.

Looking at value for money in the case of such a complex project, looking at producing long-term and durable changes, characterised with a developmental ambition of anchoring inclusive, and human rights-based practices, means value for money cannot be simplified to a straightforward "per capita" costs, or strictly sticking to the cost of activities. In the context of this PVE project, the value is to be found in the fact it has ambitioned for systemic and mind changing of institutions towards VE.

Thus, value for money will ultimately be verified once inclusive systems and human rights-centred laws are institutionalised and implemented. This can only be verified in a period longer than the one of the project cycles as the process is much longer than three years. So, a relevant indicator (or composite indicators gathering elements grasping the various effects produced by the project) consists in verifying that the changes produced by the project are accepted, validated and practiced to an extent that is commensurate to the project outcomes.

What ultimately matters, is the ability of, once fully institutionalised, to facilitate the inclusion of the targeted vulnerable groups. And as such, the project, if the model can be converted in an effective system, can be considered as a worthy investment, as illustrated by the table below:



The funds can be considered as a genuine investment, which strategy is guided by a systemic, empowering and long-term-oriented investment and operationalised following a needs and rights-based concept materialised by the modelling of integrated state services. This vision is opposed to a superficial, symptoms-based approach, deriving from a misconception and prejudices against communities vulnerable to VE.

In the objective of building such a sustainable model, there are no real alternative than the long-term commitment proposed by RUNOs. With a project budget, mainly dedicated to intellectual and managerial inputs (salaries, consultancy, expertise), the project has opted for the most cost-effective approach.

## 4.4. SUSTAINABILITY AND IMPACT

**EQ 19.** ASSESS PRELIMINARY INDICATIONS OF THE DEGREE TO WHICH PROJECT RESULTS ARE LIKELY TO BE SUSTAINABLE BEYOND THE PROJECT'S LIFETIME (BOTH AT COMMUNITY & GOVERNMENT LEVEL) & PROVIDE RECOMMENDATIONS FOR STRENGTHENING SUSTAINABILITY.

There is a general but important note to be recalled in relation to sustainability. That is the continued presence of UN agencies in Kyrgyzstan which implies that each UN agencies, in its field of expertise is committed to monitor and continued delivering advocacy work on important issues and transformative reforms outside and beyond the framework of the project. A crucial and concrete illustration of the RUNOs' continuous commitment to follow-up and support the amended legal acts prepared by the project and which are still pending vote by the parliament.

Making institutions and institutional processes more inclusive and participatory is long-term, transformative process and ensuring the sustainability of introduced regulations relies significantly on the follow-up and accompaniment of RUNOs. This is the case with the envisage next PBF phase but also through individual projects of each UN agencies, which are building and following on the achievements of previous interventions.

The evaluation has identified two areas in which the project indicates a strong potential for sustainability, again reflecting the above paragraph, that processes require follow-up beyond the project lifespan:

- One area and one of the strongest achievements of the project is the change in attitude, perspectives and behaviours of the stakeholders involved, as a result of the combination of policy and legislative reforms, training, awareness raising, increased stakeholders' interaction and practice. Interviews and the review of project reports converge towards a significant change of mentalities, also translated into actions where state institutions are taking initiatives, consulting with a wide range of stakeholders. Despite the more conservative orientation of the current government, interviewees have confirmed the more inclusive and collaborative attitude among stakeholders has remained.

The other strongest asset in favour of sustainability is the legal foundation made human rights aligned and more inclusive, an achievement which has also required a change in mindset. Even if one has to recognise that governing administrations always have the power to reverse some of the introduced legal acts and, that this reality is beyond the influence of the project, that fact that this inclusive legislative framework exists and has been unanimously acknowledged by all, including influential actors, means any initiative to return to a previous phase will not go unnoticed and without debate.

The RUNOs and an important number of stakeholders are closely monitoring the situation and continue to act as facilitators and keepers of the project achievements.

At the local level, new practices have also been introduced and formalised, with the development of local action plan on gender, greater interaction between authorities and the civil society, women, the communities, budget allocations. These initiatives are likely to stay in the municipalities piloted by the project, but its sustainability highly relies on resources, which are scarce at the municipal level and not channelled in a clear procedural manner from the central State level. The evaluation has learned that two of the nine youth centres opened with the support of the project are at risk of closing down, only due to the lack of financial resources while the demand for such centres has proven to be very high in all of the centres.

The sustainability of the project results also depends on the sustainability of the CSOs involved in the project. The feedback from implementing partner NGOs that their project cycles' short duration (1.5 years) are limiting their results since it sometimes takes longer than this timeframe to solve a legal case and also considering that their backlog of legal cases exceeds 3 years. While the financial sustainability of NGOs is not the responsibility of the project, the continuation of NGO activities may be enhanced thanks to a longer-term commitment and a renewed support through the following PBF-phase.

Without listing them all, other indicators of sustainability include:

- The “humanisation” of the legal (revised criminal code), policy environment (PVE Action Plan) laws, and concrete steps (set of Local Probation Committees) have introduced new practices, repeated over the several cases where a spirit of understanding and inclusiveness has won. Even if the legal acquis remains under the potential threat of conservative-driven reverse, these new practices and the continued advocacy support of the UN agencies is giving a sustainable strength to these achievements.
- Trustful relationship and collaboration established between human rights organizations and the high school of justice - a training module and course is developed and trained judges, this work is going on.
- Positive results of NGO work: According to several NGOs, the gap between civil society and state authorities has reduced under the impetus of the project networking. Before the project measures for PVE from the state authorities were punitive with imprisonment as often the only outcome of court decisions.
- The Ministry of Justice has improved the selection of lawyers, with the creation of a register of lawyers specialized in children to address legal cases involving children.
- Integration of the training component developed by the project into the curricula of the Legal Training Center and the Department of Free Legal Aid from the Ministry of Justice.
- Integration of human rights and anti-discrimination principles in the curricula of the judge education at the Strategic Litigation School.
- The LSG involved will continue supporting these initiatives in advancing the work with the left behind groups, including women, people with disabilities, elderly, and allocate funds for gender dimension, as the project contributed to gender analyses of local socio-economic development plans.

**EQ 20. DID THE INTERVENTION DESIGN INCLUDE AN APPROPRIATE SUSTAINABILITY & EXIT STRATEGY?**

The project document does not clearly formulate an exit strategy, not at the level of the project as the underlying theory of change and stake of the project is long-term in nature, i.e., to replace tackling the VE phenomenon in a reactive manner, with a developmental strategy involving the construction of an environment conducive to an inclusive society and institutions towards marginalised communities. Thus, the project can be considered as a pilot phase which primary aims has consisted of instilling a culture of inclusiveness within State Institutions.

The four involved UN agencies have been taking a long-term approach towards supporting social inclusion and mainstreaming human rights across the specific mandate of each UN agency. As a matter of fact, the project has been building on the lessons learned and the results of earlier projects implemented by each Agency. The project teams have indicated they have already been and will be continuing following and supporting the validation of the amended legal acts after the project ends, and outside the project frame.

Thus, it is important to understand that the pursuance of the long-term strategic goals (of building inclusive institutions, respectful of vulnerable groups’ human rights) is the exit strategic, i.e., that there is no intention to exit until those goals are attained.

**EQ 21. HOW STRONG IS THE COMMITMENT OF THE GOVERNMENT AND OTHER STAKEHOLDERS TO SUSTAINING THE RESULTS OF PROJECT’S SUPPORT AND CONTINUING INITIATIVES?**

As an introduction to answering the above question, it is important to mention that there has been a change of government in the course of the implementation of the project. This change has highly affected the commitment of the government as the evaluation understand there have been different in stands towards VE between the previous and the actual government. Compared to the previous State Institutions’ shift, committing to inclusiveness, as a result of the substantial advocacy investment made by the project, the level of the current government is no longer as strong.

The RUNOs have deployed efforts to preserve the legislative reform achievements made in the first half of the project cycle, however, some of the amended laws proposed are still pending parliamentary vote. Thus, getting a deep government commitment will require continued advocacy efforts from RUNOs. The government’s interest in supporting a social inclusion oriented future PBF-funded projects can however be seen as a positive and encouraging indicator of willingness to build on this project’s achievements.

One remarkable effect of the project the evaluation was able to capture is the fact that activities pertaining to the revision of the legislation but also the capacity-building activities to judiciary, law enforcement personnel and NGOs are

sparked a greater interaction with other stakeholder categories, each individual one would not venture into, before the project. The stimulation of interaction between state institutions, and journalists, NGO with institutions, or religious leaders has mutually reinforced the collective commitment of all involved stakeholders. The practices introduced by the project on applying human rights-based processes means a deeper commitment has been institutionalised, for instance when legal aid NGOs are routinely interacting with the judiciary to manage legal VE-related cases. And the interaction between stakeholders around newly established human rights-based, participatory process means that stakeholders have developed a more open, understanding attitude towards communities facing exclusion, which has translated into a deeper commitment of the judiciary, journalists, LGS and actors who have engaged in the prevention of VE.

The ownership of the civil society has proven strong as those, beyond praising the high relevance of the support received by the project in increasing their impact and widening the scope of their intervention in the legal field. CSOs have clearly expressed the project commitment was also at the core of their commitment and values. As such, they have asked the intervention for a humanised justice to continue beyond the project.

## 4.5. NATIONAL OWNERSHIP

**EQ 22.** ASSESS THE DEGREE OF INVOLVEMENT OF NATIONAL PARTNERS AND ALIGNING TO EXISTING PRIORITIES OF THE LOCAL GOVERNMENT IN TARGETED AREAS.

National ownership requires to be viewed through the stakeholder category prism, firstly since State Institutions have been the primary target of the project (and the one category for which strong ownership could be considered as an indicator of success), and secondly, because the perspective, stakes and challenges on PVE and inclusion greatly differs between the Central State, local authorities and the civil society/communities. Even if the voting of several the legislative amendments is still pending, it is important to understand the degree of support the level of support the legal amendment work of the project has received, as to make its way until the parliament, these proposals have been reviewed and approved by several intermediary institutions, including the Housing Committee, the General Prosecutor's Office, the Supreme Court.

First, when it comes to the central power, there has been a clear difference of ownership between the previous and actual government, as a mirror of the political positioning vis-à-vis VE, with the precedent regime characterized as less conservative than the current government. The reality is however more complex than this distinction as the project had to invest in the effort of the RUNOs, mobilise experts to build ownership by the means of advocacy, leading to a shift of paradigm and mentalities, even within the traditionally conservative, securitarian institutions such as the Ministry of interior.

Nonetheless, the previous government, by accepting, supporting inclusiveness, before engaging in the legal reforms proposed by the projects, amending the criminal code and adjust its VE Action Plan, had given significant signs a genuine commitment. Interviews has underlined how the change of government has changed the commitments made initially and rebuilding ownership is a priority task ahead.

Municipal authorities have expressed a meaningful degree of ownership through concrete decisions (budgeting support to social inclusion activities, contributions to youth centers running costs, gender local action plans) as well as through demonstrating an attitude of open dialogue with community members and the civil society, using the participatory methods introduced by the project.

**EQ 23.** HOW HAS THE PROJECT ENHANCED AND CONTRIBUTED TO THE DEVELOPMENT OF NATIONAL CAPACITY?

Developing national capacity of judiciary and law enforcement institutions, the civil society and LSG to some extent had been placed at the core the change process formulated in the project document.

The capacity-building of institutions and civil society has followed an approach combining various modalities: (a) the deployment of experts to conduct assessment and research (e.g. municipal gender assessments), (b) delivery technical expertise (advocacy and technical review of legislation, criminal codes), (c) training (of judiciary and law enforcement institution personnel, (d) legal aid providers from the civil society), (e) awareness raising of relevant stakeholders (media, local and central institutions).

The visible changes in practice, described in various sections of this report, indicate that the strengthening of institutional and non-institutional actors, has already changes practices in courts and attitudes, with an increased inter-stakeholder interaction and attitude based on an understanding of the challenges and rights of the marginalised populations, owing to a better knowledge and awareness of situations and factors of exclusion.

This project Obviously, capacity gaps and the systematization of practices remain priority needs to be addressed until participatory and human rights-based practices are fully applied across the judiciary and law enforcement institutions and across the country. And despite, the political threats to the results institutionalized by the project, the intervention has demonstrated that all involved stakeholders have, not only supported the needs to act more inclusively but have also changed their practices, in the areas supported by the project.

The project has created a dynamic that has seen an increase in intersectoral and inter-ministerial cooperation, and a more strategic positioning in answering the needs of marginalized communities. Youth, women and excluded members of the communities have been consulted and involved by LSGs, institutions have integrated and applied the learnings in dealing with court cases, bringing evidence that the capacity-building has translated into actions.

#### Quote from local governance expert

I succeeded to involve women to public hearings. They participated in hearings and planning next year's budget. They also proposed their need in kindergartens, signed their appeal and sent them to the Bishkek City Council who paid attention to the needs as there were signatures of both husbands and wives. The Mayor's office and the city council have already put the construction of kindergarten in the list of objects.

## 4.6. GENDER EQUALITY AND HUMAN RIGHTS

**EQ 24.** TO WHAT EXTENT HAS GENDER AND HUMAN RIGHTS CONSIDERATIONS BEEN INTEGRATED INTO THE PROJECT DESIGN AND IMPLEMENTATION?

The gender and human rights dimensions have been fully integrated into the project design and implementation as both issues are integrated in virtually all project activities (more details are provided under the following Evaluation Question Nb. 25).

The project design has integrated the learnings from other relevant joint RUNOs project "Women and Girls as Drivers for Peace and Prevention of Radicalization" and the project "Youth as Agents of Peace and Stability in Kyrgyzstan". The project has also established a budget allocation for Gender Equality and Women's Empowerment, with a minimum threshold of 30% of the budget.

The gender and human rights dimensions have been integrated systematically into the policy and legislation review and update, with the support of the RUNOs and legal experts. It has also been integrated across the capacity-building programmes for local authorities and the civil society to practice socially inclusive approaches.

#### SHORT STORY - GENDER

Gender experts have been deployed in each pilot municipality to accompany the process of promoting the situation of women. As a result of trainings and mentorships, local female activists have emerged, gaining confidence through the different initiatives supported by the project. The effects of the project empowerment activities on the attitude of women have been very diverse: Women has taken a more active life outside their home, organizing among themselves to mobilise communities, collect signatures to press authorities to support community projects. Supported women have progressively made themselves more visible, through active participation to public hearings. And this active participation has been crowned with results: As an example, the construction of a kindergarten has been prioritised by the municipality of Bishkek after an appeal was launched thanks to the mobilisation of women.

**EQ 25.** HOW HAS ATTENTION TO/INTEGRATION OF GENDER EQUALITY AND HUMAN RIGHTS CONCERNS ADVANCED THE AREA OF WORK? CONFLICT-SENSITIVITY AND DO-NO-HARM PRINCIPLES

The commitment to gender equality and human rights has been considered with high importance in the project formulation (with a Gender Marker Score of 2, which can be considered as the highest score for a project which is not primarily and exclusively focused on gender). The evaluation has found the commitment to be fully respected and fulfilled during implementation as both dimensions have been systematically integrated in all activities, be it in the legislative acts or the capacity-building activities, the realization of gender-assessment surveys in each pilot municipality) with clear intentions of results and impacts (such as the mainstreamed role of women in municipal local action plan).

The same can be said for human rights with the systematic reference to international human rights in legal acts, as well as in the lawyers or police staff training, and the capacity-building support provided to local NGOs.

When it comes to gender equality at the local level, the commitment has allowed to produce the following:

- Great LSG commitment to gender: municipal authorities have formally invited and supported the involvement



women and the civil society, confirming this commitment through acts. As a result, female participation in local councils has increased by three times. Gender-budgeting has been established, local actions plans have been developed based on women consultation, resulting in concrete gender-supportive projects. As an indirect result of these activities, gender-driven community mobilization has taken place, leading to the appointment of a woman for the position of deputy head of local council.

- Women employability, financial and overall autonomy has been increased through the provision of life skills, business trainings and support to business development.
- Attitudes towards women have evolved thanks to the regular communication channels established with the LSG, as well as a higher visibility of women activism (participation to public hearings, implementation of social projects developed by women).
- To the say of local stakeholders, the self-perception of women through taking an active role, has model from low self-esteem to seeing themselves as activists.

In relation to the systematic integration of human rights into the legislation and other legal acts, the amendment of the criminal code has enabled to update the training of lawyers according to the new code. Lawyers were able to refer and apply the amended code in courts and obtain concrete results with the cancellation of sentences including detention or the reduction of the sentences.

**EQ 26. TO WHAT EXTENT CONFLICT SENSITIVITY AND DO-NO-HARM PRINCIPLES HAVE BEEN INTEGRATED INTO THE PROJECT DESIGN AND IMPLEMENTATION.**

Each of the RUNOs enjoy global and national expertise in conflict sensitivity and relation to the “Do-no-harm” principles. As such, UN agencies are equipped with guidelines and methodologies to apply these principles through concrete interventions. The concerted effort of UNDP, UNICEF, UN Women and OHCHR during the project design phase has thoroughly considered and review all the risks related to the use of strong terminology, potentially felt as discriminatory by marginalized communities. Thus, the project has addressed the risks related to conflict sensitivity and do-no-harm principles by mainstreaming inclusion throughout the project while, placing understanding and reach out to minorities, inviting religious leaders rather than using references to extremism and related notions at the core of the project activities.

The project has also dedicated a long initial effort into engaging with state institutions, to raise awareness of sensitivity related to harsh terms so as to ensure the law amendment and policy support was formulated in a conflict-sensitive manner.

In situation when the project interaction with communities led to the understanding there was a strong rejection of the notions of extremism, this feedback has been taken into account in the development of training curricula where words have been carefully chosen; for instance, referring to the notion of violence instead of extremism.

## **5. CONCLUSIONS**

## CONCLUSION 1:

Significant changes have been achieved with respect to the legislative framework but not institutionalized yet because of political change, so sustainability is pending. Obviously, the main threat to the sustainability of reformed, human rights-aligned legislation is the political and institutional validation of such advancements. This threat is overwhelming, and its power goes beyond the project's influence. However, rather than versing into the illusion of seeking to counter or eliminate this structural threat, this conclusion brings back to the core mandate and what UN agencies are skilled at: long-term advocacy, driven by a long-term, development-oriented vision and process. This means to also act outside the project cycle framework and exert patient, uninterrupted awareness raising action, regardless of the government and supporting the long-term and stable partners represented by the civil society.

CONCLUSION 2: Education is clearly identified as an area with great potential impact on preventing VE. While interventions applying traditional form of education have its effectiveness questioned, innovative forms seem to show its potential (training academies- OSCE explained innovation in its training approach has brought results and change has been witnessed: better training program & better trainees). Given the complexity of accessing communities and delivering an educational model that is a relevant fit at the local level, innovation is a crucial factor in the delivery of education. The same applies to the delivery of training as part of capacity-building activities with innovation in training bringing stimulation getting strongly positive feedback (for instance, with OSCE or UN Women giving a pro-active role during training sessions).

CONCLUSION 3: Role of CSO and strategic partnership. Kyrgyz CSO are strong but are weakened by reduced funding (especially in a context where money is shifting from KYR to UZB) and partnerships limited to project-level results (max. duration 18 months) are also limited in impact. On the other hand, it is getting more difficult to work with State Institutions and produces little results. CSO are stable partners, driven by long term commitment and are more able to maintain knowledge and memory. There is also a gap in continued field presence to fulfill the mentoring role as well as the M&E function. This gap has led to limited impact at the municipal level where results and commitments are not secured over time.

CONCLUSION 4: Though there is no fundamental change in the focus from the 2018-2020 to the following 2021-2024 cycle, from PVE to social cohesion, the change of priorities from one funding cycle to the over appears to be missing the connection to a long-term peacebuilding goal (or at least a longer 5 to 10 years cycle). The 2018-2021 has implemented some of the recommendations from the evaluation of the previous cycle (more integrated, joint RUNO projects) and only partially others (a more process-oriented Peacebuilding project formulation and for learning and adaptation). While end-of-project evaluation recommendation may come late, the full implementation of a learning and adaptation process may produce timely information allowing to continue and capitalize on efforts and achievements from one to the next PPP cycle, and thus demonstrating measurable changes over long period of time. Formulating a new strategic orientation for the next cycle without using formally collected learning from the previous cycle is a missed opportunity.

CONCLUSION 5: Covid is a challenge to project implementation and an aggravating factor of VE drivers. The pandemic leads to reconsider implementation modalities, in an attempt to compensate the reduction of direct contact with local stakeholders and communities (which makes the role of stakeholders close to communities – CSOs and the private, even more necessary, also, in the identification of innovative, adaptive measures.

CONCLUSION 6: The Gender dimension has been tackled through a genuine effort, and substantially integrated into activities. However, While the project has designed and implemented well formulated gender-based approaches, tools and activities (among others: Gender sensitive manual for journalists has been elaborated, a research has been conducted by Centre of religious study with a focus on gender dimensions, online course on implementation of gender policy has been developed for State Cadre Personnel), it would have been useful to have a gender strategic formulation, with the definition of a gender-specific objective, describing the expectations in terms of advancing the situation of women and the realization of its rights. ,

CONCLUSION 7: Geographic targeting rationale: Most international projects concentrate on areas due to past conflicts and (ethnic, religious minorities) population characteristics. This approach is no longer questioned and created both a disbalance and a consideration that the VE potential coincides with “specific” communities (thus increasing the feeling of being perceived differently, if not discriminated).

CONCLUSION 8: The PVE thematic has generated a lot of unclarity about definitions and concepts but also in the operationalization of those concepts through activities. This is a recurrent finding in several publications on PVE interventions in Kyrgyzstan. This has also been reflected through a change process expressed in a general manner and the lack of a detailed long-term peacebuilding strategy artificially.

## **6. LESSONS LEARNED**

LESSON LEARNED 1: Research and analysis are the most efficient tools to understand the nuances and, identify and prepare to address the complexity of the PVE and social cohesion context. However, RUNOs needs to be strategic in its research efforts and, rather than sub-contract think thanks/research companies on a as-needed basis, must be more strategic in its relationship with research power force. Research is the one answer to to understand the complexities, not only of the drivers to VE, of the social, cultural, religious, economic/migration, psychological and gender realities marginalized household are living. Gender is a priority area of research as this area crossed and interact with all other areas. The widespread phenomenon A close understanding these complex realities will not only help to move away from definition of the notion of VE and the risk of cliché and prejudice, and get closer to research-based, neutral definition that empowers social cohesion by replacing the risk of judgment with the confidence in understanding. PVE strategies are closely interlinked with strategies aiming at social inclusion and social cohesion. As such, the relevance of a strategy which serves as the platform for the legislation, the policy, the tools and practices, primarily depends on the understanding of complex realities, suffering so often of prejudicing shortcuts, due to the lack of time and resources required to understand. Research is also a strong mean of getting closer to communities, and bridging the so many gaps (social, religious, cultural...) that isolates marginalized communities.

LESSON LEARNED 2: Education: Support CSOs in tackling religion history and promote an educational approach inclusive of the surrounding of the youth (parents, friends...): Increase CSO & private sector (see Lesson Learned 5 on the potential role of private/business sector) participation to peace building. Hedaya project survey results indicates that History of Religions seems to be influencing positively on violence related beliefs and behaviors of students and helps start building resilience at early age. Comprehensive approach to education with empowering parents and caregivers' roles. Business-driven education is equally important as the most innovative businesses in Kyrgyzstan are only thriving once they have grasped the sense of life sought by the youth and women, and, therefore, the form and approach to stimulate this sense and unlock their potential.

LESSON LEARNED 3: Social Media has now most of youth interest and continues to grow in importance and influence. The use and behavior of youth in social media is a key to understanding, identifying interests, vulnerabilities, potentials, perception, and ways of thinking. Any educational programme nowadays cannot skip a deep research of youth interaction with social media, as a basis to develop attractive and impactful educational contents. Social media is also the one tool allowing to reach out the vast majority of youth communities where there are no physical internationally funded projects. The youth in these in rural remote areas, is less educated, connected and exposed to diversity, with fewer job opportunities, thus more exposed to manipulation, frustration, and radicalisation. Reflecting on the previous and following lessons learned, the social media has become a fundamental tool, relevant to not only PVE but also Peace Building in general. The feedback on the use of social media by the youth also provides a strong indicator that it is an essential platform for education, including youth education.

LESSON LEARNED 4: This project and all of the over 40 reports and publications related to PVE underline the importance of the contextualization of PVE interventions to the local level. CSOs and the private sector (illustrated by the Ololo Company experience supporting young entrepreneurs) are long-term actors, holding a unique access, knowledge, and understanding the vulnerabilities of youth to PVE. As such, this stakeholder categories are essential sources and partners in the PVE formulation. They are the link allowing the youth to relate to stories they feel close to. The private sector has been the first to engage into social media, and it certainly opens the space for the internet-based mentorship.

LESSON LEARNED 5: Education involves building knowledge and awareness-based education: the knowledge of Islam of the Muslim community, as much as the knowledge about the Muslim community, appears to be limited, and the more limited it is, the more it is subject to misinterpretation, with misinterpretation potentially, leading to manipulation, especially in rural areas. This is a lesson for educational component development of PVE interventions. Education is really a cleaving area and determining factor, that can lead to either more tolerance if based on thorough knowledge or increased prejudiced if made of cognitive superficial shortcuts.

LESSON LEARNED 6: The psychological dimension has been identified as overwhelmingly insufficiently addressed by law enforcement institutions, including in the probation system. It has been mentioned as an acute and largely unanswered need by interviewees from the civil society, experts and lawyers.

LESSON LEARNED 7: Government staff high staff turnover is a major challenge to any capacity-building, developmental project. Projects have no influence over this situation, however, there are innovative ways to mitigate this threat to institutional memory. This challenge is known to all, mentioned systematically in project reports and publications. As much as it is overwhelming, there are ways to be explored to remedy to this structural challenge. Four of the most damaging effects of high turnover are (a) loss of institutional memory, (b)weakening of project ownership, (c)disruption of project dynamic and (d) opportunities abusive to cancel informal advancements and agreements.

Those four challenges are creating potential gaps that need to be filled in an institutional manner. This can include

relying on joint knowledge platform where, smaller but crucial steps, tools, or any intermediary advancement can be stored online and referred to when new institution staff come on back. Such platform could be the subject of Memorandum of Understanding between RUNOs and Institutions in the frame of specific projects.

**LESSON LEARNED 8:** Several relevant and important reports at pointing at the timeliness of RUNOs joining efforts to develop a Peacebuilding strategy: The evaluation recommendation from the 2014-2017 PPP, the short life of the project cycle vis-à-vis long-term peacebuilding objectives, and the PBF Peacebuilding Strategic Review of the 2018-2020 PPP: “Donors highlighted the need to move away from project-based approaches and instead join forces under a joint peacebuilding strategy in Kyrgyzstan that also includes regional aspects. They highlighted the UN’s unique position to address conflict sensitive areas with the government and its singular ability to build platforms and safe spaces on sensitive issues. The PBF, donors advised, should function as a coordination platform to help shape the debate. » “A review of new funding commitments shows that the major donors are moving toward a sustainable development agenda.”

**LESSON LEARNED 9:** The experience of legal experts and NGOs providing legal assistance indicates that there is a legal vacuum in the definition of extremism. The broad and general definition of extremism is leaving open spaces for abuse of “extremism” as a legal base of accusation. This includes the typical and well-known situation of individuals accused of extremism, only for receiving brochures promoting radical ideas or clicking in weblinks to websites promoting radicalism. The inclusion of criteria or conditions defining extremism as a crime would likely help reduced the number of irrelevant cases of VE.

**LESSON LEARNED 10:** The operational rules specific to each UN agency has made it difficult to implement activities jointly from an operational point of view. The harmonization of procedures among UN agencies would greatly facilitate implementing activities as “one”.

## **7. RECOMMENDATIONS**

The below recommendations derive from converging conclusions indicating an overall need for PBF and UN agencies to develop long-term strategic clarity in the Peacebuilding area, especially in relation to SDG 16 and the need to build a peacebuilding framework based on clear and accountable process, particularly for the conceptual and design, joint UN implementation as well as monitoring and evaluation processes.

**RECOMMENDATION 1:** Follow-up with the current government and recently appointed institution staff on the project activities requiring further institutionalization.

**RECOMMENDATION 2:** Develop a joint UN Peacebuilding Operational Strategy aligned to the Peacebuilding overall strategy as to the facilitate and frame the process of translating the strategy into joint UN agencies projects from the conceptual stage.

**RECOMMENDATION 3: Strategic/Operational positioning:** In its Peacebuilding strategic formulation, UN Agencies should clarify its strategic positioning and role, based on its assets (mandates, access to PBF...) and added value (resources to support strategic partnerships) as well as the requirements to fulfill this positioning (strong leadership; systems and framework designed, agreed upon and supported, supervisor by senior UN level (RR, heads of agencies).

**RECOMMENDATION 4:** Define a more detailed interagency coordination mechanism for both the design and implementation phase of the project. Review the existing L&A strategy to assess the extent to which it can be realistically integrated into the project cycle (verifying the time and resource constraints) and institutionalize the process and its management (define PBF and RUNOs management roles and responsibilities with supervision from heads of Agencies, facilitation by PBF JSC, with the appointment of L&A process manager.

**RECOMMENDATION 5:** Build the capacity to develop output and outcome level indicators within RUNOs for future Peacebuilding projects (consider expanding to all transformative/developmental projects). Acknowledge this is a complex task and not an exact science, though the effort should be driven to formulate SMART indicators to answer the need for user-friendliness. (Refer to existing models such as the BRAVE model BRAVE - Building Residence Against Violent Extremism and Polarisation, IMPACT model, FINEO model using Social Impact Navigator). This expertise is intimately relevant to TOC formulation as indicators of change do relate to assumptions. Integrate the indicator identification and the TOC formulation in the L&A process. In order to develop a M&E framework, appropriate to PVE projects, the evaluation suggests referring to dedicated joint publication of UNDP and International Alert, a toolkit on "Improving the impact of PVE programming".

**RECOMMENDATION 6: Knowledge Management and Institutional Memory:** Develop a proper knowledge management and capitalisation strategy and process to manage knowledge. In order to limit the effects of staff turn-over and loss of institutional memory, PBF projects need to be equipped with a knowledge management strategy. This strategy could rely on a web-based platform to serve as a repository of deliverables (e.g., amended laws...) and an official reference space.

Systematically, needs assessment and project design should refer to this web-based platform. In case of staff turn-over, replacement could also refer to this platform for briefing/training/continuation of previous interventions.

**RECOMMENDATION 7: Increase CSO role and Strategic Partnership:** Increase resource allocation to non-State Actors (CSOs and private sector to some extent) in order to get to a more balanced intervention between State non-State Actors. Non-State actors bring the following essential added value: 1. Knowledge, understanding, acceptance from and access to communities, 2. Innovation based on attributes described in recommendations 1, 3. Preserve institutional memory over project cycles. The long-term and strength of impact of CSOs relies much on the continuation of international funding. Education and training should be completely "re-thought". Analyzing social media is a must to understand how the youth see and interact with the world. Using the understanding of the youth via social media, will help develop an effective reach out and deliver results-oriented education. Fill the continued field presence gap through strategic partnership with NGOs. This will also feed the essential M&E function, while strengthen civil society, in great need of stable support. Strategic partnerships also contribute to a sustainable commitment to institutionalize a preventive, inclusive model of VE as this commitment needs to relation to social inclusion model.

**RECOMMENDATION 8: Address Mental Health and mainstream it into PVE** (legal provisions, professionalization, integrated services). The attention to the acute and omnipresence of psychological suffering, in particularly unaddressed (to the relative difference of GBV for which there is an advocacy effort) in the interaction between community members and law-enforcement institutions. The psychological-related needs should be addressed systematically as a cross cutting-dimension in future peacebuilding interventions and capacities should be built with a holistic modelling approach in mind.



RECOMMENDATION 9: Conduct research on developing proper indicators of change (process) and impact (results) and build capacity to develop proper M&E systems for PVE but also social cohesion interventions. M&E systems should be carried over from project (at least some crucial indicators) to project to measure long term changes. Connect academics and field practitioners to develop relevant tools and indicators

RECOMMENDATION 10: Continue the project effort in supporting institutions to develop a more detailed legal definition of extremism, by, for, instance, identifying of criteria or conditions defining extremism as a crime in order to help reduce the number of legal cases, irrelevantly accused of VE. This should help to strengthen the probation of cases and reduce the backlog of cases as much as reducing prejudice across institutions and across the society.

RECOMMENDATION 11: Explore the possibility of harmonizing implementation modalities among UN agencies, for instance through MOUs, at the project design stage so that activities can implemented jointly by several UN agencies.

RECOMMENDATION 12: Support legal aid providers and other human rights organizations from the civil society to continue perform a monitoring role of the implementation of the PVE action plans and progress of the advancement of the legal framework.

RECOMMENDATION 13: The positive changes of the project in advancing the role of women, owing to, among other reason (legislation changes, changed institutional practices) the combined effectiveness of the training techniques and local-based development process is calling for a consolidation of the results achieved to date.

As much as the results have proven effective, its sustainability is at stake as financial resources are scarce, either from the municipal budget or from the civil society. Thus, it is recommended to both continue strengthening the process, also strengthening the business development side to reach economic autonomy, by financially support further local development plans, while supporting central authorities in effectively decentralizing budget dedicated to municipal-level development plans.

RECOMMENDATION 14: Further develop the educational component, with innovation as a core strategic direction, exploring social media and remote technology to develop an online content that reaches out and “talks” to the youth and women.

## **8. ANNEXES**

# 8.1. TERMS OF REFERENCE



Empowered lives.  
Resilient nations.

Approved by:

Ms. Erkina Urazbaeva

UNDP Programme and Policy Analyst

---

10/06/2021

Approved by:

Mukash Kaldarov, Senior Advisor on Social cohesion

UNDP Governance and Peacebuilding Programme

---

10/06/2021

## TERMS OF REFERENCE

Final Evaluation of PBF-funded “Inclusive Governance and Justice System for Preventing Violent Extremism” project

<b>Title of the Programme:</b>	Inclusive Governance and Justice system for Preventing Violent Extremism (PID: 00108601)
<b>Short title of the assignment:</b>	International Evaluator
<b>Duty station:</b>	Homebased\Remote, given the current epidemiological situation. However, can be a subject to further discussion depending on travel conditions and availability.
<b>Contract type:</b>	Individual Contract
<b>Duration:</b>	June – September 2021 (60 effective person days)

## BACKGROUND

The onset of violent extremism in the Kyrgyz Republic is a challenge and threat both at the national and international level. According to National data, 803 Kyrgyzstan citizens have joined the ranks of foreign fighters either in Syria or Iraq. Most of the foreign fighters from the country are young males between 25-35 years-old, while women represent a growing number, constituting as much as 25% of citizens who reportedly have left to join foreign terror groups.

State authorities experience significant difficulties in understanding the contributing role that state policies and responses directly and indirectly play within this phenomenon. This difficulty has been arguably exacerbated by the still developing system of checks and balances stemming from the new Constitutional architecture, coordination challenges within the different State authorities as well as the legacy of the 2010 conflict. Although knowledge of the underlying drivers of radicalization and violent extremism has increased in the Kyrgyz Republic, instead of pursuing a policy of prevention by reducing the structural factors of exclusion that drivers grievances, the state in some cases prioritize security responses to violent extremism. As a result, a lack of trust between communities and law enforcement agencies related to PVE has emerged, which curtails the cooperation necessary for effective prevention of violent extremism is also noted as a worrisome trend. For example, in its research UN Women found that women in

Kyrgyzstan rarely turn to the police when they have a problem or concern with violent extremism, while law enforcement officials have limited gender sensitive data collection, consolidation, analysis and reporting capacities. These gaps of both cultural and institutional nature remain critical concerns in PVE efforts to date that need to be addressed to ensure the ultimate success of preventing violent extremism in the Kyrgyz Republic.

In December 2017, the Government of the Kyrgyz Republic, the United Nations in the Kyrgyz Republic and United Nations Peacebuilding Fund (PBF) signed a Peacebuilding Priority Plan for 2018-2020 (PPP), which addresses the following aspects of preventing violent extremism (PVE):

- Strengthening justice and security sector institutions, national and local authorities to apply socially inclusive approaches, participatory decision-making and guarantee increased civic space.
- Capacitate penitentiary and probation officers as well as the police and forensic experts to prevent and address radicalization to violence by ensuring adequate safeguards respecting national and international standards.
- Increase women's and men's, boys' and girls' critical stance on ideologies instigating violence and their participation in local development and dialogues over PVE in target communities.

Within the context of Peacebuilding Priority Plan, UNDP, OHCHR, UN Women and UNICEF (all together as RUNOs – Recipient UN Organizations) in the Kyrgyz Republic are implementing PBF-funded project on “Inclusive Governance and Justice system for Preventing Violent Extremism” (hereinafter as to project) as part of PPP, which focuses on:

- Increasing capacity and expertise of state authorities to design and implement socially inclusive, gender sensitive, human rights compliant policies and legislation applying participatory approaches to prevent violent extremism.
- Increasing capacity and expertise of law enforcement and judiciary to be engaged with stakeholders, including human rights organizations, experts and communities and operate in line with international human rights standards to prevent violent extremism.
- Increasing capacity of civil society actors with a special focus to youth and women to actively engage in the field of preventing violent extremism with duty bearers.

Theory of change of the project provides that If state institutions, justice and security agencies are equipped with inclusive methodologies and expertise on PVE and if they are able to effectively implement participatory decision-making and legislative reforms in line with Human Rights and Rule of Law norms with the support of civil society representatives, THEN they will be able to engage in a more positive engagement with citizens leading to the reduction of potential drivers to violent extremism.

Implementation timeframe of the project is from 15\12\2017 to 14\06\2021.

The main national partners of the project are:

President's Office, Government Office, Secretariat of Defense Council, Ministry of Justice, State Commission on Religious Affairs, State Agency on Local Self Governance and Interethnic Relations, Ministry of Labor and Social Development, Ministry of Interior, Ministry of Culture, Information and Tourism, Local Self-Governance (LSG) bodies in selected districts, and CSOs.

According to the 2018 Peacebuilding Fund Guidelines on Funds Application and Programming, every PBF project has to undertake an independent evaluation. The aim of this evaluation is to assess the results achieved within December 2017 – June 2021 by the project. However, due to the current Covid-19 restrictions and possible risks evaluation process most possibly will be conducted online<sup>21</sup>, at the same time some offline interviews are possible to be handle by local consultant.

## OBJECTIVE

The objective of the evaluation is to assess achieved results under Project, sustainability of benefits and draw lessons that can inform future PVE, Peacebuilding and Development interventions to be further used and implemented by UN and other development partners.

The main purpose of this final evaluation is to assess the programmatic progress, performance of the project interventions from the point of view of relevance, effectiveness, impact, organizational efficiency, sustainability as well as analysis of lessons learnt highlighting areas where the project performed less effectively than anticipated. The findings of the evaluation will contribute to effective programming, refining the approaches of participating UN agencies to peacebuilding and preventing violent extremism, organizational learning and accountability. It will also be a key input to knowledge management on joint programmes, and peacebuilding interventions supported by the Peacebuilding Fund. The findings of the evaluation will moreover be used to engage policy makers and other stakeholders at local, national and regional levels in evidence-based dialogues and to advocate for gender-responsive and inclusive strategies to promote sustainable peace and development.

21 <https://www.unwomen.org/en/digital-library/publications/2020/05/pocket-tool-for-managing-evaluation-during-the-covid-19-pandemic>

The evaluation presents an opportunity to assess the achievements of this project and its overall added value to preventing violent extremism in Kyrgyzstan. The evaluation must apply conflict sensitivity, human rights approach and gender equality principles<sup>22</sup> to the evaluation methods.

Final evaluation of Project, funded by PBF will be conducted according to the guidance, rules and procedures established by UNDP as reflected in the UNDP Evaluation Guidelines<sup>23</sup>.

The Online Evaluation will assess the Project according to standard evaluation criteria, as elaborated below, in line with the OECD DAC Guidelines on Evaluating Peacebuilding in Settings of Conflict and Fragility<sup>24</sup> and United Nations Evaluations Group norms and principles. However, the consultant in his methodology may propose new or different questions in close coordination and consultation with ERG.

#### Relevance

- Was the project relevant in addressing key drivers of violent extremism identified in the Peacebuilding Priority Plan and the Project Document<sup>25</sup>?
- Whether important PVE gaps exist, or opportunities are being missed?
- Did the activities and strategies fit the objectives, i.e. is there internal coherence between what the programme is doing and what it is trying to achieve?
- To what extent were the interventions relevant to the needs and priorities of the target groups/beneficiaries?
- To what extent have gender and human rights considerations been integrated into the programme design and implementation?
- Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence? Effectiveness
- To what extent did the project achieve its intended objectives and contribute to the project's strategic vision?
- Assess the degree to which project implementation was flexible, innovative, and adaptive to the context.
- To what extent did the Project mainstream a gender dimension and support gender responsive PVE.
- To what extent did the Project complement work with different entities and have a strategic coherence of approach.

#### Efficiency

- Assess whether the RUNOs has utilized Project funding as per the agreed work plan to achieve the projected targets.
- Analyze the role of the Project Steering Committee (PSC) and whether this forum is optimally being used for decision making.
- Analyze the performance of the M&E mechanism of the Project and the use of various M&E tools (any socio-economic data available to the project etc.). How well did the project collect and use data to monitor results?
- Assess the qualitative and quantitative aspects of management and other inputs (such as equipment, monitoring and review and other technical assistance and budgetary inputs) provided by the project vis-à-vis achievement

---

22 Integrating Human Rights and Gender Equality in Evaluation – towards UNEG Guidance: [www.uneval.org/document/detail/980](http://www.uneval.org/document/detail/980)

UNEG Guidance Integrating Human Rights and Gender into Evaluation: [www.uneval.org/document/detail/1616](http://www.uneval.org/document/detail/1616)

UN SWAP Evaluation Performance Indicator: [www.uneval.org/document/detail/1452](http://www.uneval.org/document/detail/1452)

23 [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf)

24 <https://www.oecd-ilibrary.org/docserver/9789264106802-en.pdf?expires=1570808839&id=id&accname=ocid195767&-checksum=E395E7C957BEA0EADC13DACF9A702741>; <https://www.cdacollaborative.org/wp-content/uploads/2017/01/Reflecting-on-Peace-Practice-RPP-Basics-A-Resource-Manual.pdf>

25 Additional reference to drivers of the violent extremism may be made to UN SG's Plan of Action to Prevent Violent Extremism: [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/70/674](https://www.un.org/en/ga/search/view_doc.asp?symbol=A/70/674)

of outputs and targets.

- Identify factors and constraints, which have affected Project implementation including technical, managerial, organizational, institutional, and socio-economic policy issues in addition to other external factors unforeseen during the Project design (e.g. Covid-19 factor).
- How efficient was the overall staffing, planning and coordination within the project (including between the two implementing agencies and with stakeholders? Have project funds and activities been delivered in a timely manner?
- How efficiently did the project use the project board?
- Overall, did the project provide value for money? Have resources been used efficiently?

#### Sustainability and Impact

- Assess preliminary indications of the degree to which the Project results are likely to be sustainable beyond the Project's lifetime (both at the community and government level) and provide recommendations for strengthening sustainability.
- Did the intervention design include an appropriate sustainability and exit strategy?
- How strong is the commitment of the Government and other stakeholders to sustaining the results of Project's support and continuing initiatives?

#### National ownership

- Assess the degree of involvement of national partners and aligning to existing priorities of the local government in targeted areas.
- How has the project enhanced and contributed to the development of national capacity?

#### ● Gender Equality and Human Rights

- To what extent has gender and human rights considerations been integrated into the project design and implementation?
- How has attention to/integration of gender equality and human rights concerns advanced the area of work? Conflict-sensitivity and do-no-harm principles
- To what extent conflict sensitivity and do-no-harm principles have been integrated into the project design and implementation.

The review will cover the full period the project has been operational. And it is expected that the evaluator will develop and consecutively refine an evaluation matrix, which will relate to the above questions, the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. The final evaluation matrix will be approved in the evaluation inception report

#### Methodology

The evaluation will be conducted online and will employ a participatory approach, as much as possible, whereby discussions with and surveys of key stakeholders provide/ verify the substance of the findings. The evaluation will be based on gender and human rights principles and adhere to the UNEG Norms and Standards and Ethical Code of Conduct, as well as UN SWAP Evaluation Performance indicators. The evaluation process will be accompanied by Evaluation Reference Group (EMG) and proposed methodology and data collection tools should be consulted by EMG accordingly. Proposals submitted by prospective consultants should outline a strong mixed method approach to data collection and analysis, clearly noting how various forms of evidence will be employed vis-à-vis each other to triangulate gathered information.

Proposals should be clear on the specific role each of the various methodological approaches plays in helping to address each of the evaluation questions. The methodologies for data collection may include but not necessarily be limited to:

- Rigorous **desk review** of documentation supplied by RUNOs team: Project documents, previous evaluations, project reports, key intervention reports and policies, etc. Where possible and relevant more detailed monitoring information will be analyzed, such as community monitoring data and activity reporting.<sup>26</sup>
- Key informant **interviews** and **focus group discussions**, as appropriate, with major stakeholders (Interviews will be conducted online). Stakeholders will be selected in close coordination with Responsible UN Organizations (RUNOs) and Evaluation Management Group (EMG), and will at minimum include:
  - Government authorities with a key responsibility towards the project, including – primarily - relevant authorities at district and municipality level.
  - UN Resident Coordinator’s office (UN RC), UN Peacebuilding Fund (PBF), RUNOs, Peace and Development Adviser (PDA).
  - Implementing partners, such as local NGOs, experts and consultants.
  - Civil society organizations with no direct role in the project.
  - Project beneficiaries in the villages, i.e. villagers, youth, women.
  - Key stakeholders, if relevant and direct observation in the field.

The evaluation process has five phases:

- 1) Preparation: gathering and analyzing project data, conceptualizing the evaluation approach, internal consultations on the approach, preparing the TOR, establishment of the Evaluation Management Group (EMG) and the Evaluation Reference Group (ERG), stakeholders mapping and selection of evaluation team.
- 2) Inception: consultations between the evaluation team and the EMG, programme portfolio review, finalization of stakeholder mapping, inception meeting with the ERG, review of the result logics, analysis of information relevant to the initiative, finalization of evaluation methodology and preparation and validation of inception report.
- 3) Data collection and analysis: in depth desk research, in-depth review of PBF project document, PPP and other, interviews/FGDs, staff and partner survey/s if applicable, and field visit.
- 4) Interview with relevant stakeholders that can be taken on an individual basis or in groups. If the evaluation is to be conducted online than the meetings will be held online with all stakeholders.
- 4) Analysis and synthesis stage analysis of data and interpretation of findings and drafting and validation of an evaluation report and other communication products.
- 5) Finalization of the report.
- 6) Dissemination and follow-up

- Desk research:

Desk review of relevant documents such as project documents, progress reports, financial records, meeting minutes and monitoring reports, and secondary data or studies relating to the country context and situation.

- Online interviews & focus group discussions with stakeholders:

These interviews can take place on an individual basis or in groups, and have to cover all groups of partners, beneficiaries, implementing Agencies. It is estimated that the data collection process will take up to 10 working days.

All online meetings and conversations will be held only once the appropriate approvals have been obtained, for which the RUNOs will take primary responsibility. If approvals cannot be obtained on time, it is possible that some of these stakeholders may not be interviewed.

#### Validation

---

<sup>26</sup> This data will only be included in the desk research when it is in a format that is accessible and relatively easily digestible for the reviewer.

The review findings will be presented to the RUNOs during joint online call to collect feedback on these main findings and serve as a validation exercise.

The draft Report and Final Reports: The Report should be logically structured, contain evidence-based findings, conclusions, lessons learnt and recommendations, and should be free of information that is not relevant to the overall analysis. The Report should respond in detail to the key focus areas described above.

Presentation: For presenting and discussing the draft final report interactively, the RUNOs will facilitate a concluding online joint workshop for the Project stakeholders.

Also, a separate analytical report with recommendations for the government and the UN in Kyrgyzstan on the strategic prospects for the future interventions, programs and projects in the field of PVE is expected. The report should show the long-term goals, risks, and possible priority directions in the field of PVE in Kyrgyzstan.

The evaluation will be independent and led by the expert. The evaluation will be a consultative, inclusive and participatory process. The evaluation will be managed by UNDP M&E officer and Team Leader of UNDP Accountable Institution, Justice and Peace Programme Area in close coordination with OHCHR, UN Women, UNICEF and PBF Secretariat and/or PBSO. An Evaluation Management Group (EMG) comprising representatives from each participating agency and their delegated programme staff members will be established to oversee evaluation management, make key decisions and quality assure throughout the evaluation process.

The management structure will also include the Evaluation Reference Group (ERG). The purpose of the ERG that will include key stakeholders from government and CSO is to facilitate the participation of relevant stakeholders in the design and scope of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in disseminating the evaluation results.

The RUNOs (coordinated by UNDP) will help facilitate contacts and set up online meetings. The participation of the RUNOs in the evaluation is required, as this will provide an instant opportunity for validating the findings and will assist in internalizing the learning.

#### Time Schedule and Deliverables

<b>Tentative time schedule</b>	<b>Period (all tbc)</b>
<b>Inception report with agreed evaluation methodology, questionnaires, and action plan</b>	5 days
Initial desk research	5 days
Online interviews and/or FGDs	10 days
<b>Preliminary analysis and the provision of the first draft report</b>	10 days
Validation and the inception online workshop with the RUNOs	5 days
<b>Submission of final report (with minimum two rounds of comments)</b>	10 days
Final online workshop with the RUNOs	5 day
Development of separate analytical report with recommendations on the strategic prospects for the possible PVE interventions in Kyrgyzstan.	10 days

<b>Deliverables</b>		<b>Due date</b>	<b>Payment structure</b>
1	The first approved draft evaluation report	Within 3 months after signing the Contract	50%
2	The final approved evaluation report	Within 4 months after signing the Contract	50%



## REPORTING REQUIREMENTS

### Accountability and reporting:

1. The Consultant will report to UNDP M&E officer and Team Leader of UNDP Accountable Institution, Justice and Peace Programme Area
2. All reports should be provided in electronic version in English language, with the detailed description of the fulfilled tasks, according to the present Terms of Reference, and the direct contribution of the expert. Analytical documents, reports and notes developed by experts should be attached to the reports as annexes, which will serve as a justification for payment.

## TRAVEL

No travels are envisaged.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.

## SCOPE OF PRICE PROPOSAL AND SCHEDULE OF PAYMENTS

### Contracts based on lump-sum

The financial proposal shall specify instalments and payment terms around specific and measurable (qualitative and quantitative) deliverables. Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of each of the two instalments' amounts.

### Preferred Currency of Offer:

United State Dollars (USD)

## UNDP CONTRIBUTION

Arranging online meetings\interviews with local counterparts and beneficiaries.

- 1) Project related documents such as Project Document, Annual Work Plans and/or Progress Reports.
- 2) Security charges are not applicable.

### Requirements for expertise and qualifications:

The evaluation will be conducted by an international consultant. The international consultant should meet the following professional expertise criteria:

- Minimum Master's degree in social sciences, peace and conflict studies, a humanitarian area or a related area.
- No less than 5 years' experience in conducting evaluations and\or M&E of development programs and\or projects.
- No less than 2 contracts or consultancy experiences in evaluation of PVE or peacebuilding related strategies and\or policies and\or programs and\or projects.
- Knowledge of UN procedures and evaluation strategies will be additional asset.
- Good report writing skills, proven by evidence.
- Familiarity with the political, economic, social and gender situation in Central Asia and/or Kyrgyzstan would be an asset.
- Fluency in English, knowledge of Russian is an asset.

## 8.2 QUESTIONNAIRES EVALUATION INTERVIEW QUESTIONNAIRE

<b>STAKHOLDER CATEGORY:</b>  <b>YOUTH /COMMUNITY MEMBER</b>
---

Date	
<b>Interviewers</b>	
<b>Name of interviewee</b>	
<b>Professional situation of interviewee</b>	(Student, employed, unemployed, other – please specify)
<b>Relation to project (Please specify your relation to the project)</b>	(Please explain your relation to the project: For instance, did you attend human rights related training? Did you received legal assistance or other service from an NGO or from a State Institutions?...)

<p><b><u>Short interview guidance</u></b></p> <ul style="list-style-type: none"> <li><b>Introduction: This is an external and independent evaluation.</b> The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities. You have been proposed by the project implementing UN agency as a stakeholder to provide feedback on your perspective on the project.</li> <li><b>Please feel free to express yourself as you feel like. There are no good or bad answer. Any answer is welcome.</b></li> <li><b>Questions are intended to gather answers based on your experience, knowledge &amp; critical thinking.</b></li> <li><b>There is no obligation to answer all questions or the questions for which you feel you are not well placed to answer. Please keep the answers relatively brief, unless context explanation is necessary</b></li> <li><b>All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.</b></li> </ul> <p style="margin-top: 20px;"><b>Thank you very much in advance for your time!</b></p>
---

<h3>Relevance of project objective and activities</h3>
<p>Very briefly summarised, the objective of the project is to support of State Institutions in apply gender-sensitive and human rights compliances mechanisms. In other words, the project aims at bringing State Institutions closer to citizens (especially the most marginalised) and their concerns by promoting inclusive practices.</p>
<p><b><u>1. Please rate from 1 to 5, how much was the project assistance/activity useful to your needs or priority:</u></b></p> <p>(1= not at all, 5= completely):                      1 <input type="radio"/> 2 <input type="radio"/> 3 <input type="radio"/> 4 <input type="radio"/> 5 <input type="radio"/></p>
<p><b><u>2. Please briefly explain why it was or wasn't useful:</u></b></p>

## Effectiveness

**Please only answer this question if you have been involved in any of the project activities.**

**3. How relevant was the knowledge you acquired through the project in helping answer the priorities of your community or your own priorities?**

(1= not at all, 5= completely):                    1  2  3  4  5

**4. Please briefly explain how you have used the acquired knowledge from the project activity (training...) to address the priorities of your community or your own priorities.** (for instance, if you have explained community members about their rights...)

## Outcome

**5. Please briefly describe what have been the concrete results or change as a result of the assistance provided or activity you have been enrolled in?**

**6. Have you been interacting with any State institutions in the past 2-3 years?**

Yes                     No

**7. If yes, with which institutions? (please name the institution)**

**8. Based on your experience, have you noticed any change in the attitude of this/these institutions towards you?**

Yes                     No

**9. Based on the previous question, how would you describe the in the attitude of this/these institutions towards you? (for instance, no change at all, or, I felt more consideration for my problems/requests, I felt less consideration for my problems/requests...).**

## Suggestions

**10. What are, if any, your suggestions of possible project or activities to the United Nations, to address the priorities of the youth in the Kyrgyz Republic?**

# EVALUATION INTERVIEW QUESTIONNAIRE

STAKHOLDER CATEGORY:

CIVIL SOCIETY ORGANISATIONS

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization/Institution Unit/Department	

## Short interview guidance

- **Introduction: This is an external and independent evaluation.** The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.
- **There are no best answers.**
- **Questions are intended to gather answers based on your experience, knowledge & critical thinking.**
- **There is no obligation to answer all questions or the questions for which you feel you are not well placed to answer. Please keep the answers relatively brief, unless context explanation is necessary**
- **All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

Thank you very much in advance for your time!

## Relation to the project

1. Please briefly explain your relation (role...) and knowledge (limited, thorough....) to the project:

## Relevance

2. Do you believe the project design has been appropriate, specifically to empower the Civil Society Actors to engage in the field of prevention of violent extremism?

(1= not at all, 5= completely):                      1  2  3  4  5

**Please briefly explain why** (e.g.: Project supported necessary legal reforms, provided necessary capacity to apply socially inclusive practices, provided relevant knowledge on human rights and gender standards...)

## Effectiveness

**3. Has your organisation – thanks to the support of the project - effectively acquired the capacity to engage in the field of prevention of violent extremism with all relevant actors, including communities, religious leaders...**

(1= not at all, 5= completely):            1  2  3  4  5

**4. How effective is the platform for dialogue between civil society and state authorities on PVE policies issues?**

## Efficiency

**5. Based on your experience with the project, do you believe the project implementation has been efficient? (Efficient to be understood according to: consultative approach of the project & UN agency, activities are qualitative and implemented timely, communication is good, clear and regular, coordination among different stakeholders is efficient).**

(1= not at all, 5= completely):            1  2  3  4  5

Feel free to add any complementary explanation.

## Sustainability

**6. How much is your organisation likely to continue applying rights-based tools and practices introduced by the project?**

(1= not at all, 5= completely):            1  2  3  4  5

Please provide details indicating the institutionalisation and systematic practices of applying international human rights.

**7. What are the remaining gaps, needs or challenges of your organisation to continue preventing the communities you are serving in engaging into violent extremism?**

## Impact

**8. How much has the project changed the practices at the actors (local self-governments, judiciary, security...) at the local level in becoming more socially inclusive?**

(1= not at all, 5= completely):      1  2  3  4  5

Please provide brief examples and indicators of these changes

**9. Based on your experience and observations, how much has the project produced an impact on the lives on individuals vulnerable to violent extremism and their families/surroundings?**

(1= not at all, 5= completely):      1  2  3  4  5

Please provide brief examples and indicators of these changes

## Gender Equality

**10. How much do you believe that Human Rights and Gender Equality aspects have been adequately integrated into the project?**

(1= not at all, 5= completely):      1  2  3  4  5

**11. What have been the concrete results and impact in terms of human rights and gender equality?**

## Lessons learned & Suggestions

12. What, if any, suggestions you would like to share, which could be useful to the design of a new UN Peacebuilding project?

# EVALUATION INTERVIEW QUESTIONNAIRE

**STAKHOLDER CATEGORY:**  
**CENTRAL-LEVEL INSTITUTIONS**

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization/Institution Unit/Department	

## Short interview guidance

- **Introduction: This is an external and independent evaluation.** The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.
- **There are no best answers.**
- **Questions are intended to gather answers based on your experience, knowledge & critical thinking.**
- **There is no obligation to answer all questions or the questions for which you feel you are not well placed to answer. Please keep the answers relatively brief, unless context explanation is necessary**
- **All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

Thank you very much in advance for your time!

## **Relation to the project**

**1. Please briefly explain your relation (role...) and knowledge (limited, thorough....) to the project:**



## Relevance

**2. Do you believe the project design and approach has been appropriate to empower the State Institutions, the Judiciary and Civil society actors to prevent violent extremism by applying socially inclusive approach and participatory decision-making?**

(1= not at all, 5= completely):            1  2  3  4  5

**3. Please briefly explain why?** (e.g.: Project supported necessary legal reforms, provided necessary capacity to apply socially-inclusive practices, provided relevant knowledge on human rights and gender standards...)

## Effectiveness

**4. Have State Institutions, Justice and security sector effectively designed – thanks to the support of the project - socially inclusive and participatory approach in their interaction with populations vulnerable to Violent Extremism?**

(1= not at all, 5= completely):            1  2  3  4  5

Please briefly mention key achievements & challenges.

4.a. What is the status of implementation of the PVE Action Plan?

4.b. How effective is the platform for dialogue between civil society and state authorities on PVE policies issues?

**5. Have State Institutions, Justice and security sector effectively implemented the newly designed socially inclusive and participatory approach?**

(1= not at all, 5= completely):            1  2  3  4  5

Please provide key indicators and examples of implementation.

## Efficiency

**6. Based on your experience with the project, do you believe the project implementation has been efficient?** (Efficient to be understood according to: consultative approach of the project & UN agency, activities are qualitative and implemented timely, communication is good, clear and regular, coordination among different stakeholders is efficient).

(1= not at all, 5= completely):            1  2  3  4  5

Feel free to add any complementary explanation.

## Sustainability

**7. How much of the newly designed and implemented socially inclusive, gender sensitive, human rights compliant policies and legislation have been institutionalised, entered into systematic practice?**

(1= not at all, 5= completely):            1  2  3  4  5

Please provide details on the institutionalisation and systematic practices introduced by the project.

**8. From your perspective, what are, if any, the risks or gaps indicating these newly introduced policies and approaches may not continue in the future?**

Please provide an explanation on those risks or gaps?

**9. From your perspective, what are your recommendations on what should be done to address those risks?**

**10. What are the main future objectives and priorities of your institutions to pursue the prevention of violent extremism?**

**11. What are the needs of your institutions to pursue this objective and how could a future project help your institutions in doing so?**

Please try to describe the needs or expectation of your institutions in terms of capacity

## Impact

**12. Have State Institutions, Justice and security sector observed effective change or improvement as a results of apply socially inclusive and participatory approach?**

(1= not at all, 5= completely):      1  2  3  4  5

**13. How much has the project changed the practices at the level of your Institutions?**

(1= not at all, 5= completely):      1  2  3  4  5

Please provide brief examples and indicators of these changes (e.g. Action Plan fully implemented...)

**14. How much has the project changed the practices at the level of field Institutions, especially justice and security?**

(1= not at all, 5= completely):      1  2  3  4  5

Please provide brief examples and indicators of these changes

## National Ownership

**15. How much do you believe this project supports the work and objectives of your organisation?**

(1= not at all, 5= completely):      1  2  3  4  5

Please feel free to add any comment.

**16. How much do you believe it is the interest of your Institutions to fully engage in this project?**

(1= not at all, 5= completely):      1  2  3  4  5

Please feel free to add any comment.

## Gender Equality

16. How much do you believe that Human Rights and Gender Equality aspects have been adequately integrated into the project?

(1= not at all, 5= completely):            1  2  3  4  5

17. What have been the activities/actions of the project that produced the strongest results in relation to this?

18. What the key results have been achieved in relation to these two dimensions?

## Lessons learned & Suggestions

19. What are the lessons you have learned through the project and that will be useful for future projects?

20. What, if any, suggestions you would like to share, which could be useful to the design of a new project, following this one?

# EVALUATION INTERVIEW QUESTIONNAIRE

## STAKHOLDER CATEGORY:

**LOCAL LEVEL: LOCAL SELF-GOVERNMENT JUSTICE, SECURITY INSTITUTIONS**

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization/Institution Unit/Department	

### Short interview guidance

- **Introduction: This is an external and independent evaluation.** The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.
- **There are no best answers.**
- **Questions are intended to gather answers based on your experience, knowledge & critical thinking.**
- **There is no obligation to answer all questions or the questions for which you feel you are not well placed to answer. Please keep the answers relatively brief, unless context explanation is necessary**
- **All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

Thank you very much in advance for your time!

### **Relation to the project**

**1. Please briefly explain your relation (role...) and knowledge (limited, thorough....) to the project:**

## Relevance

**2. Do you believe the project design and approach has been appropriate to empower the State Institutions, Law Enforcement, Judiciary and Civil society actors to prevent violent extremism by applying socially inclusive approach and participatory decision-making?**

(1= not at all, 5= completely):      1  2  3  4  5

**3. Please briefly explain why?** (e.g.: Project supported necessary legal reforms, provided necessary capacity to apply socially-inclusive practices, provided relevant knowledge on human rights and gender standards...)

## Effectiveness

**4. Have your Law Enforcement and Judiciary institutions– thanks to the support of the project - effectively acquired the expertise and capacity to engage with all relevant stakeholders (human rights organisations, communities...) and operate in line with human rights standards)?**

(1= not at all, 5= completely):      1  2  3  4  5

Please briefly mention key indicators that expertise and capacity has been acquired within your institution.

**5. How much of the expertise your institution has acquired in relation international human rights has been systematically applied when engaging with stakeholders, communities and individual vulnerable to violent extremism?**

(1= not at all, 5= completely):      1  2  3  4  5

Please provide key elements indicating your institution has been able to practice according to human rights standards)

What are the key results of this practice?

**6. How effective is the national coordination mechanisms to regularly monitor and coordinate access to justice?**

(1= not at all, 5= completely):      1  2  3  4  5

Please provide key elements indicating its effectiveness and/or shortcomings

## Efficiency

**7. Based on your experience with the project, do you believe the project implementation has been efficient?** (Efficient to be understood according to: consultative approach of the project & UN agency, activities are qualitative and implemented timely, communication is good, clear and regular, coordination among different stakeholders is efficient).

(1= not at all, 5= completely):      1  2  3  4  5  Feel free to add any complementary explanation.

## Sustainability

**8. How much of the application of international human rights in your interaction with stakeholders, communities and individual vulnerable to violent extremism has been institutionalised, entered into systematic practice and standards of your work/progression?**

(1= not at all, 5= completely):      1  2  3  4  5

Please provide details indicating the institutionalisation and systematic practices of applying international human rights.

Please indicate remaining gaps or weakness in the application of international human rights.

**9. From your perspective, what are, if any, the risks or gaps indicating these newly introduced policies and approaches may not continue in the future?**

Please provide an explanation on those risks or gaps?

**10. From your perspective, what are your recommendations on what should be done to address those risks?**

**11. What are the main future objectives and priorities of your institutions to pursue the prevention of violent extremism?**

**12. What are the needs of your institutions to pursue this objective and how could a future project help your institutions in doing so?**

Please try to describe the needs or expectation of your institutions in terms of capacity

## Impact

**13. Has your Institution observed effective change or improvement as a result of apply socially inclusive and participatory approach?**

(1= not at all, 5= completely):            1  2  3  4  5

**14. How much has the project changed the practices at the level of your Institutions?**

(1= not at all, 5= completely):            1  2  3  4  5

Please provide brief examples and indicators of these changes

**15. How much has the project changed the practices at the level of field Institutions, especially justice and security?**

(1= not at all, 5= completely):            1  2  3  4  5

Please provide brief examples and indicators of these changes

**16. Based on your experience and observations, how much has the project produced an impact on the lives on individuals vulnerable to violent extremism and their families/surroundings?**

(1= not at all, 5= completely):            1  2  3  4  5

Please provide brief examples and indicators of these changes

## National Ownership

**17. How much do you believe this project supports the work and objectives of your organisation?**

(1= not at all, 5= completely):            1  2  3  4  5

Please feel free to add any comment.

**18. How much do you believe it is the interest of your Institutions to fully engage in this project?**

(1= not at all, 5= completely):            1  2  3  4  5

Please feel free to add any comment.



## Gender Equality

**19. How much do you believe that Human Rights and Gender Equality aspects have been adequately integrated into the project?**

(1= not at all, 5= completely):            1  2  3  4  5

**20. What have been the activities/actions of the project that produced the strongest results in relation to this?**

**21. What the key results have been achieved in relation to these two dimensions?**

## Lessons learned & Suggestions

**22. What are the lessons you have learned through the project and that will be useful for future projects?**

**23. What, if any, suggestions you would like to share, which could be useful to the design of a new project, following this one?**

# EVALUATION INTERVIEW QUESTIONNAIRE

STAKHOLDER CATEGORY:

YOUTH /COMMUNITY MEMBER

Date	
Interviewers	
Name of interviewee	
Professional situation of interviewee	(Student, employed, unemployed, other – please specify)
Relation to project (Please specify your relation to the project)	(Please explain your relation to the project: For instance, did you attend human rights related training? Did you received legal assistance or other service from an NGO or from a State Institutions?...)

## Short interview guidance

- **Introduction: This is an external and independent evaluation.** The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities. You have been proposed by the project implementing UN agency as a stakeholder to provide feedback on your perspective on the project.
- **Please feel free to express yourself as you feel like. There are no good or bad answer. Any answer is welcome.**
- **Questions are intended to gather answers based on your experience, knowledge & critical thinking.**
- **There is no obligation to answer all questions or the questions for which you feel you are not well placed to answer. Please keep the answers relatively brief, unless context explanation is necessary**
- **All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

Thank you very much in advance for your time!

## Relevance of project objective and activities

Very briefly summarised, the objective of the project is to support of State Institutions in apply gender-sensitive and human rights compliances mechanisms. In other words, the project aims at bringing State Institutions closer to citizens (especially the most marginalised) and their concerns by promoting inclusive practices.

**1. Please rate from 1 to 5, how much was the project assistance/activity useful to your needs or priority:**

(1= not at all, 5= completely):                      1 ○ 2 ○ 3 ○ 4 ○ 5 ○

**2. Please briefly explain why it was or wasn't useful:**

## Effectiveness

Please only answer this question if you have been involved in any of the project activities.

3. How relevant was the knowledge you acquired through the project in helping answer the priorities of your community or your own priorities?

(1= not at all, 5= completely):                    1  2  3  4  5

4. Please briefly explain how you have used the acquired knowledge from the project activity (training...) to address the priorities of your community or your own priorities. (for instance, if you have explained community members about their rights...)

## Outcome

5. Please briefly describe what have been the concrete results or change as a result of the assistance provided or activity you have been enrolled in?

6. Have you been interacting with any State institutions in the past 2-3 years?

Yes                     No

7. If yes, with which institutions? (please name the institution)

8. Based on your experience, have you noticed any change in the attitude of this/these institutions towards you?

Yes                     No

9. Based on the previous question, how would you describe the in the attitude of this/these institutions towards you? (for instance, no change at all, or, I felt more consideration for my problems/requests, I felt less consideration for my problems/requests...).

## Suggestions

10. What are, if any, your suggestions of possible project or activities to the United Nations, to address the priorities of the youth in the Kyrgyz Republic?

# EVALUATION INTERVIEW QUESTIONNAIRE

STAKHOLDER CATEGORY:

CIVIL SOCIETY ORGANISATIONS

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization/Institution Unit/Department	

## Short interview guidance

- **Introduction: This is an external and independent evaluation.** The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.
- **There are no best answers.**
- **Questions are intended to gather answers based on your experience, knowledge & critical thinking.**
- **There is no obligation to answer all questions or the questions for which you feel you are not well placed to answer. Please keep the answers relatively brief, unless context explanation is necessary**
- **All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

Thank you very much in advance for your time!

## Relation to the project

1. Please briefly explain your relation (role...) and knowledge (limited, thorough...) to the project:

## Relevance

2. Do you believe the project design has been appropriate, specifically to empower the Civil Society Actors to engage in the field of prevention of violent extremism?

(1= not at all, 5= completely):

1  2  3  4  5

Please briefly explain why (e.g.: Project supported necessary legal reforms, provided necessary capacity to apply socially inclusive practices, provided relevant knowledge on human rights and gender standards...)

## Effectiveness

**3. Has your organisation – thanks to the support of the project - effectively acquired the capacity to engage in the field of prevention of violent extremism with all relevant actors, including communities, religious leaders...**

(1= not at all, 5= completely):      1  2  3  4  5

**4. How effective is the platform for dialogue between civil society and state authorities on PVE policies issues?**

## Efficiency

**5. Based on your experience with the project, do you believe the project implementation has been efficient? (Efficient to be understood according to: consultative approach of the project & UN agency, activities are qualitative and implemented timely, communication is good, clear and regular, coordination among different stakeholders is efficient).**

(1= not at all, 5= completely):      1  2  3  4  5

Feel free to add any complementary explanation.

## Sustainability

**6. How much is your organisation likely to continue applying rights-based tools and practices introduced by the project?**

(1= not at all, 5= completely):      1  2  3  4  5

Please provide details indicating the institutionalisation and systematic practices of applying international human rights.

**7. What are the remaining gaps, needs or challenges of your organisation to continue preventing the communities you are serving in engaging into violent extremism?**

## Impact

**8. How much has the project changed the practices at the actors (local self-governments, judiciary, security...) at the local level in becoming more socially inclusive?**

(1= not at all, 5= completely):            1  2  3  4  5

Please provide brief examples and indicators of these changes

**9. Based on your experience and observations, how much has the project produced an impact on the lives on individuals vulnerable to violent extremism and their families/surroundings?**

(1= not at all, 5= completely):            1  2  3  4  5

Please provide brief examples and indicators of these changes

## Gender Equality

**10. How much do you believe that Human Rights and Gender Equality aspects have been adequately integrated into the project?**

(1= not at all, 5= completely):

1  2  3  4  5

**11. What have been the concrete results and impact in terms of human rights and gender equality?**

## Lessons learned & Suggestions

**12. What, if any, suggestions you would like to share, which could be useful to the design of a new UN Peacebuilding project?**

# BENEFICIARY END-USER SURVEY

Dear respondent,

You are receiving this questionnaire as you have been a beneficiary of one of the following project activity implemented by UNDP, UN Women or OHCHR: Youth Leader, Women Advocacy Group, Beneficiary of psychosocial, Legal Aid, or other assistance. Your answers to this questionnaire are important as your voice will help this independent evaluation of the project to make recommendations for future projects.

Answering will only take a few minutes as all you have to do is to select answers of your choice.

Please note that all answers will remain confidential!

Please return your answer by 30th of September 2021.

Thank you in advance for your participation!

## Your involvement or relation to the project

Have you been involved as part of?

- 1  Youth Leader activities
- 2  Beneficiary of psychosocial services
- 3  Legal aid assistance
- 4  Small business supportfr
- 5  Other (training...)

## Beneficiary Profile

*Please select (Bold or Underline your selected answers) the answer that best describes your current situation/status)*

### 1. Gender:

- Male,
- Female

### 2. Age group:

- a.15-17,
- b. 18-35,
- c. over 35

### 3. Nationality:

- a. Kyrgyz,
- b. Other

### 4. Educational level:

- a. Did not finish primary education.
- b. Primary school education,
- c. Secondary school education,
- d. Higher than Secondary school education



**5. Current employment situation:**

- a. Jobless and not actively looking for employment.
- b. Jobless and actively looking for employment.
- e. Currently employed.
- f. Former prisoner and employed
- g. Former prisoner and unemployed

**7. Economic situation:**

- a. In a difficult economic situation. (I have difficulties providing essential needs for myself and my family each month).
- b. In a modest economic situation. (I am able to provide essential needs for myself and my family each month but not more than that).
- c. In an average economic situation. (I am able to provide essential needs for myself and my family each month and do not find myself in economic difficulty.).

*This section is trying to understand how you feel in relation to State institutions, especially local institutions. More specifically, it is trying to understand if the UNDP PVE Project has produced any change in your interaction with State Institutions and how you feel they are able to address your concerns.*

*Therefore, each question is asked twice to capture the change resulting from the project:*

- 1. Please answer the situation *BEFORE* the UNDP PVE Project,
- 2. Please answer the situation *AFTER* the UNDP PVE Project

**8. Your Interaction with States Institutions:**

*Please rate (Bold or Underline your selected answers) your answer to each of the following questions using a scale from a minimum of 1 to a maximum of 10. (1 is the lowest/worst, 10 is the highest/best).*

*By “concern”, the questionnaire refers to your most pressing needs or challenges such as economic problem (employment...), social problem, psychological problem or any difficulty your have facing as well as needs (small business project, vocational training...)*

*By “State Institutions”, the questions refers to the local government institutions you are interacting with.*

- a. I know where to go/whom to talk to when approaching State Institution in order to express my concerns.

Situation **Before** the project

- 1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

- 1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

- b. I feel State Institutions understand and care about my concerns.

Situation **Before** the project

- 1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

- 1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

c. I feel State Institutions have the capacity in helping me address my concerns/needs.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

d. I feel State Institutions have knowledge and how to fulfil about human rights.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

e. I can say States Institutions have been able to advise/help me how to enjoy my rights.

Situation **Before** the project

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

f. I can say State Institutions have contributed to addressing my concerns/needs.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

g. States Institutions and Civil Society Organisation are working together to address my concerns.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

h. States Institutions do care about improving the situation of marginalised young woman and men.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

i. State Institutions are contributing to the social inclusion of marginalised communities.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

j. I am confident State Institutions and Civil Society Organisations will help me improve my situation.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

k. I am satisfied with the assistance, services or information provided to me by State Institutions.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

l. I feel hopeless about my situation and the capacity of State Institutions and Civil Society Organisations in helping me improve my personal situation.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

*9. This section is dedicated exclusively to women and girls. Please only answer if you are a woman or a girl. Please rate (Bold or Underline your selected answers) your answer to each of the following questions using a scale from a minimum of 1 to a maximum of 10. (1 is the lowest/worst, 10 is the highest/best).*

*By "concern", the questionnaire refers to your most pressing needs or challenges such as economic problem (employment...), social problem, psychological problem or any difficulty you have facing as well as needs (small business project, vocational training...)*

a. I feel State Institutions are able to understand my specific challenges as a woman or girl.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

b. I feel State Institutions are interested in listening and understand my concerns as a woman.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

c. I feel State Institutions have the capacity in helping me address my key concerns/needs as a woman or a girl.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

d. I can say State Institutions have contributed to address my specific challenges as a woman or a girl.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

e. I feel free and comfortable to express my specific challenges as a woman or a girl.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

f. States Institutions have contributed to address my specific challenges as a woman or a girl.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

g. States Institutions are engaged in addressing the priorities of the youth.

Situation **Before** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

Situation **After** the project

1.  2.  3.  4.  5.  6.  7.  8.  9.  10.

## 8.3 LIST OF INTERVIEWEES

| LIST OF INTERVIEWEES  |   |
|---|---|
| <u>UNDP</u>   | Position  |
| Kurtmolla Abdulganiev   | Peace and Development Adviser   |
| Mukash Kadarov  | Social Cohesion   |
| Artur Bukalaev  | Project Officer   |
| Naoki Nihei   | former JICA expert for Central Asia and former UNDP Peace and development adviser   |
| Frauke de Weijer  | Consultant, PeaceNexus foundation   |
| Bahtiyar Saliev, former director, State agency on LSG and interethnic relations | +996 550 000 202  |
| Gulnaz Isaeva   | deputy director, State committee for religious affairs  |
| Zarylbek uulu Almazbek  | director, probation department under the Ministry of Justice  |
| Murataly Uchkempirov  | head of unit, State Agency on Youth, Physical Culture and Sports under the Ministry of Culture, Information, Sports and Youth Policy of the Kyrgyz Republic |
| Valentin Bogatyrev  | Center for Public Policy  |
| Gulmira Mamatkerimova   | Legal expert, researcher  |
| Mira Karybaeva,   | expert on state policy design   |
| Almaz Ismanov   | expert on PVE in media  |
| Zulfiya Turumbekova   | Kyrgyz association of women judges  |
| <u>UNICEF</u>   |   |
| Dildora Khamidova   | UN Women, Project Officer   |
| Lina Pyyko  | UN Women  |
| Anara Aitkurmanova  | UN Women  |
| Sheishekeeva Gulnara Santashevna  | Director of the Legal centre PF   |
| <u>UN Women</u>   |   |
| Avazkan Ormonova  | Gender expert, (MTUs in Osh, Kerme-Too, Amir-Temur, Sulaiman-Too)   |
| Nargiza Eshtaeva  | Gender Expert<br>(Nookat, Gulistan, KyzyI-Kiya)   |
| Gulmairam Attokurova  | Gender Expert(Jalalabat and Suzak)  |
| Gender expert   | Rael Osmonova (Bakai-Ata, Ak-Ordo)  |
| Gulnur Toralieva and Gulnara Ibraeva  | Researchers, PIL Research Company   |
| Iskender Bainazarov   | Gender Expert<br>(Ugut, Sary-Bulak, Kara-Bura)  |
| <u>OHCHR</u>  |   |
| Damira Mombekova, Training Center of the Ministry of Internal Affairs           |   |
| Khusanbai Saliev  | Executive Partner for Legal Aid, Bir Duino (Osh)  |
| Valentina Gritsenko   | Executive Partner for Legal Aid, PF "Justice", Jalal-Abad   |
| Sardor Abdukhaliilov  | Executive Partner, PF "Justice", Jalal-Abad   |
| Piotr Kazmierkiewicz  | International migration researcher  |
| Khirad Karagasov  | Safer World, Country Manager Tajikistan   |

|  |                          |   |
|--|--------------------------|---|
|  | Ilya Jones               | Safer World, Kyrgyzstan   |
|  | Stefan Soyarov           | Safer World, Kyrgyzstan, Senior Regional Security Adviser             |
|  | OHCHR                    |   |
|  | Iulia Votslava           | OHCHR   |
|  | Erkin Isakulov           | OHCHR   |
|  | Nina Retzlaff            | Independent Consultant, Lead Evaluator of UNODC PPP Outcome 2 project |
|  | Tommaso Balbo Di Vinadio | Independent Consultant, Lead Evaluator of PPP Outcome 3 project       |
|  | Aizhan Borovbaeva        | IOM Kyrgyzstan, Project Officer                                       |
|  | Irene Belmonte           | Hedaya, Regional Project Manager                                      |
|  | Cosimo Lamberti          | EUD Kyrgyzstan, Task Manager  |
|  | Tayuka Shabdanova        | Foundation for Tolerance, Director                                    |
|  | Daniel Abdylidaev        | Ololo Company, Founder  |
|  | Onola Olkon              | Ednet NGO, Researcher   |
|  | Nicholas Mazik           | OSCE Bihskek  |
|  | Keneshbek Sainazarov     | Search For Common Ground, Regional Director for Central Asia          |
|  | Nadyriva Flura           | NGO Spektr, Karakkol City, Director                                   |
|  | Mariya Lichanyu          | PF Ulukman Daryger  |
|  | Ravshan Avdulaev         | NGO Spravedlivost, lawyer, Jalal-Abad                                 |

## 8.4 LIST OF REVIEWED DOCUMENTATION

| List of reviewed project documents and relevant publications   |   |
|--|---|
| Project Documentation  |   |
| PRF Project Document   | UNDP, UNICEF, OHCHR, UN Women, 2017   |
| Project Outcome 2021 Semi-Annual Report  | UNDP, UNICEF, OHCHR, UN Women, June 2021  |
| Project Outcome 2021 Semi-Annual Report – Results Framework  | UNDP, UNICEF, OHCHR, UN Women, June 2021  |
|  |   |
| PBSO/PBF Peace Priority Plan 2013 - 2016   | United Nations Peacebuilding Support Office, 2013   |
| PBSO/PBF Peace Priority Plan 2017 - 2020   | United Nations Peacebuilding Support Office, 2013   |
| Civil and Political Rights and COVID-19 Report   | Adilet for OHCHR, September 2020  |
|  |   |
| United Nations covid-19 socioeconomic response framework for the kyrgyz republic   | UN Kyrgyz Republic, March 2021  |
| Judicial Practice on PVE cases BDK   | OHCHR, 2020   |
| personal overview, contained in corrective institutions and investigative insulators state service of punishment under the government of the Kyrgyz republic and the SCNS of the Kyrgyz republic on criminal cases related to extremism and terrorism special study report | National Center of the Kyrgyz Republic for the Prevention of Torture, 2019  |
| Research report Respect for social and economic rights amid the novel coronavirus epidemic in the Kyrgyz Republic  | Association of Legal Entities, the Association of NGOs for the Promotion of the Rights and Interests of Children in the Kyrgyz Republic, September 2020 |
| Assessment of the State Programme for the Development of Justice for Children in the Kyrgyz Republic for 2014-2018   | Dan O'Donnell and Dina Kozhahmetova, UNICEF, March 2019   |

|  |   |
|--|---|
| Report on the 1st visit and training on the topic: Legal framework on the role of women in ensuring peace and security in Suzak ayil okmotu  | UN Women, 2019  |
| Gender analyses of 12 pilot municipalities   | UN Women, 2021  |
| Project final report (for UN Women)  | PIL Research Company LLC, January 2020  |
| Training Report_GSBP1_Amir-Temur_12.04.19  | UN Women, 2019  |
| Training Report_GSBP1_Kyzyl-Kiya_LoP_19.04.19.   | UN Women, 2019  |
| Training Report_GSBP1_Nookat_LoP_16.04.19.   | UN Women, 2019  |
| Madrasah Civic Identity Report   | UN Women, March2021   |
| Gender sensitivity of events reproduction and media extremism through literacy preventive action application   | PIL, Gulnara Ibraeva, Gulnara Toralieva, March 2020                             |
|  |   |
|  |   |
| Annual Workplan 2018   | UNDP Kyrgyz Republic, 2018  |
| Evaluation of the Peacebuilding Fund (PBF) Project Portfolio In Kyrgyzstan   | UNPBF, The Konterra Group, August 2017  |
| Current UN PBF-funded projects in Kyrgyzstan   | UN Kyrgyz Republic, December 2019   |
| UN Publications  |   |
| COVID-19 in the Kyrgyz Republic: Socioeconomic and Vulnerability Impact Assessment and Policy Response   | ADB, UNDP, August 2020  |
| Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons  | UN NY HQ, 2016  |
| UNODC Supports the Government of Kyrgyz Republic in Enhancing Prison Security  | UNODC/ROCA, 2021  |
| A report on kyrgyzstan's progress on sustainable development goals A Review of Mainstreaming, Acceleration and Policy Support for Achieving Progress on Sustainable Development Goals                                  | UN Kyrgyz Republic, December 2019   |
| Assessing Progress made, and the Future of Development Approaches to Preventing Violent Extremism  | UNDP,<br>Oslo Governance Centre, 2017   |
| Assessing Progress Made, and the Future of Development Approaches to Preventing Violent Extremism, Report of the United Nations Development Programme Second Global Meeting on Preventing Violent Extremism, 'Oslo II' | UNDP,<br>Oslo Governance Centre, May 2018                                       |
| Preventing violent extremism through promoting inclusive development, tolerance and respect for diversity, A development response to addressing radicalization and violent extremism                                   | UNDP NY HQ, 2016  |
| Journey to extremism in Africa   | UNDP NY HQ, 2017  |
| Amman Forum on Measuring, Monitoring and Assessing PVE, Meeting Report   | UNDP, Regional Hub for Arab States, 2019  |
| Measuring Up, Evaluating the Impact of P/CVE Programs  | US Institute for Peace, Georgia Holmer, Peter Bauman, Kateira Aryaeinejad, 2018 |
| Prevention of Violent Extremism through Social Inclusion, Social Impact Analysis of Eurodiaconia members' work   | EuroDiaconia, December 2018   |
| Central Asia After Three Decades of Independence   | Chiara Pierobon   Nora Becker   Steve Schlegel (eds.), Nomos 2021               |
| PHINEO_Social_Impact_Navigator, The Practical Guide for Organizations Targetting better results  | PHINEO, Dr. Andreas Rickert, 2016   |
| A Closer Look at Seventh Review of the United Nations Global Counterterrorism Strategy   | IPI, Global Observatory, June 2021  |
| A threat inflated? The countering and preventing violent extremism agenda in Kyrgyzstan  | SaferWorld, March 2019  |
| Understanding the Role of Gender in Preventing and Countering Violent Extremism and Radicalization That Lead to Terrorism, Good Practices for Law Enforcement  | OSCE Vienna, May 2019   |
| The silo problem: Connecting the UN's efforts to promote sustainable development and prevent violent extremism   | Brookings, Eric Rosand and Sanam Naraghi-Anderlini Monday, July 2019            |
| Overview of corruption and anti-corruption in Kyrgyzstan   | Transparency International, 2012  |
| Post Project Evaluation Report: Women and Girls as Drivers of Peace and the Prevention of Radicalization, UNFPA Kyrgyz Republic  | UNFPA, December 2018  |
| Learning and adaptation strategy peacebuilding priority plan 2018-2021 Kyrgyzstan  | UN Kyrgyz Republic, 2021  |

|   |  |
|---|--|
| Learning and adaptation for effective peacebuilding: lessons from the PVE project in Kyrgyzstan   | Crossroads Central Asia, an independent research institute in Bishkek, 2021, Shairbek Dzhuraev   |
| youth situational analysis  | UNFPA, Elnura Kazakbaeva, 2020   |
| Conflict Sensitivity in Approaches to Preventing Violent Extremism: Good intentions are not enough  | UNDP, Anita Ernstorfer October 2019  |
| Information of the Kyrgyz Republic on measures to eliminate international terrorism   | Permanent Representation of the Kyrgyz Republic to the UN, 2019  |
| PVE_ImprovingImpactProgrammingToolkit   | UNDP, International Alert, 2018  |
| Other Publications  |  |
| Relation of Psychosocial Factors to Diverse Behaviors and Attitudes Among Somali Refugees   | American Journal of Orthopsychiatry November 2015, B. Heidi Ellis  |
| Engaging Civil Society in the Prevention of Violent Extremism by  | Fulco van Deventer, Human Security Collective, 2016  |
| Preventing Violent Extremism, Sixth Report of Session 2009–10   | House of Commons<br>Communities and Local<br>Government Committee, March 2010  |
| Defining the Concept of ‘Violent Extremism’ Delineating the attributes and phenomenon of violent extremism Geneva Paper 24/19   | Geneva Center for Security Policy, Mathias Bak, Kristoffer Nilas Tarp,<br>and Dr. Christina Schori Liang<br>August 2019  |
| Why we went to fight and why we returned, Radicalisation and Deradicalisation – Learning from Foreign Terrorist Fighters  | Research Center for Religious Studies Kyrgyzstan, Hedaya, by Afzal Ashraf, Indira Aslanova, 2021   |
| Research on the Role of Educational Institutions in Building Resilience of Adolescents to Radicalisation and Violent Extremism in the Kyrgyz Republic   | Hedaya,, Dr Kanykey Jailobaeva, Mrs Kanykei Latipova, Dr Temirlan Jailobaev, Ms Nazgul Cholponbaeva, Mrs Gulnara Asilbekova, Mr Azamat Sharshenaly, Ms Gulnaz Kolsarieva, Ms Myrzagul Baialieva, February 2020 |
| Analysis of the Drivers of Radicalization and Violent Extremism in Kyrgyzstan, including the Roles of Kyrgyz Women in Supporting, Joining, intervening in, and Preventing Violent Extremism in Kyrgyzstan | International Center for the Study of Violent Extremism, Anne Speckhard, Ph.D., Ardian Shajkovi, Ph.D., & Chinara Esengul,   |
| Measuring peacebuilding in Kyrgyzstan – Baseline survey for the Kyrgyzstan Peacebuilding Priority Plan, Technical Report  | UN PBF, Chuck Thiessen, July 2015  |
| We live in constant Fear, Possession of Extremist Material in Kyrgyzstan  | Human Rights Watch, 17 September 2017  |
| PBC Organizational Committee Informal Meeting on “Financing for Peacebuilding”  | UN PBF 10 October 2016   |
| Interethnic tensions in Kyrgyzstan : A political Geographic Perspective   | Eurasian Geography and Economics, July 2010  |
| The United Nations Development Assistance Framework (UNDAF) for the Kyrgyz Republic 2018-2022   | UN   |
| OSCE Policy Brief PVE in Kyrgyzstan   | OSCE Academy in Bishkek, Chiara Pierobon, March 2020.  |
| National Ownership and Post-Conflict Peacebuilding 2014   | CIGI, Policy Brief No43, June 2014, Timothy Donais   |
| PBF Priority Plan, 2017 -2020   | PBF  |
| Kyrgyz Republic National Development Strategy 2018-2040   | Government document  |
| Program of the Government of the Kyrgyz Republic on countering extremism and terrorism for 2017 - 2022  | Government document  |
| Action Plan To implement the Program of the Government of the Kyrgyz Republic on countering extremism and terrorism for 2017-2022   | Government document  |
| EBRD Kyrgyz Republic Country Strategy 2019-2024   | EBRD   |



|   |   |
|---|---|
| UNDP Central Asia PVE Evaluation  | UNDP, Thomas Vasseur  |
| Preventing Violent Extremism While Promoting Human Rights: Toward a Clarified UN Approach,                                | International Peace Institute, July 2019, Dr. Chuck Thiessen,                                 |
| Between Peace and Conflict in the East and the West   | OSCE Academy in Bishkek, Springer, Anja Mihr, 2021  |
| Drivers of violent extremism in Central Asian states: a comparative analysis  | Erasmus Mondus, International Master Security, Intelligence and Strategic Studies, July 2021. |
| The Global Risks Report, 16th Edition, Insight Report   | World Economic Forum, 2021  |
| inclusive approach to PVE Guidebook   | The Carter Center, 2019   |
| Understanding the Role of Gender in Preventing and Countering Violent Extremism and Radicalization That Lead to Terrorism | OSCE, May 2019  |

## 8.5 EVALUATION MATRIX

|                  | Evaluation Questions  | Indicators   | Specific evaluation topic/question related to indicators  | Data Collection sources/tools /methods   |
|------------------|---|--|---|--|
| <b>RELEVANCE</b> |   |  |   |  |
| EQ 1             | Was the project relevant in addressing key drivers of violent extremism identified in the Peacebuilding Priority Plan and the Project Document? | <p><b>1.1.</b> Evidence of the project document referring to key drivers of violent extremism identified in the Peacebuilding Priority Plan.</p> <p><b>1.2.</b> Evidence of the project's logic of intervention (from objectives, expected results, outcomes and activities) clearly explains how the project drivers of violent extremism are being addressed in an evidence-based, sustainable manner.</p> | <ul style="list-style-type: none"> <li>- The project makes reference to key drivers of violent extremism identified in the Peacebuilding Priority Plan and the Project Document.</li> <li>- There are logical and clear linkages of the project's underlying strategy, goal; objective, outcomes, activities aligning to/support priorities formulated in these documents.</li> <li>- A theory of Change explains how (strategy, approach, methodology, activities) the project will produce change (attributed to the project and measurable with impact indicators).</li> </ul> | - Depending on each specific indicator-related topic/question, the data source will include written production (project documentation, any relevant survey, research/analytical publication, national/regional/international policy document), (direct, remote, written) stakeholder interview, survey specifically developed for the purpose of this evaluation). |
| EQ 2             | Whether important PVE gaps exist, or opportunities are being missed?  | <p><b>2.1.</b> PVE gaps identified and addressed by the project.</p> <p><b>2.2.</b> PVE gaps and opportunities missed by the project.</p> <p><b>2.3.</b> PVE gaps and opportunities identified and addressed by the project during the course of implementation.</p>   | <ul style="list-style-type: none"> <li>- Evidence of gaps and opportunities identified during project design (through needs assessment, stakeholder consultation or relevant updated studies/research).</li> <li>- Evidence of gaps and opportunities missed by the project and identified through the evaluation.</li> <li>- Evidence of gaps and opportunities identified during project implementation (through baseline assessment or project monitoring/studies)</li> </ul>  | Idem above   |

|                    |  |  |   |                   |
|--------------------|--|--|---|-------------------|
| <p><b>EQ 3</b></p> | <p>Did the activities and strategies fit the objectives, i.e., is there internal coherence between what the programme is doing and what it is trying to achieve?</p> | <p><b>3.1.</b> Evidence of a clear rationale explaining how activities allow to reach the objectives.</p> <p><b>3.2.</b> Evidence of a clear rationale explaining how the strategy supports the achievement of the objectives.</p>   | <ul style="list-style-type: none"> <li>- Clear explanation for the theory of change</li> <li>- Easy possibility to reconstruct the theory of change</li> <li>- Availability of output, outcome and impact indicators and rationale of how indicators allow to inform the upper-level achievements (from activity-level up to objective).</li> <li>- The strategy clear explains how objectives will be achieved (e.g. institutionalised, inclusive, made sustainable, model-based)</li> </ul> | <p>Idem above</p> |
| <p><b>EQ 4</b></p> | <p>To what extent were the interventions relevant to the needs and priorities of the target groups/beneficiaries?</p>  | <p><b>4.1.</b> Evidence of a thorough, documented consultative approach involving:</p> <ul style="list-style-type: none"> <li>- Direct/indirect consultation of relevant stakeholders including end-beneficiaries and policy-making institutions;</li> <li>- Consultation of relevant written production (survey, needs assessments, statistics, analytical paper...</li> </ul> <p><b>4.2.</b> Evidence that the information gathered during the consultative effort has shaped or been taken into account when designing the project.</p> | <ul style="list-style-type: none"> <li>- Documented consultation and outcomes</li> <li>- How have consultation results been used/reflected in the project design.</li> </ul>  | <p>Idem above</p> |

|             |  |  |  |            |
|-------------|--|--|--|------------|
| <b>EQ 5</b> | To what extent have gender and human rights considerations been integrated into the programme design and implementation?   | <p><b>5.1.</b> Evidence of the project making references to gender-sensitive, human rights-based dimensions and principles. Those dimensions are reflected in the project approach (ideally equipped with specific approaches).</p> <p><b>5.2.</b> Evidence of the project's approach, outcome, activities, results integrating both dimensions.</p> <p><b>5.3.</b> Evidence of defined, measurable (mostly in qualitative terms) objectives, related outcomes &amp; activities developed for both dimensions.</p> | <p>- Does the project document include gender-sensitive, human rights-based and conflict-sensitive approaches?</p> <p>- Availability of relevant gender and human rights-related indicators at the output, outcome and impact level.</p>   | Idem above |
| <b>EQ 6</b> | Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence? | <p><b>6.1.</b> The theory of change is clearly formulated and explains how the project intends to produce change in a logical manner.</p> <p><b>6.2.</b> The theory of change allows for measuring or assessing the extent to which the intended change was realised as well as how much of it owes it to the theory/approach.</p> <p><b>6.3.</b> The assumptions made in the ToC as well as its elements/factors are all evidence-based and include a proper risk analysis and mitigation section.</p>            | <p>- ToC explains how priority issues are being tackled as well as the process applied for change.</p> <p>- The ToC provides indicators/elements of measurement for change (through M&amp;E or else).</p> <p>- The ToC features clear linkages to and supportive of the programme/policy, local, national, international context priorities.</p> | Idem above |

**EFFECTIVENESS**

**The extent to which pilot project activities achieve their outcomes.**

|             |  |  |   |            |
|-------------|--|--|---|------------|
| <b>EQ 7</b> | To what extent did the project achieve its intended objectives and contribute to the project's strategic vision? | <p><b>7.1.</b> Degree of quantitative achievements of project objectives (checked against logframe indicators at output and outcome levels).</p> <p><b>7.2.</b> Degree of qualitative achievement of project objectives (checked against logframe indicators at output and outcome levels).</p> <p><b>7.3.</b> Extent to which project achievements have contributed to fulfil strategic vision.</p> | <p>- Evidence of quantitative achievements (endline surveys available...)</p> <p>- Evidence of qualitative nature (narratives, testimonies, reports) that provide an explanation or indicator helping to grasp the quality of achievement (beneficiary, institutions feedback)</p> <p>- Evidence of achievements, especially qualitative, using indicators of change and allowing to measure state institutions' improved ability to positive engage with youth &amp; reduce PVE drivers.</p> | Idem above |
| <b>EQ 8</b> | Assess the degree to which project implementation was flexible, innovative, and adaptive to the context.         | <p><b>8.1.</b> Implementation mechanisms allow for flexibility, innovation, and adaption to contextual change</p> <p><b>8.2.</b> Project and upper management is responsive: flexible, innovative, and adaptive</p> <p><b>8.3.</b> Project partners (and partnerships) and stakeholders are also responsive: flexible, innovative, and adaptive.</p>   | <p>- flexible, innovative, and adaptive implementation mechanisms exist in written form. Evidence it has been applied, backed with examples.</p> <p>- flexible, innovative, and adaptive UNDP &amp; project management attitudes. Evidence of this attitude &amp; decision-making, backed with examples.</p> <p>- Partnership agreement, stakeholder organisational procedures and stakeholder attitudes &amp; decisions have proved flexible, innovative, and adaptive.</p>                  | Idem above |
| <b>EQ 9</b> | To what extent did the Project mainstream a gender dimension and support gender responsive PVE.                  | <b>9.1.</b> Evidence of the project's strategic approach, mechanisms, indicators, and activities translating the gender dimension and support gender responsive PVE has been built in the design.  | <p>- Strategy for gender dimension and support gender responsive PVE is clearly formulated.</p> <p>- Implementation approach for gender dimension and support gender responsive PVE is clearly defined.</p> <p>- Gender specific indicators to measure implementation and results are defined.</p> <p>- Clear logic on gender dimension contributing to PVE.</p>  | Idem above |

|                     |   |  |  |                   |
|---------------------|---|--|--|-------------------|
| <p><b>EQ 10</b></p> | <p>To what extent did the Project complement work with different entities and have a strategic coherence of approach.</p> | <p><b>10.1.</b> Evidence of the project design including a stakeholder mandates review to ensure the project implementation complements (collaboration, partnerships, coordination) and is coherent with other stakeholder's engagements.</p> <p><b>10.2.</b> Evidence of the partnership strategy contributing to the project's appropriateness and effectiveness. (where clear linkages can be made, supported with examples).</p> | <ul style="list-style-type: none"> <li>- UNDP Project is designed taking into account and supporting or creating synergies with other actors engaged in a inclusive PVE approach.</li> <li>- Mechanisms in place, as well as joint activities illustrating , complementarity, synergies and coherent.</li> <li>- Identified effects and added-value of complementary/joint efforts.</li> </ul> | <p>Idem above</p> |
|---------------------|---|--|--|-------------------|

**EFFICIENCY**

**The extent the management of the project ensure timelines and efficient utilization of resources.**

|                     |  |  |  |                   |
|---------------------|--|--|--|-------------------|
| <p><b>EQ 11</b></p> | <p>Assess whether the RUNOs has utilized Project funding as per the agreed work plan to achieve the projected targets.</p>   | <p><b>11.1.</b> Comparison between initial fund utilisation workplan and actual fund utilisation workplan.</p> <p><b>11.2.</b> Identified reasons for discrepancies between initial and actual workplan. Identified explanations for these discrepancies.</p>  | <ul style="list-style-type: none"> <li>- If any, are the change in fund of utilisation an indication of project responsive to contextual changes or changes of needs or priorities.</li> <li>- Explanation for fund utilisation change, if any.</li> <li>- Effect of fund utilisation change on implementation and results</li> </ul>  | <p>Idem above</p> |
| <p><b>EQ 12</b></p> | <p>Analyze the role of the Project Steering Committee (PSC) and whether this forum is optimally being used for decision making.</p>  | <p><b>12.1.</b> Evidence of PSC role clearly defined and results-oriented</p> <p><b>12.2.</b> Evidence of PSC serving effectively its purpose and identified challenges</p>  | <ul style="list-style-type: none"> <li>- PSC members is wide enough to represent diversity of stakeholders.</li> <li>- PSC members enjoy sufficient (political) leverage to support the project, its results and mainstreaming</li> <li>- PSC meetings are held regulary (and sufficiently to ensuring timely response to major obstacles) and enjoy full attendance (reasons for absence)</li> <li>- PSC members are well informed by the project and are able to make transparent and sound decisions.</li> <li>- PSC decision are implemented and monitored.</li> <li>- PSC members share and are committed to the long-term inclusive PVE vision.</li> </ul> | <p>Idem above</p> |
| <p><b>EQ 13</b></p> | <p>Analyze the performance of the M&amp;E mechanism of the Project and the use of various M&amp;E tools (any socio-economic data available to the project etc.). How well did the project collect and use data to monitor results?</p> | <p><b>13.1.</b> Evidence of M&amp;E not only allowing to measure achievement of outputs but also of outcomes and possibly impact.</p> <p>13.2. Evidence of M&amp;E indicators resulting from consultation and analysis on the most appropriate way to capture and report on change.</p> <p>13.3. Evidence that data to feed indicators is available and accessible.</p> <p>13.4. Evidence of data effectively and regularly collected.</p> <p>13.5. Evidence of M&amp;E data used for monitoring and decision-making/adjustment purpose.</p> | <ul style="list-style-type: none"> <li>- Is M&amp;E framework not only allowing to measure achievement of outputs but also of outcomes and possibly impact?</li> <li>- Are M&amp;E indicators resulting from consultation and analysis on the most appropriate way to capture and report on change.</li> <li>- Is there evidence that data to feed indicators is available and accessible.</li> <li>- Is there Evidence of data effectively and regularly collected.</li> <li>- Is there Evidence of M&amp;E data used for monitoring and decision-making/adjustment purpose.</li> </ul>   | <p>Idem above</p> |

|                     |   |  |   |                   |
|---------------------|---|--|---|-------------------|
| <p><b>EQ 14</b></p> | <p>Assess the qualitative and quantitative aspects of management and other inputs (such as equipment, monitoring and review and other technical assistance and budgetary inputs) provided by the project vis-à-vis achievement of outputs and targets.</p>                              | <p><b>14.1.</b> Evidence of qualitative and quantitative aspects of management set to</p> <p><b>14.2.</b> Evidence of any delays, challenges or other disfunction as a result of inappropriate management decision.</p>  | <ul style="list-style-type: none"> <li>- Availability of streamlined and clear operational and management (of financial, human and technical) procedures</li> <li>- Project team set-up matches implementation requirements (enough staff, matching professional profile, staff situated so they can maintain close relations to stakeholders, UNDP Country Support adequate...)</li> <li>- If any, delays, challenges or other disfunction resulting from management (weakness of the set-up or human nature)</li> </ul>                               | <p>Idem above</p> |
| <p><b>EQ 15</b></p> | <p>Identify factors and constraints, which have affected Project implementation including technical, managerial, organizational, institutional, and socio-economic policy issues in addition to other external factors unforeseen during the Project design (e.g. Covid-19 factor).</p> | <p><b>15.1.</b> Evidence of identified factors and constraints, which have affected Project implementation including technical, managerial, organizational, institutional, and socio-economic policy issues in addition to other external factors unforeseen during the Project design (e.g. Covid-19 factor).</p> <p><b>15.2.</b> Evidence of the identification and risk mitigation measures for those factors that were identified at project design stage.</p> <p><b>15.3.</b> Evidence the project's response to those factors and results of the response.</p> | <ul style="list-style-type: none"> <li>- Which factors/constraints have affected the project and their effect on implementation?</li> <li>- Were those factors/constraints identified at design stage? If not, why?</li> <li>- Which risk mitigation measures were applied and how efficient were they are addressing constraints?</li> <li>- Lessons learned from risk mitigation management (including sound analysis and understanding of the challenges of working with State Institutions, its constraints and tempo of implementation.</li> </ul> | <p>Idem above</p> |
| <p><b>EQ 16</b></p> | <p>How efficient was the overall staffing, planning and coordination within the project (including between the two implementing agencies and with stakeholders)? Have project funds and activities been delivered in a timely manner?</p>   | <p><b>16.1.</b> Evidence of sound staffing, planning and coordination mechanisms at design stage.</p> <p><b>16.2.</b> Evidence of smooth or problematic staffing, planning and coordination performance and identification of reasons for strong or poor performance.</p>  | <ul style="list-style-type: none"> <li>- Are staffing, planning and coordination mechanisms sounds and appropriate to project implementation?</li> <li>- How have staffing, planning and coordination performed (identified challenges) and how has the project addressed challenges?</li> <li>- Has project delivered on time and quantitatively and qualitatively?</li> <li>- Reasons for later or poor delivery and corrective measures taken?</li> </ul>  | <p>Idem above</p> |



|              |   |  |   |            |
|--------------|---|--|---|------------|
| <b>EQ 17</b> | How efficiently did the project use the project board?                                  | <p><b>17.1.</b> Evidence of the project management &amp; project stakeholders using the project board during and/or outside board meetings.</p> <p><b>17.2.</b> Evidence of the project board effectively addressing project issues and bringing adequate decisions.</p> <p><b>17.2.</b> Evidence of potential lessons learned from efficiency of project board functioning.</p> | <p>- Situations of the project management &amp; project stakeholders using the project board during and/or outside board meetings.</p> <p><b>17.2.</b> Examples of the project board effectively addressing project issues and bringing adequate decisions.</p> <p><b>17.2.</b> Identified lessons learned from efficiency of project board functioning.</p>  | Idem above |
| <b>EQ 18</b> | Overall, did the project provide value for money? Have resources been used efficiently? | <p><b>18.1.</b> Evidence of elements allowing to define value for money in the context of the project and against long-term objectives.</p> <p><b>18.2.</b> Evidence of activities producing effectively results as initially planned. In case of lack of effectiveness, identification of the reasons affecting low value for money.</p>  | <p>- Definition of value for money in the context of the project and against long-term objectives. (quantitative and qualitative) Criteria defining value for money. Is the project a worthy investment to obtaining sustainable and institutionalised results.</p> <p>- Have activities produced effectively results as initially planned. In case of lack of effectiveness, what are the reasons affecting low value for money.</p> | Idem above |

**SUSTAINABILITY AND IMPACT**

|                           |   |   |  |            |
|---------------------------|---|---|--|------------|
| EQ 19                     | Assess preliminary indications of the degree to which the Project results are likely to be sustainable beyond the Project's lifetime (both at the community and government level) and provide recommendations for strengthening sustainability. | <p><b>19.1.</b> Evidence of indicators identified by the project allowing to appropriate define sustainability in the context of the project.</p> <p><b>19.2.</b> Evidence of institutionalisation and effective practice of inclusive PVE approach delivered by stakeholders.</p> <p><b>19.3.</b> Evidence of the performance and change (in institutions and on the youth) of inclusive PVE services/approach supported by the project.</p> | <p>- Evidence of indicators identified by the project allowing to appropriate define sustainability in the context of the project.</p> <p><b>19.2.</b> Evidence of institutionalisation and effective practice of inclusive PVE approach delivered by stakeholders.</p> <p><b>19.3.</b> Evidence of the performance and change (in institutions and on the youth) of inclusive PVE services/approach supported by the project.</p>                     | Idem above |
| EQ 20                     | Did the intervention design include an appropriate sustainability and exit strategy?  | <p><b>20.1.</b> Evidence of an appropriate sustainability and exit strategy properly assessed, analysed and formulated during project design.</p> <p><b>20.2.</b> Evidence of the project results contributing to advancing towards long-term and sustainable objectives.</p> <p><b>20.3.</b> Awareness and acknowledgment of the required commitments to reach long-term objectives and sustainability beyond the project cycle.</p>         | <p>- Has an appropriate sustainability and exit strategy been properly assessed, analysed and formulated during project design.</p> <p>- Have the project results contributed to advancing towards long-term and sustainable objectives? What are the indicators of that?</p> <p>- To which extent is there an awareness and acknowledgment of the required commitments to reach long-term objectives and sustainability beyond the project cycle.</p> | Idem above |
| EQ 21                     | How strong is the commitment of the Government and other stakeholders to sustaining the results of Project's support and continuing initiatives?  | <b>21.1.</b> Evidence of the commitment of the Government and other stakeholders to sustaining the results of Project's support and continuing initiatives  | - Indicators of commitment (allocation of financial resources, legal decision on a supportive framework, donor support other institutionalisation of inclusive PVE mechanisms, political statements...)?   | Idem above |
| <b>NATIONAL OWNERSHIP</b> |   |   |  |            |
| EQ 22                     | Assess the degree of involvement of national partners and aligning to existing priorities of the local government in targeted areas.  | <b>22.1.</b> Evidence of degree of involvement of national partners and aligning to existing priorities of the local government in targeted areas.  | <p>- Indicators allowing to appropriately measure the degree of involvement.</p> <p>- What are the available elements (actions, decisions, commitments...) allowing to measure degree of involvement of national partners and alignment based in identified indicators.</p>  | Idem above |

|   |  |  |   |            |
|---|--|--|---|------------|
| <b>EQ 23</b>  | How has the project enhanced and contributed to the development of national capacity?  | <b>23.1.</b> Evidence of the project enhancement and contributions to the development of national capacity.  | <ul style="list-style-type: none"> <li>- What are the concrete contributions of the project in terms capacity-building, institutionalisation of inclusive PVE approach and services?</li> <li>- Verification of the capacities built through the performance on the approaches practices and services delivered.</li> </ul>   | Idem above |
| <b>GENDER EQUALITY AND HUMAN RIGHTS</b>               |  |  |   |            |
| <b>EQ 24</b>  | To what extent has gender and human rights considerations been integrated into the project design and implementation?          | <p><b>24.1.</b> Evidence of gender and human rights considerations been integrated into the project design.</p> <p><b>24.2.</b> Evidence of gender and human rights considerations effectively integrated into the project implementation.</p> <p><b>24.2.</b> Evidence of the results specifically related to the gender and human rights dimensions.</p>   | <ul style="list-style-type: none"> <li>- Have gender and human rights considerations been integrated into the project design.</li> <li>- Have gender and human rights considerations effectively integrated into the project implementation.</li> <li>- What are the results specifically related to the gender and human rights dimensions.</li> </ul>   | Idem above |
| <b>EQ 25</b>  | How has attention to/integration of gender equality and human rights concerns advanced the area of work?                       | <b>25.1.</b> Evidence of concrete advancements and underlying approach allowing advancements in mainstreaming gender equality and human rights in PVE approaches.  | <ul style="list-style-type: none"> <li>- What have been the concrete advancements and underlying approach allowing advancements in mainstreaming gender equality and human rights in PVE approaches.</li> <li>- It is the result of the approach promoted by the project?</li> </ul>  | Idem above |
| <b>CONFLICT-SENSITIVITY AND DO-NO-HARM PRINCIPLES</b> |  |  |   |            |
| <b>EQ 26</b>  | To what extent conflict sensitivity and do-no-harm principles have been integrated into the project design and implementation. | <p><b>26.1.</b> Evidence of conflict sensitivity and do-no-harm principles have been integrated into the project design.</p> <p><b>26.2.</b> Evidence of conflict sensitivity and do-no-harm principles have been integrated into the project implementation.</p> <p><b>26.3.</b> Evidence of the results specifically related to conflict sensitivity and do-no-harm principles integration to the project.</p> | <ul style="list-style-type: none"> <li>- Have conflict sensitivity and do-no-harm principles have been integrated into the project design.</li> <li>- Have conflict sensitivity and do-no-harm principles have been integrated into the project implementation.</li> <li>- What are the results specifically related to conflict sensitivity and do-no-harm principles integration to the project.</li> </ul> | Idem above |