Evaluation of the Peacebuilding Fund (PBF) Project Portfolio In Kyrgyzstan

Evaluation Report

Final

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TABLE OF CONTENTS

List of Tables

List of Figures

1 Executive Summary

Country Context and the PBF Support

ES1. The Kyrgyz Republic is a landlocked, lower middle income country in Central Asia bordering China, Kazakhstan, Tajikistan and Uzbekistan. A parliamentary democracy and often pointed to as a model of peaceful transition in the region, Kyrgyzstan has been in many instances more stable and is more plural than other countries in Central Asia. Nonetheless, the country has faced multiple challenges to peace and development since independence in 1991. In April 2010, the Kyrgyz President was deposed and a transitional government was established to stabilize Kyrgyz politics and society. The political instability following the deposition was partially responsible for a surge of violence in June 2010 that created a humanitarian crisis and deepened underlying political and social tensions: violence erupted in the southern cities of Osh and Jalalabad and their surrounding areas, resulting in the deaths of at least 470 people and the displacement of 400,000 people – of whom 75,000 fled temporarily to Uzbekistan.[1]

ES2. In response to the underlying peacebuilding needs following the 2010 violence, the Peacebuilding Fund (PBF) provided US$10 million of support in 2010 and 2011 through the Immediate Response Facility (IRF). The initial IRF responses targeted youth empowerment, women's networks and water user associations intended to prevent a relapse into violent conflict. In 2011, additional IRF projects focused on justice administration, media capacity, water-based resources and reconciliation. Women and youth were identified as important stakeholder groups and the overall intent was to build "infrastructures for peace."

ES3. In 2012, the President of the Kyrgyz Republic requested additional support through the PBF under the Peacebuilding and Recovery Facility (PRF) to continue to engage with long-term peacebuilding needs. A Peacebuilding Needs and Priorities Assessment (PBNPA) was commissioned for the development of a Peacebuilding Priority Plan (PPP). The PBNPA identified a series of peacebuilding challenges and inter-related factors, as well as opportunities for preventing violent conflict and building sustainable peace. In 2013, the PBSO approved a US$15.1 million allocation against a Peacebuilding Priority Plan (PPP). The PPP funds were targeted to support three priority areas:

a. Promotion of ule of law and human rights.
b. Improvement of local governance capacity to prevent and resolve local conflicts and reduce tensions in collaboration with civil society and communities.
c. Promotion of national unity and interethnic relations through the role of language policy and media.

ES4. The PPP was operationalized through the implementation of a three-year program of projects to achieve the targeted results in the three priority areas. Six Recipient United Nations Organizations (RUNOs) implemented projects that were approved by the JSC.[2] These projects targeted 14 priority districts and cities and ultimately covered 96 priority municipalities. Implementation of the PPP ended in December 2016. In addition to the project specific results frameworks, an overall PPP results framework, as shown in Table E-1 below, identified 12 outcome indicators to track the collective impact of the PPP across the three priority areas.

[1] Office for the Coordination of Humanitarian Affairs (2011), Kyrgyzstan Revised and Extended Flash Appeal, End Report (June 2010-June 2011). P. 1. By 28 June, 2010, almost all refugees had returned to Kyrgyzstan

[2] An additional project was developed to provide funding and management support to the operation of the JSC itself. This project also supported the establishment of the PBF Secretariat in the country

Table E-1: PPP Projects by Outcome and RUNO[3]

Outcome	Title	RUNO
Outcome 1: Critical laws, policies, reforms, and recommendations of human rights mechanisms, including Universal Periodic Review, are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfil human rights	PBF/KGZ/B-1: Building Trust and Confidence Among People, Communities, and Authorities	UNHCR
	PBG/KGZ/B-2: Improving the Rule of Law and Access to Justice for Sustainable Peace	UNDP
	PBF/KGZ/B-3: Peace and Trust: Equal Access to Law Enforcement and Justice	UNODC
	PBF/KGZ/B-4: Peace and Reconciliation through Strengthening the Rule of Law and Human Rights Protections	OHCHR
Outcome 2: Local self-government bodies, in partnership with related state institutions and civil society, have the capacity to bridge divisions and reduce local tensions.	PBF/KGZ/A-1: Strengthening Capacities of LSGs for Peacebuilding	UNDP, UNICEF
	PBF/KGZ/A-2: Building a Constituency for Peace	UN Women
	PBF/KGZ/A-3: Building Trust and Confidence Among People, Communities, and Authorities	UNHCR
	PBF/KGZ/A-4: Multisectoral Cooperation for Interethnic Peace Building In Kyrgyzstan	UNFPA
	PBF/KGZ/A-5: Youth for Peaceful Change	UNICEF, UNDP, UNFPA
Outcome 3: Policies, pilot initiatives and approaches are developed and implemented that enable the further development of a common civic identity, multilingual education and respect for diversity and minority rights.	PBF/KGZ/D-1: Unity in Diversity	UNICEF, OHCHR
	PBF/KGZ/B-5: Media for Peace	UNDP
	PBF/KGZ/D-2: Youth for Peaceful Change	UNICEF, UNDP, UNFPA
MANAGEMENT	PBF/KGZ/E-1: PBF Secretariat Support to Joint Steering Committee and PRF Projects	UNDP, RCO

Evaluation Scope

ES5. In 2017 the PBF commissioned an evaluation of the PPP to assess the achievements of the PBF's support and its overall added value to peacebuilding in Kyrgyzstan. The objectives of the evaluation were to:

a. Assess to what extent the PBF envelope of support has made concrete and sustained impact in terms of building and consolidating peace in Kyrgyzstan, either through direct action or through catalytic effects;
b. Assess how relevant, efficient, effective and sustainable the PBF support to Kyrgyzstan has been;
c. Assess the critical remaining peacebuilding gaps in Kyrgyzstan;
d. Assess whether the peacebuilding interventions supported by the PBF factored in gender equality;
e. Provide lessons for future PBF support internationally on key successes and challenges (both in terms of programming and management of PBF funds);
f. Serve as a useful evidence-based input for decision-making on any possible future support.

[3] Information from Project Design Documents found on Multi-Partner Trust Fund Office Gateway: http://mptf.undp.org/document/search?fund=PB000&country=KGZ&go=true

Evaluation Methodology

ES6. The evaluation drew on qualitative and quantitative measures. The quantitative measures were obtained from pre-existing documentation from individual projects including project reports and evaluations. In addition, the PBF commissioned a baseline study (early 2015) and endline study (late 2016) to measure 12 PPP level indicators to track collective impact and changes over time. The qualitative data were collected during the evaluation inception and field missions through key informant interviews, focus group discussions and group interviews.

ES7. National level interviews were held with key Government, United Nations (UN) and Civil Society stakeholders in the PPP. In addition, the evaluation team chose three municipalities as case studies for understanding the direct and catalytic impact of PPP programming. The data collected for the case studies used a layered approach of interviewing provincial and district level stakeholders (UN, Implementing Partners, and Government Authorities) with connections to the selected municipalities. Additional interviews with implementing partners not connected to the case study municipality were also carried out at provincial levels to provide better triangulation of overall PPP contributions. In total, 261 persons (47% female) were interviewed either individually or in groups.

ES8. Overall the field mission went smoothly and faced no significant challenges. Four potential factors needed to be controlled for in the analysis:

1. Ramadan: The field mission occurred during Ramadan.
2. PPP End date: The PPP as a whole ended in Dec. 2016 with some projects ending even earlier.
3. Election Cycle: An election cycle that began at the end of 2016 affected the representation of local authorities, and up to 80 percent of local councils were replaced from the time of the project.
4. PPP RUNO Representation: Some RUNOs were able to organize more stakeholders for interviews than others, resulting in some over-representation of certain RUNO projects.

Findings – Political and Strategic Contributions

ES9. **Outcome 1: Rule of Law**. Outcome 1 focused on expanding the legislative framework, establishing structures for its implementation and increasing trust among community stakeholders towards local and national Government. The largest gains were seen in enacting legislation and establishing mechanisms for addressing grievances at local levels. The endline researchers identified more than 20 key policies and laws as well as eight corrective measures as being at least partly due to the PPP support. In the qualitative data, outcome 1 was seen as contributing to correcting outdated legislation as well as promoting capacity development of legal administrators such as lawyers and advocates. There were fewer observed changes with respect to minority or under-represented groups in key institutions.

ES10. The number of cases brought to human rights and justice institutions nearly doubled from early 2015 until the end of 2016. Important impact was also seen in the percentage of respondents who expressed satisfaction with the work of the local government which increased from 57 percent to 84 percent according to project reports and from a score of 59 points to 63 points (out of 100 points) according to the PPP endline. Other measures indirectly reflect trust and improved performance of government; for example, respondents at the local level did not perceive local self-governments to be engaging in discriminatory practices.

ES11. **Outcome 2: Local Self-Government Capacity**. The second outcome targeted strengthening local self-governance capacity and local institutions – including women and youth. The logic was to prevent escalation of localized violence through better local structures. The largest gains appear to be related to strengthening local self-government

bodies – especially through the increased capacity to engage in participatory budgeting processes - and in integrating youth and women's needs into LSG development plans. Of particular note, the number of inter-ethnic conflict cases declined dramatically from the baseline measurements (108 to 13) and the percentage of these cases supported by the State Agency for Inter-Ethnic Relations (GAMSUMO) increased significantly.

ES12. Non-constructive incidents with youth related to inter-ethnic issues also declined from the baseline to the end of the project (44 to 5) and there appear to be positive gains in youth optimism and integration into local government development plans. The PPP endline data also shows a significant increase in the number of disputes taken up by local institutions. In the targeted municipalities, there was a 64 percent increase in cases taken up and documented compared to a 32 percent increase in the control municipalities, suggesting improved attentiveness to local grievances combined with a more pro-active citizenry. Violent disputes also declined significantly in target LSGs from an average of nearly seven disputes per year per municipality to only one dispute per year per municipality. A particularly positive finding from both the project results frameworks as well as the qualitative interviews related to the degree of integration of youth and women's agendas in the LSG development plans. The number of development plans that included youth needs increased from three in the baseline to 14 in the end of project measurement.

ES13. **Outcome 3: Common Civic Identity.** The third outcome targeted the establishment of a common civic identity with a special emphasis on promoting tolerance and the value of diversity, increasing human rights knowledge and values and supporting multi-lingual and multi-cultural education in schools. The largest gains were seen in elements related to the establishment and implementation of multi-lingual education and in perceptions of improved inter-ethnic relations.

ES14. The project indicators show a large increase in schools implementing multi-lingual education models and in the percentage of parents who support multi-lingual education. There is an increase in TV and radio promoting positive values for diversity, but only a relatively small increase in minority language programming. The surveys do show youth increasingly valuing diversity, but it is not a large increase and the percentages were already relatively high for the population.

ES15. The different indicators suggest that there is an increase in respondents who viewed ethnic relations as improving. In 2015, 42 percent of respondents reported significant positive changes in inter-ethnic relations, but by the end of 2016, this number had improved to 81 percent.

ES16. Although these patterns show positive growth in this area, it should be noted that the qualitative interviews were more mixed in terms of optimism. Many of the national level respondents – especially within the UN system – questioned whether this data really reflected the reality of the inter-ethnic situation in Kyrgyzstan. On the other hand, Government of Kyrgyzstan representatives more often expressed the opinion that inter-ethnic relationships had improved significantly – especially in the polyethnic localities. One important element should be considered: since the focus of these projects emphasized population centers with multiple ethnic groups, the positive values reflect polyethnic populations; it is possible that mono-ethnic communities outside of the project geographic focus may not reflect the same percentages.

ES17. **Synergies across the PPP and Catalytic Effects**. In addition to the direct impacts, the evaluation team observed three levels of synergies during field mission observations which appeared to enhance the degree of impact in the PPP. These included synergies between the PPP Outcomes, synergies between projects at the municipal levels, and synergies between instruments within a single project.

ES18. The most positive effects of the PPP related to the creation of networks, collaborative spaces at the national level that facilitate other peacebuilding work, increasing funding opportunities for further peacebuilding – especially noted at the local municipal level and with Government of Kyrgyzstan bodies – and unblocking processes that had been barriers to

promoting peace through the existence of specific legislation. The least cited elements related to sharing expertise across UN agencies in the development of projects, the promotion of innovative or risk-taking peacebuilding actions and political responsiveness to new opportunities.

ES19. The most frequently cited indirect impact of individual projects pertained to the spontaneous adoption of certain activities or practices by other local government authorities in areas beyond the target area of a project and without PPP funding support. Increasing the capacity of local level entities to be able to access other sources of funding to support both PPP related and non-PPP activities was the second most cited indirect impact. Increased coordination and network platforms within the local districts were the third most cited category. Less frequently cited elements included increased transparency and accountability in processes, building expertise for future peacebuilding work, systems building, and increased sensitivity to gender equity issues in programming.

Findings – Management and Coordination

ES20. **PPP Development and Operationalization**. The development of the PPP was viewed as a collaborative and strategic process. Multiple respondents cited the PPP as an exemplar for UN agency collaborative strategic analysis and a mechanism for combining expertise and research across agencies. A positive factor throughout the development process was the support of the President's Office representative both in the development of the PPP and in the role of co-chairing the Joint Steering Committee. This support was considered vital for ensuring high level government ownership in the PPP processes and for mobilizing disparate Government entities for integration into the PPP. The PBSO and PBF support to PPP development was viewed as timely and responsive. The flexibility of the instrument and degree of responsiveness from the PBF were considered almost unique within the donor context.

ES21. The PPP Theories of Change integrated findings from the PBNPA and the IRF evaluation recommendations and the Theories of Change became the basis for the operationalization of the PPP through project selection. The logic of the competitive individual project approach for the PPP operationalization was sound. Unfortunately, it initiated a cascade of challenges to coordination and implementation. The following were the most frequently cited challenges:

a. Duplication of the administration to stakeholders of baseline and endline surveys and measurements in the same municipalities as part of individual project M&E processes.
b. The over-expansion of project level indicators as each project developed their own indicators to measure their objectives within a PPP outcome.
c. Non-coordinated site selection among UN agencies reducing possible strategic synergies among projects.
d. Duplication of similar activities from different projects in the same municipalities.
e. Duplication of implementing partner contracted for similar activities.
f. Relatively low efficiency in implementation as seen by relatively high administration costs across multiple agencies and relatively low expenditure rates across many of the projects.
g. Strained relationships between UN agencies involved in the competitive bidding process.
h. Lack of a clear and shared understanding among implementing partners regarding over-arching PPP objectives.

ES22. The alignment of a global Theory of Change to project level Theories of Change and then to the actual implementation of activities can be a challenge. The PPP Theory of Change alignment was sound and the peacebuilding logics appeared to be understood by stakeholders down to the local level. However, a few project ToCs were only partially confirmed due to incomplete implementation, flawed assumptions or lacking measurement of all components

of the ToC for confirmation. There were two projects where local level stakeholders did not always understand the peacebuilding logic in the project activities.

ES23. **PPP Coordination and Oversight**. The evolution of the Oversight Group and the informal Outcome level Working Groups to supplement the Joint Steering Committee is a positive modification to the PBF structures (in addition to the PBF Secretariat). Each group supports a key coordination function or catalytic effect.

a. The PBF Secretariat provided a key coordination role within and among these spaces for meetings and discussions.
b. The Joint Steering Committee provided a formal space that allowed for ratifying decisions and sharing information regarding project progress.
c. The Outcome Working Groups were most useful as informal spaces for collective consultation on project progress and problem solving on implementation.
d. The Oversight Group with its mix of members from the Government of Kyrgyzstan, RUNOs and Civil Society Organizations provided a cascade of positive effects including increased relationship building between state, UN and civil society, opportunities for engaging in collective progress monitoring, and an opportunity for understanding the realities of field level implementation.

ES24. The PPP management within the above groups created important collaborative spaces for networking, joint problem solving and building networks and platforms for future engagements. Based on reflections and discussions within these groups, several important themes emerged for future consideration. These included the importance of building in more spaces for strategic analysis of the PPP's comprehensive contributions (beyond discussion of operational issues); improving coordination and strategy at provincial and local levels; enhancing innovation and the range of implementing partners involved in PPP projects; and increasing the structural support for integrating gender sensitivity and gender analysis into individual projects and the overall PPP.

ES25. **PPP Implementation and Efficiency**. The overall PPP efficiency in terms of spending allocated funds was at 84 percent for the entire PPP. However, this varied considerably among the individual projects with a low of 60 percent expenditure rate to a high of 100 percent. The most commonly cited internal factors related to efficiency were delays created by different UN agencies intending to align their internal systems with each other. Further delays occurred for some RUNOs that needed to build the implementation structures (e.g. staff recruitment) to be able to carry out their projects. The most frequently cited external factors related to legislative procedures in the government of Kyrgyzstan and a lack of political will for implementing certain projects.

ES26. References to political will are noteworthy because stakeholders also stated the importance of high level governmental ownership in the PPP via the support of the President's Office. This possibly implies that although there is high level Government ownership, there may not be broad Government ownership of the PPP priorities. However, it is apparent that some elements of the PPP were of higher priority and more broadly owned by the Government representatives than others. Sometimes UN personnel had a different prioritization of the PPP objectives than Government of Kyrgyzstan representatives. However, most RUNO representatives interviewed noted that there had been considerable learning and expertise built in the course of implementing these projects, and they felt that efficiency would be enhanced in subsequent projects.

ES27. Despite variation in individual projects' coordination and collaboration, implementing partners (NGOs) involved in PPP projects spoke positively of the collaboration and responsiveness they felt from UN agencies as they worked within a specific project's framework even if the coordination ***among*** PPP projects remained a work in progress and was often ad-hoc or emergent.

ES28. **Sustainability.** The impact of the PPP portfolio has been evident in positive changes in the peacebuilding context; management and coordination of the PPP portfolio has contributed to a range of catalytic effects. However, maintaining these gains will not be without challenges. The most commonly cited sustainability challenges were:

a. Budget and management systems are not yet established for implementation of new actions/policies.
b. The positive effect of capacity building of local structures is frequently lost after election processes replace the trained stakeholders.
c. Projects that ended in late 2015 or 2016 supporting LSGs tended to lose gains on the indicators.
d. At the local level, there was an expressed uncertainty regarding roles and responsibilities in post-project infrastructure disputes. This lack of clarity led to some needed(?) infrastructural repairs to schools, police stations and other facilities reportedly not being addressed.
e. LSG mandated services now exist in the register, but since the end of the PPP processes, these services are not funded and therefore are not available to the community any longer.
f. Although many of the national level RUNOs reported having exit and transition strategies for their projects, most of the local level stakeholders interviewed appeared to be unaware of these transition or exit plans.

ES29. The Government of Kyrgyzstan and other stakeholders do express a high degree of commitment to maintaining the results of PBF support and continuing unfinished activities. A significant range of catalytic effects are seen from the application of PBF support – not only for generating extra financial support, but also for the development of new platforms and networks that can serve as the foundation for future peacebuilding work.

Peacebuilding Gaps and Future Directions

ES30. The Theory of Change analysis supports the decision in 2014 to focus on internal inter-ethnic conflict drivers; these were seen as the best means for effectively addressing some of the peacebuilding conflict drivers identified in the PBNPA with the resources available. It was understood even at the time that other factors in the PBNPA such as the cross-border migration, organized crime or religious extremism would have to be less emphasized in PPP focus areas. Subsequent learning in the course of PPP implementation led to reorganizing the priorities of the PBNPA factors and the PPP theories of change as the context shifted. The positive adaptations are affirmed and lay the groundwork for prioritizing the conflict drivers differently in the next PRF funding. The key adaptations included:

a. Increasing interest in targeting mono-ethnic communities in peacebuilding initiatives (in addition to polyethnic populations).
b. Integrating initiatives targeting cross-border and external drivers (in addition to internal conflict drivers).
c. More emphasis on the PBNPA identified elements of youth unemployment, radicalization and corruption.
d. Continuing to promote participation of minorities in public life, building on initial policies for increasing minority representation in institutions and civil service.

ES31. Geographic Coverage and Mono-ethnic Communities. The original underlying logic of municipality selection for the PPP was based on areas of inter-ethnic or cross-border tensions and that which experienced violence in 2010. Triangulated patterns confirm that inter-ethnic relations have improved – especially in these polyethnic areas. While it is difficult to attribute all effects to PRF projects, the fact that inter-ethnic relations appear to be now less an issue in the communities of intervention compared to 2013 can be seen in itself as a measure of the PPP's success. It is therefore legitimate to assume the theories of change of the PPP Outcomes – and broadly of the projects – proved to be generally relevant.

ES32. Multiple respondents at all levels suggested that future consideration should be given to targeting more isolated and mono-ethnic areas. They claimed that levels of intolerance and socio-economic marginalization may actually be higher in mono-ethnic and more isolated areas, and that these may be important factors for future threats to peace. The geographic expansion of targeted municipalities over the course of the PPP to some extent reflects this shift in focus to mono-ethnic areas. It may be worthwhile to consider supporting further research on identifying specific peacebuilding needs and challenges of isolated and mono-ethnic areas to confirm if further focus on these more isolated or closed communities is merited.

ES33. Future Drivers. The PBF has taken the decision to develop another round of PRF funding with a focus on preventing violent extremism (PVE) and peacebuilding. Nearly all provincial, district and local level stakeholder interviewees cited the same four future potential threats to peace: youth unemployment, non-demarcated boundaries, corruption and radicalization. Although most of these elements were addressed within the frame of the PPP, they were not always emphasized to the extent of stakeholders' concerns.

ES34. Youth unemployment, for example, was by far the most commonly cited next big threat to peace; most stakeholders specifically linked youth unemployment to emerging violent extremism. While represented in the PPP, youth unemployment is only covered as a single component of one project.

ES35. Civic Integration. The assumption that participation of minorities in public life could be addressed by increasing minority representation in institutions/civil service, largely underestimated the political will present to effectively address this issue or seek truth and justice for the victims of the 2010 events. It also did not account for the reluctance by the minorities to confront the state (and expose themselves further) on this issue. It appears that some minorities have adopted an approach of minimizing integration as a strategy for reducing inter-ethnic tensions. Those using this strategy also tend to orient themselves towards neighboring countries where their ethnic group is a majority and to cultivate connections in trans-boundary issues.

ES36. Consequently, civic integration projects may face the double challenge of limited political will at the national level combined with limited political will among some minorities to actually aspire for more engagement in public institutions. This combination of challenges may be one reason that while the projects succeeded in adapting some policies and legal or regulatory frameworks in this regard, there was limited interest to extend related measures beyond some limited sectoral areas or institutions.

Conclusions and Lessons Learned

ES37. The following table summarizes the conclusions of the evaluation based on the five dimensions of evaluation and the gender sensitivity component.

Table E-2: Evaluation Summary by Dimension

Dimension	Summary
Relevance	• PPP peacebuilding factors relevant at the time. Many are still relevant for future PRF support, but may be prioritized differently in 2017. • Design process considered highly collaborative and participatory. • Projects were aligned with the PPP and had strategic coherence with each other. However, a couple of the projects appeared less well aligned in terms of the connection between the projects Theories of Change and the actual activities implemented.
Efficiency	• The PBF instrument is seen as highly flexible and responsive, with meaningful support provided as needed in the development and implementation of the PPP. • The relatively innovative nature of the PRF instrument for the Kyrgyzstan context, an emphasis on openness and competition through the individual

	competitive bidding process for project selection were deemed important for improving the quality of the projects, but did reduce overall efficiency of implementation and generated relatively high transaction costs.
Effectiveness	• The PPP portfolio did achieve higher level results in all three priority areas. The amounts of increase varied among the three outcomes. • The PPP was viewed as being strategically important and appropriately seized political opportunities for greater peacebuilding impact. • The actual coordination between projects by the RUNOs and implementing partners was a work in progress and often emerged as ad-hoc rather than systematic; the outcome level working groups did create potential for enhanced coordination.
Impact	• The overall impact of the PPP portfolio varies among the outcomes but there is at least mild positive progress for all three priority outcomes. • Outcome 1 produced significant amounts of new legislation • Outcome 2 generated increased local capacity especially in the budgeting process and integrating women and youth considerations into local development plans • Outcome 3 appears to have contributed to increased valuing of tolerance and diversity within the polyethnic targeted populations
Gender Considerations	• Gender is not considered a conflict driver in this context, though good faith efforts were made to integrate gender considerations into PPP and individual projects. • Insufficient structural support and technical capacity exists to adequately support gender mainstreaming across all of the projects.
Sustainability	• Significant sustainability challenges exist, including the need to establish budget and management systems for new laws and policies and personnel transitions following election cycles. • The Government of Kyrgyzstan and other stakeholders do express a high degree of commitment to maintaining and building on the results of the PPP.

ES38. The observations and conclusions identified by the evaluation team are subdivided into three categories: Management and Coordination, Programming, and future PRF programming to Prevent Violent Extremism. The following table highlights the most important conclusions for each dimension.

Table E-3: Primary Observations by Dimension

Dimension	Key Conclusions
Management and Coordination Considerations	• **Integrated programming approach**: Although the logic of the PPP's competitive individual project approach operationalization was sound, this approach did initiate a cascade of challenges to coordination and implementation. The proposed suggestion to experiment with an integrated project approach whereby there is a single global project per outcome and involving pre-selected agencies may contribute in resolving some of these cascade effects. This experimentation with a new approach will present its own challenges, but this suggestion is affirmed by the evaluation team. • **PPP Management and Coordination**: The evolution of PPP coordinating mechanisms represents a positive outcome of the learning from the implementation period. The evaluation team affirms the continued use of the Outcome Working Groups and Oversight Group structures. The overall structure appeared clear to the evaluation team; however, it should be noted that a few RUNO

	stakeholders described the roles, responsibilities and decision making of each group differently from the evaluation team's understanding.
Programming Considerations	• **Strategic Reflection**: The informal outcome level working groups and the formal JSC meetings provided opportunities for addressing operational challenges and for providing individual project progress updates. However, the larger number of projects and stakeholders did limit the opportunities for more intentional strategic reflection on progress towards the PPP and/or analysis of the theories of change in use. • **Peacebuilding Sensitivity**: Any activity can have a peacebuilding justification, but each requires implementation that promotes the larger peacebuilding agenda. While all of the PPP project activities were justified in the original project documentation as peacebuilding relevant, in two projects the implementing partners' (or local level project participants') understanding of the contributions of the activity to peacebuilding faded; this led to the activity losing its peacebuilding focus and reduced the contribution of the activity to the overall peacebuilding agenda. • **Mono-ethnic communities**: The logic of targeting PPP in polyethnic populations was sound and based on the 2013 PBNPA findings that did not reveal a necessity to build peace and accord in mono-ethnic areas. However, over the course of implementation, this logic led to two unforeseen consequences. First, multiple organizations targeting the same municipalities created tensions with neighboring mono-ethnic municipalities where no one was working. Second, the focus on polyethnic populations overlooked that many stakeholders believed that some of the highest levels of intolerance were actually coming from the mono-ethnic municipalities, and that more work was needed in those areas. The evaluation team affirms a focus on mono-ethnic areas in the next PRF cycle, although more research is needed to articulate the dynamics of mono-ethnic conflict drivers.
PVE Considerations	• **Extended Context Analysis**: PVE is still exploratory as a framework for both national and international stakeholders. Consequently, it is especially important that future PRF support be grounded in a thorough context and risk analysis at different levels (regional, national, and local). Additional peacebuilding and PVE expertise should be available to the UNCT to accompany and support implementing partners and independent national expertise. This analysis would require more time to conduct and should be triangulated between multiple perspectives and varied sources of research and experience to unpack and challenge possible assumptions or biases. • **Entry Points and Target Groups**: Consider supporting project implementation focusing on education and job creation as possible entry points to PVE and consider targeting youth in mono-ethnic centers. This can either be done as direct project implementation activities or through advocacy to donors for increased investment in these arenas beyond the PRF.

Recommendations

ES39. Within the frame of considering the new PRF for PVE, the following recommendations are presented. These are related to coordination (1-5), PVE-Focused (6-7) and sustainability (8-10).

ES40. **Recommendation 1: Integrated Project Approach**. The JSC and the RUNOs should consider adopting an integrated project approach for PVE operationalization – one integrated project per outcome. Although this will require considerably more time and energy invested in the overall PRF design and PRF project selection phase, it should have the positive effect of minimizing some of the implementation and efficiency challenges presented from the individual competitive project model.

ES41. **Recommendation 2: Single M&E Approach**. Within the frame of the PVE, the PBF M&E representative - with support from the RUNOs - should elaborate a single process for measuring all of these outcome level indicators within the frame of the PVE PRF at the same time. This should lead to the reduction in duplication of M&E processes at the level of the municipalities. It should be added here that the development of PPP level indicators and their measurement in a baseline and endline phase was important for articulating PPP contributions and should be maintained.

ES42. **Recommendation 3: Replication of Coordination Downstream**. The JSC and the RUNOs should develop provincial and local level coordinating bodies to better replicate the positive catalytic effects of the national level collaborative spaces and minimize the duplication and isolation of projects at the provincial and local level.

ES43. **Recommendation 4: Shared Focal Points Downstream**. Within the frame of the next PRF, the RUNOs should elaborate a shared focal point position at the regional level (or a focal point team) to be the primary points of contact with the municipality and district level agencies. Each agency having their own focal points and networks obscured municipal and district authorities' access to a clear and shared understanding of the interconnections between projects within the frame of the PPP.

ES44. **Recommendation 5: Strategic Reflection**. The JSC and other coordinating bodies should, once a semester, set aside a space for strategic reflection and analysis of progress towards the PPP strategic objectives. This space should be above and beyond implementation and activity analysis; it should consider the theories of change, their continued relevance, and identify possible new opportunities or challenges in the context.

ES45. **Recommendation 6: PVE-Sensitivity**. For the next PRF focusing on PVE, the JSC and RUNOs should adopt a two tier approach. First, an array of activities may be PVE relevant, but only if the activities are done with PVE sensitivity. Although articulated in the Program Design documents, this peacebuilding sensitivity was sometimes not captured at the level of local implementing partners. It is important to consider how to ensure that activities implemented at the local level take into account a PVE sensitive approach to implementing PVE relevant activities. Second, identify core activities that are most likely to create catalytic effects related to PVE.

ES46. **Recommendation 7: Isolated and Mono-ethnic Municipalities**. During the site selection phase of future PRFs, it may be important to consider more emphasis on isolated and mono-ethnic municipalities.

ES47. **Recommendation 8: Collaborative Transition Strategies Downstream**. Local level state actors and CSOs should develop transition and exit strategies and planning to identify sustainability challenges and to provide a clear and shared understanding of transition and sustainability from the initiation of the project and in collaboration with local stakeholders.

ES48. **Recommendation 9: Turnover and Institutional Memory**. RUNOs and the GoK national ministries should develop systems for orientation and re-training of new officials within the LSGs to address turnover challenges as part of the development of the new PVE PRF portfolio. GAMSUMO may be the most appropriate mechanism for supporting this institutional memory. Including a focus on the building the capacity of LSG permanent staff in addition to training LSG heads and municipality deputies could also contribute to maintaining organizational memory during electoral transitions.

ES49. **Recommendation 10: Legislation Operationalization**. The gains from the establishment of legislation should be solidified through the focus on implementation and the development of funding and management structures by the GoK representatives.

2 Introduction

2.1 Country Context

1. The Kyrgyz Republic is a landlocked, lower middle income[4] country in Central Asia bordering China, Kazakhstan, Tajikistan and Uzbekistan. A parliamentary democracy and often pointed to as a model of peaceful transition in the region, Kyrgyzstan has been in many instances more stable and is more plural than other countries in Central Asia. Nonetheless, the country has faced multiple challenges to peace and development since independence in 1991 – often around intra- and inter-ethnic conflict over the distribution of resources (land, water). In April 2010, the Kyrgyz President was deposed and a transitional government was established to stabilize Kyrgyz politics and society. The political instability highlighted ongoing tensions related to social exclusion and inequality, ethnic divisions, ineffective governance, human rights abuse and disruptive competitions for power in the southern regions and cities.[5]

2. This mix of tensions in the context of uncertainty contributed to a surge of violence in June 2010 in the southern cities of Osh and Jalalabad and their surrounding areas, resulting in the deaths of at least 470 people and the displacement of 400,000 people – of whom 75,000 fled temporarily to Uzbekistan.[6] Following the June 2010 events, local society remained deeply divided along ethnic and regional lines with lingering social division, mistrust and segregation. This led to a decline in trust and confidence among local populations – particularly in the south – and towards local and central governments, including law enforcement and justice structures.

3. Violence among the youth, a decline in the quality of education and lack of employment opportunities create fertile ground for the rise and influence of radical religious ideas and groups, especially among the youth. The Kyrgyz society in general (across ethnic groups) has increasingly turned towards religion (Islam) as a source of identity and as an alternative to failing state services, which does not equate to a more radicalized society. However, a few religious extremist groups in Kyrgyzstan and across the border, some with connections to organized crime and terrorist networks, are attempting to exploit ethnic grievances and mobilize the most vulnerable groups against the state, as well as against more moderate views of Islam. This risks further increasing the potential for social conflict and fragmentation, insecurity and political instability. Sub-section 2.3 of this report elaborates further on conflict drivers.

4. Women are also among the most vulnerable groups, despite the fact that the Kyrgyz Republic has been a forerunner in the region in adopting legislation and adhering to UN global initiatives on women's empowerment.[7] Like in other policy areas, the gaps between legislation and its implementation are wide, and negatively affect the credibility and legitimacy of the state to deliver on commitments. The Kyrgyz Republic scores high on international gender equity indices for education but consistently low on economic and political empowerment of women. Since independence, declining employment opportunities, and access and control over productive resources have limited the economic activities of women, who are often reliant on remittances from family abroad.[8] The gender pay gap has

[4] https://data.worldbank.org/country/kyrgyz-republic

[5] Megoran, N., Satybaldieva, E, Lewis, D., & Heathershaw, J. (2014). Peacebuilding and Reconciliation Projects in Southern Kyrgyzstan (Working Paper): SIPRI/Open Society Foundations. UN (2013), *Peacebuilding Needs and Priorities Assessment in the Kyrgyz Republic. Final Report*, 2 July 2013. ICG (2016), *Kyrgyzstan: State fragility and radicalisation*, Briefing no. 83, 3 October 2016.

[6] Office for the Coordination of Humanitarian Affairs (2011), Kyrgyzstan Revised and Extended Flash Appeal, End Report (June 2010-June 2011). P. 1. By 28 June, 2010, almost all refugees had returned to Kyrgyzstan

[7] The Kyrgyz Republic became the first country in the Commonwealth of Independent States to adopts its own National Action Plan on the implementation of the UN Security Council Resolution 1325 on Women, Peace, and Security and is piloting the United Nations 7-point Action Plan on women's equal participation in decision-making bodies and their role in peacebuilding, conflict prevention and resolution as well as in the protection of women and girls from violence. Both correspond to the National Gender Equality Strategy (2012-2020) and the subsequent Action Plan. In 2012 the country ranked 67th out of 148 countries in the Gender Inequality Index.

[8] WFP's 2013 household food security assessment showed nine percent of female headed households (FHHs) and 16 percent of male headed households were food-insecure. This discrepancy relates to FHHs often receiving significant remittance income

narrowed in recent years, from 67.3 percent in 2007 to 74.3 percent in 2012, but it still remains high and is influenced by occupational gender segregation and the concentration of women in lower paid sectors.[9] A number of other gender related problems include domestic violence, violence against women and girls, early marriage, adolescent pregnancy and the economic and social status of rural women.[10]

5. In addition to the above mentioned political, security and societal factors, economic shocks and frequent natural disasters (Kyrgyzstan is prone to earthquakes, floods, landslides, drought and cold spells) have threatened development gains and contribute to increased social unrest and instability in the Kyrgyz Republic. While the country is on an upward development trajectory, it still faces some serious challenges. Of the multi-ethnic population of over six million, two-thirds live in rural areas and 31 percent (about 1.8 million people) live in poverty, of which 60 percent are rural.[11] Average unemployment rate in the country is 8.3 percent with the highest level of unemployment in the provinces of Batken (12.7%), Chuy (9.7%) and Issyk-kul (9.5%), and affecting especially the youth in a country where more than 50 percent of the population is under 24 years of age.[12]

6. The country is ranked 120th out of 187 countries in the 2015 UNDP Human Development Index, with a gross domestic product (GDP) per capita of US$3,110 in 2015. Per capita GDP tripled from US$322 in 2002 to US$1,160 in 2012, but the growth rate has been subject to sharp fluctuations which contribute to social unrest.[13] In addition, the country is dependent on remittances from Kyrgyz laborers in Kazakhstan and the Russian Federation (who contribute nearly 30 percent of the GDP[14]) and overseas development assistance.[15] The Kyrgyz economy is therefore susceptible to external financial shocks and foreign aid fluctuation. Cross border tensions and security concerns have led to restrictions on cross-border trade and mobility, affecting in particular the livelihoods of border communities, some of which already feel marginalized.

2.2 PBF Engagement in the Kyrgyz Republic

2.2.1 PBF Overview

7. The Peacebuilding Fund (PBF), established in 2006, is a flexible peacebuilding tool that supports the United Nation's (UN) broader peacebuilding objectives in countries emerging out of conflict or at risk of relapsing into conflict. It is intended to be a catalytic fund, driven by planning, coordination and monitoring mechanisms tailored to support the peacebuilding strategies of in-country UN and Government leadership. The Peacebuilding Support Office (PBSO) is responsible for the overall management of the PBF. The United Nations Development Programme's (UNDP) Multi-Partner Trust Fund Office (MPTFO) is the Fund's Administrative Agent. At the country level, management of the Fund is delegated to a Joint Steering Committee (JSC), co-chaired by a representative from the national Government and from the UN with a broad and diverse membership of national and international stakeholders.

2.2.2 Initial Response: 2010-2013

8. In response to the underlying peacebuilding needs following the 2010 violence, the PBF provided US $10 million of support in 2010 and 2011 through the Immediate Response

from family members abroad. The economic activity among women is almost 1.5 times lower than among men. Employment varies significantly across age groups and sectors with significant gender misbalance.

[9] The labor force participation' rate for women is 52.3 percent, compared with 76.6 percent for men. Women are overrepresented in public education and health sector jobs, which pay relatively low salaries but provide other benefits and often demand shorter working hours. Women are underrepresented in managerial positions. ADB Country Partnership Strategy. Kyrgyz Republic 2013-2017, p. 9 / Gender Analysis

[10] The Kyrgyz Republic is in fact one of six countries in a pilot project sponsored by a coalition of UN partners to promote economic empowerment for rural women.

[11] The poverty rate increased from 32 percent in 2009 to 38 percent in 2012, but decreased to 31 percent in 2014. https://www.adb.org/countries/kyrgyz-republic/poverty

[12] https://www.quandl.com/collections/kyrgyzstan

[13] From 6.4 percent in 2006 the growth rate decline to -0.9 percent in 2012 (http://www.stat.kg/en/statistics/zanyatost/) and climbed to 10.53 percent in 2013 (International Monetary Fund (2013) World Economic Outlook Database, Washington DC).

[14] National Bank of the Kyrgyz Republic.

[15] Nearly 7.7 percent of its GNP is foreign assistance. Source: UNDP Human Development Report 2015. Available at: http://hdr.undp.org/en/countries/profiles/KGZ

Facility (IRF). The initial IRF responses targeted youth empowerment, women's networks, and water user associations intended to prevent a relapse into violent conflict. In 2011, additional IRF projects focused on justice administration, media capacity, water-based resources, and reconciliation. Women and youth were identified as important stakeholder groups and the overall intent was to build "infrastructures for peace". These components continued to be the basis for the subsequent PPP. An independent evaluation of the IRF supported projects in 2012 identified four key findings:

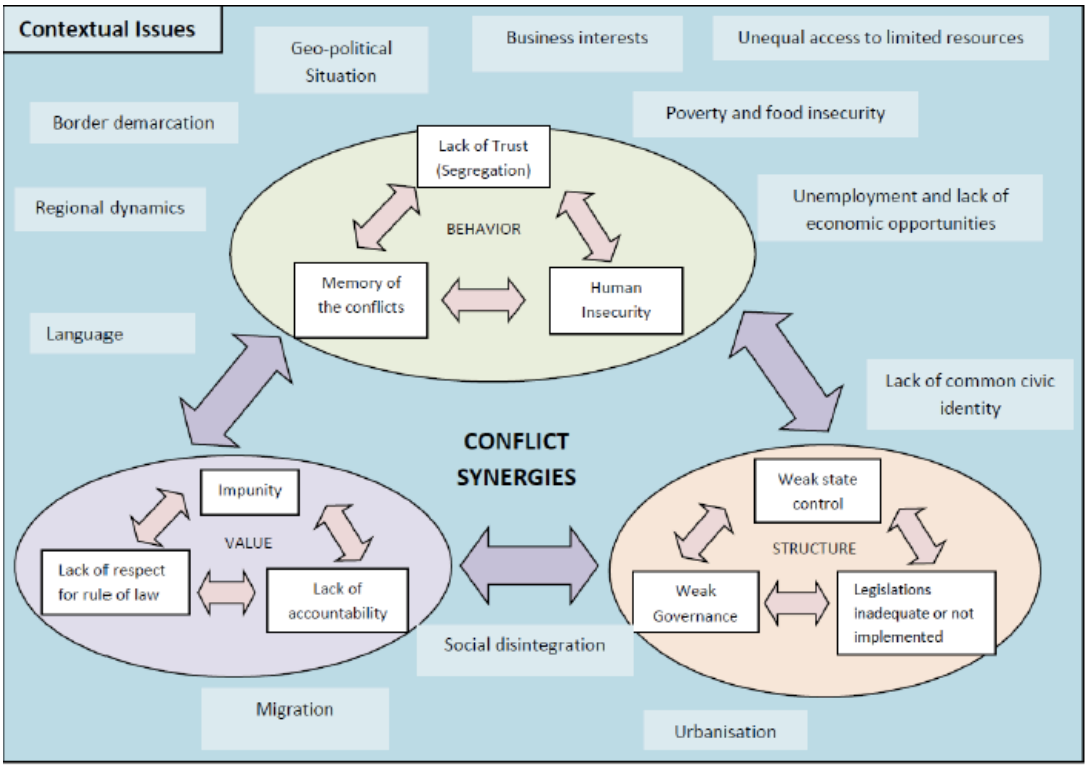
- Assistance had helped youth and women's networks to engage in a proactive response to violence.
- Support brought Government and UN into a closer and more coordinated response.
- The IRF evaluation stated, however, that several activities were not as focused on peacebuilding outcomes as they could have been and used humanitarian response lenses rather than peacebuilding lenses for deciding where and with whom to implement the activities.
- More support should be provided to partners during the program design stage.

2.3 PPP Implementation: 2013-2016

2.3.1 The Peacebuilding Needs and Priorities Assessment

9. The 2012 evaluation contributed to the UN Secretary General's approval in 2012 of a request from the President of the Kyrgyz Republic to provide additional support through the PBF under the Peacebuilding and Recovery Facility (PRF) to continue to engage with long-term peacebuilding needs. A Peacebuilding Needs and Priorities Assessment (PBNPA) was commissioned by the Joint Steering Committee for the development of a Peacebuilding Priority Plan (PPP), and carried out with support from the PBSO and the PeaceNexus Foundation in 2013. The PBNPA identified a series of peacebuilding challenges and inter-related factors, as well as opportunities for preventing violent conflicts and building sustainable peace. The following figure extracted from the PBNPA report summarizes the main contextual factors and synergies identified. Other peacebuilding challenges identified in the PBNPA report include religious extremism, organized crime, and biased and inflammatory media. Violence among youth, and the issue of under representation of minorities and women in political and state institutions, which are also identified in the report and among the factors targeted by several PPP projects, can be considered as falling under social disintegration, unemployment and lack of economic opportunities.

Figure 1: Conflict factors and synergies



Source: Peacebuilding Needs and Priorities Assessment in the Kyrgyz Republic. Final Report, 2 July 2013, p. 6.

10. Based on the PBNPA and the priorities listed in the letter of the President of Kyrgyzstan to the UN Secretary General requesting PBF support,[16] four priority areas were targeted:

1. **A lack of trust between and among ethnic groups, local authorities and national authorities.** This led to the increasing segregation of different ethnic communities in some areas which directly experienced and were affected by the violent conflict in June 2010. Lack of trust was also identified in two other institutional relationships: 1) local authorities do not always enjoy the trust of the people, and 2) local authorities and people together highlighted communication and coordination challenges with national authorities.
2. **Insecurity due to lack of justice**. The memories of the violent conflict in June 2010 (and of previous conflicts in 1990) combined with a sense that justice-related issues resulting from the violence have not been adequately addressed have led to an increased sense of insecurity. Interviewed stakeholders from the needs assessment felt that there had been no widely accepted and recognized reconciliation process, leading to a lack of a sense of closure to past conflicts.
3. **High levels of human insecurity**. Human security – defined as freedom from want and from fear – was deemed to be low. The lack of closure to the violent conflict combined with stereotypes, nationalism, inequality and discrimination were identified as factors contributing to heightened human insecurity. To address the question of human insecurity, a common civic identity uniting all of Kyrgyzstan's citizens was identified as an important component for peacebuilding. National authorities identified the use of language as a key element for constructing a common civic identity. This was integrated into the National Sustainable Development Strategy (2013-2017) which identified linguistic and cultural diversity as a positive source for

[16] In a letter to the UNSG in late 2012, requesting PBF support to address remaining peacebuilding needs, the President of the Kyrgyz Republic identified as peacebuilding priorities: the respect of rule of law and human rights; capacities of state institutions and civil society (including the participation of women and youth) to engage in partnerships and strengthen mechanisms for dialogue, mediation and the prevention of conflict; strengthening interethnic relations and concord, with the participation of the national minorities, and the Concept of national unity (namely through implementation of its language policy and education).

enrichment of society and a key for sustainable human development, while recognizing the importance of the state language, Kyrgyz, as a unifying force in society. Language policy was thus seen as having significance as both a uniting factor and an indicator of tolerance and inclusiveness in society.

4. **Legal framework and implementation challenges**. The PBNPA identified areas of inadequate legislation, partial implementation of laws and policies, and a lack of respect for the rule of law among some parts of the population and some officials as significant peacebuilding challenges. These factors were seen as contributing to the perceptions among sections of the population that certain actors were not held accountable for their actions and created a sense of perceived impunity. The needs assessment further identified that this in turn created an atmosphere in society (including homes and schools) that violence is an acceptable mechanism leading to a perception of high prevalence of violence against children and youth in family and school.

2.3.2 PPP Overview

11. Following the Peacebuilding Needs and Priorities Assessment, the PBSO approved a US$15.1 million allocation against a Peacebuilding Priority Plan (PPP). The PPP funds were targeted to support three priority areas as described in Table 1:

Table 1: Key Priority Areas and Funding Allocations[17]

Outcome Area	Amount in USD
Outcome 1: Critical laws, policies, reforms and recommendations of human rights mechanisms, including Universal Periodic Review, are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfil human rights	4,000,000
Outcome 2: Local self-government bodies, in partnership with related state institutions, and civil society, have the capacity to bridge divisions and reduce local tensions.	5,750,000
Outcome 3: Policies, pilot initiatives and approaches are developed and implemented that enable the further development of a common civic identity, multilingual education and respect for diversity and minority rights.	4,500,000
Total[18]	15,100,000

2.3.3 PPP Theory of Change

12. Each of the three priority areas elaborated a Theory of Change (ToC). The original PPP Outcome ToCs are summarized as follows:

13. **Outcome 1:** Peacebuilding challenges include a lack of access to justice (including in relation to past conflicts), weak protection and promotion of human rights, insufficient participation and representation of minorities, unequal application of the law, a lack of accountability, impunity and a lack of trust in state institutions. It is essential to raise capacities of national bodies as well as the various provincial, district and municipal state bodies and commissions in addition to civil society to ensure equal access to justice and rights, uphold the rule of law, and empower civil society to demand from duty-bearers respect, protection and human rights.

14. Human insecurity is prevalent in some regions due to violence (against women, children and youth in families and in schools), criminal practices and weak governance. Interventions are to focus on equal access to justice, protection and promotion of human rights, addressing impunity, effective participation and representation of minorities and women, addressing inequalities and exclusion, including equal access to economic opportunities, natural resources and service provisions.

15. Primary approaches include effecting change through the following mechanisms:

- Developing laws, policies and reform legislation.

[17] From Peacebuilding Priority Plan Document
[18] An additional US$ 850,000 was budgeted for the PBF Secretariat maintenance and monitoring.

- Enhancing the capacity of state institutions to implement this legislation.
- Empowering citizens – especially youth and women as well as other marginalized groups such as minorities – to participate in decision-making forums and legislation implementation processes, and express themselves to duty-bearers.

16. Actions are intended to reduce the sense of marginalization of affected groups, create an atmosphere of safety and social cohesion and support active participation in conflict-affected communities.

17. **Outcome 2:** Peacebuilding challenges include a lack of trust among some communities due to divisions and polarizing groups expressing fear and mistrust. Local authorities do not always enjoy the trust of people, while community and local authorities sometimes mistrust national authorities. This can lead to breakdowns in communication, create misunderstandings and contribute to the exacerbation of conflicts. In addition, past justice issues have not been adequately addressed, creating a lack of closure to past conflicts including localized tensions over access to water and land. The presence of multi-national companies and foreign investment can also ignite tensions.

18. Representation of ethnic minorities in state bodies (especially law enforcement and judiciary) is low. This combined with increased human insecurity has led to increased segregation of ethnic groups and inconsistent reporting of incidents and grievances.

19. Local self-government (LSG) bodies are best placed to address local level challenges, but often have limited capacity. The State Agency on Local Self-governance and Inter-ethnic relations (GAMSUMO) was established in 2013 to support LSG bodies to bridge existing divisions and reduce tensions. The main change envisaged is that LSG bodies have strengthened capacity to lead inclusive dialogue and community peacebuilding initiatives. Working with and supporting civil society (including women, youth, religious leaders, private sector and other public institutions alongside the LSG bodies) aimed to increase their confidence to approach local authorities for problem solving and feedback responses.

20. LSG bodies will have improved capacities to: monitor tensions/inter-community relations, implement measures to prevent violent conflict; address criminal activity in partnership with civil society; and promote social inclusion of vulnerable groups in local politics and public service delivery to bring closure to past conflicts.

21. **Outcome 3**: Language has become a central issue of social integration. While strengthening the knowledge of the state language is important, there are concerns that this could lead to increasing discrimination of minority languages and limit non-Kyrgyz speakers in public life. Proficiency in languages spoken by a country's inhabitants can help create a unified civic identity. Multilingual education can help increase knowledge of Kyrgyz among all citizens while at the same time fostering language diversity by ensuring that citizens can preserve their native language without facing discrimination. A common civic identity uniting all citizens while preserving cultural diversity needs to be developed further via the implementation of an education policy aimed at a new generation of citizens.

22. The media can play an important role in either promoting a common civic identity or fostering divisions. The ToC assumes that media could develop self-regulatory mechanisms to prevent inflammatory messaging or to support minority language media and media initiatives, thus promoting a common civic identity within cultural diversity.

23. Promoting multi-cultural education and awareness will address the high violence in society, particularly against children and youth in schools and families. Media initiatives will give women and minorities the opportunity to actively participate in peacebuilding and decision-making processes. State institutions and civil society will be able to use the best practices generated to scale up multilingual and multicultural education approaches, and to enable more effective participation and representation of minorities in public life.

2.3.4 PPP Supported Project Operationalization

24. The PPP and theories of change were operationalized through the implementation of a three-year program of projects to achieve the targeted results in the three priority areas.

Seven Recipient United Nations Organizations (RUNOs) implemented ten projects that were approved by a Joint Steering Committee (JSC).[19] Most of the projects targeted a single outcome within the PPP but two of the projects addressed two outcome needs within the same project.[20] For management purposes, separate reports were delivered by these projects related to their specific outcomes. The final projects selected are listed in the table below. Annexes 2 and 3 provide more detailed descriptions of PPP projects by outcome, RUNO implementing partner, purpose, financial support and geographic distribution.

25. The PPP results framework developed 12 outcome indicators to track PPP collective impact across the three priority areas. These indicators were not directly associated with individual projects, which had their own project-specific results frameworks and indicators. In contrast, a PPP level indicator was expected to capture the consolidated contribution of all projects operationalizing the Priority Plan outcome. The PPP level indicators are listed in Annex 3 and the baseline and endline measurements of the indicators are discussed in Section 4.1 of the Findings.

Table 2: PPP Projects by Outcome and RUNO[21]

Outcome	Title	RUNO
Outcome 1: Critical laws, policies, reforms and recommendations of human rights mechanisms, including Universal Periodic Review, are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfil human rights	PBF/KGZ/B-1: Building Trust and Confidence Among People, Communities, and Authorities	UNHCR
	PBG/KGZ/B-2: Improving the Rule of Law and Access to Justice for Sustainable Peace	UNDP
	PBF/KGZ/B-3: Peace and Trust: Equal Access to Law Enforcement and Justice	UNODC
	PBF/KGZ/B-4: Peace and Reconciliation through Strengthening the Rule of Law and Human Rights Protections	OHCHR
Outcome 2: Local self-government bodies, in partnership with related state institutions, and civil society, have the capacity to bridge divisions and reduce local tensions.	PBF/KGZ/A-1: Strengthening Capacities of LSGs for Peacebuilding	UNDP, UNICEF
	PBF/KGZ/A-2: Building a Constituency for Peace	UN Women
	PBF/KGZ/A-3: Building Trust and Confidence Among People, Communities, and Authorities	UNHCR
	PBF/KGZ/A-4: Multisectoral Cooperation for Interethnic Peace Building In Kyrgyzstan	UNFPA
	PBF/KGZ/A-5: Youth for Peaceful Change	UNICEF, UNDP, UNFPA
Outcome 3: Policies, pilot initiatives and approaches are developed and implemented that enable the further development of a common civic identity, multilingual education and respect for diversity and minority rights.	PBF/KGZ/D-1: Unity in Diversity	UNICEF, OHCHR
	PBF/KGZ/B-5: Media for Peace	UNDP
	PBF/KGZ/D-2: Youth for Peaceful Change	UNICEF, UNDP, UNFPA
MANAGEMENT	PBF/KGZ/E-1: PBF Secretariat Support to Joint Steering Committee and PRF Projects	UNDP, RCO

[19] An additional project was developed to provide funding and management support to the operation of the JSC itself. This project also supported the establishment of the PBF Secretariat in the country

[20] PBF/KGZ/B1 Building Trust and Confidence Among People, Communities and Authorities & PBF/KGZ Youth for Peaceful Change

[21] From Project Design Documents found on Multi-Partner Trust Fund Office Gateway: http://mptf.undp.org/document/search?fund=PB000&country=KGZ&go=true

3 Evaluation Features

3.1 Evaluation Scope

3.1.1 Evaluation Scope and Key Questions

26. The purpose of the evaluation is to understand and assess the achievements of the PBF's support and its overall added value to peacebuilding in Kyrgyzstan. It is intended to be a summative evaluation for the period of 2014-2016. The evaluation will be used for learning and accountability and to contribute to the PBF's decision-making regarding further engagement in Kyrgyzstan.

27. The evaluation scope covers both programmatic and management related elements. The mandate from the terms of reference for the evaluation is to focus not only on the general impact of the overall PBF PPP but also to assess the achievements and challenges for each of its priority areas/outcomes. The evaluation guiding questions were structured along the OECD-DAC evaluation criteria – relevance and appropriateness of design, efficiency, effectiveness, impact and sustainability. Analysis drew on existing data and assessments of individual projects and the PPP process, as well as additional information collected by the evaluation team in the run up to and during the field mission.

28. The following are the key **objectives** of this evaluation:

1. Assess to what extent the PBF envelope of support has made concrete and sustained impact in terms of building and consolidating peace in Kyrgyzstan, either through direct action or through catalytic effects.
2. Assess the relevance, efficiency, effectiveness and sustainability of the PBF support to Kyrgyzstan.
3. Assess the critical remaining peacebuilding gaps in Kyrgyzstan.
4. Assess whether the peacebuilding interventions supported by the PBF factored in gender equality.
5. Provide lessons for future PBF support internationally on key successes and challenges (both in terms of programming and management of PBF funds).
6. Serve as a useful evidence-based input for decision-making on any possible future support.

29. The terms of reference for the evaluation described a range of potential evaluation questions and categories for analysis clustered under six general objectives (Annex 1). Based on these potential questions, the evaluation team developed an evaluation matrix (Annex 4) organized into three categories: Strategic and Political Contributions (Impact); PPP Process analysis (Relevance, Efficiency, Effectiveness, Gender); and a final section that focused on post-PPP dynamics including Sustainability and Future Directions.

30. **Category 1: Strategic and Political Contributions.** This category profiles the direct contributions of the PPP support envelope as well as second order catalytic effects. The dimensions of relevance and sustainability are included here as well because of the importance of the Theory of Change and its alignment with peacebuilding needs and the importance of political and strategic alignment of the PPP to Government of Kyrgyzstan and UNDAF frameworks. The key guiding questions include:

1. To what extent has the PBF envelope of support made concrete and sustained impact in terms of building and consolidating peace in Kyrgyzstan?
2. What have been some of the catalytic effects to the peacebuilding context of the PPP through the PPP implementation processes?
3. Were there important peacebuilding challenges that were not addressed?
4. To what extent have the PPP and project theories of change been relevant for addressing peacebuilding needs in Kyrgyzstan?

31. **Category 2: PPP Process Considerations.** This category focuses on the processes integrated into the PRF and assesses the PBF performance in the PPP support. The process considerations include the PPP development, operationalization, as well as implementation. Of particular interest are the management functions of the various support bodies (JSC, RUNO, PBF Secretariat) for achieving strategic and political contributions. The evaluation

dimensions exploring relevance, efficiency, effectiveness and the integration of peacebuilding principles (gender sensitivity and "do no harm" for example) into the management and implementation of the PPP projects would be integrated into this category. The key guiding questions include:

1. How efficient, effective and gender sensitive was the PBF support and PPP management to the Kyrgyzstan context?
2. To what extent were inclusive decision-making, ownership and engagement and overall timeliness and responsiveness integrated into the PPP management systems?

32. **Category 3: Sustainability and Future Directions**. The third category assesses post-PPP dynamics and conditions in the Kyrgyzstan context. These include an assessment of the sustainability considerations in terms of whether the peacebuilding gains achieved by the PPP are likely to be sustained after the end of the PBF support as well as determining whether the indirect impact of the management of the PPP has laid the foundation for future peacebuilding initiatives. This section will also explore possible key peacebuilding gaps and articulate a set of key lessons learned to influence future programming. Key guiding questions include:

1. To what extent did the PBF Portfolio in the PPP and the way it was implemented add value for future peacebuilding processes? (Indirect impacts)
2. To what extent are the gains achieved from the PPP implementation likely to be sustained?
3. What key peacebuilding gaps remain to be addressed?
4. What are key lessons learned from the PPP implementation for future peacebuilding programming both within Kyrgyzstan and in other contexts?

3.1.2 Additional Considerations

33. Three additional factors that shaped the evaluation were the presence of extensive pre-existing project level documentation for all the individual projects implemented by RUNOs, established decisions regarding future PBF support to the Kyrgyz Republic and the importance of catalytic effects in the framework of the PPP and PBF support.

34. **Pre-existing Project Level Documentation**. The extent of pre-existing individual project and PPP level documentation shaped the evaluation methodology to avoid replication of already developed information and to use the already developed data for analysis. Each of the individual projects had developed their own Monitoring and Evaluation (M&E) framework and outcome level indicators to measure impact with baseline and endline studies. In addition, all projects had summative end of project reports. Furthermore, separate end of project evaluations were commissioned for many of the individual PPP projects. Also, the PBF Secretariat and the JSC prepared annual summative reports of progress on the PPP.

35. Finally, the PBF Secretariat commissioned an extensive endline and baseline measurement of the 12 PPP outcome indicators. To do this, the research team selected ten municipalities that were part of the PPP implementation for inclusion in the study. In addition, another ten municipalities of similar nature and located in the same district but which were not part of the PPP, were selected as a control group. The measurements in the two phases were carried out with the same instruments and with the same group of researchers. The full endline report is more than 200 pages long and contains an extremely detailed analysis of multiple indicators. For reasons of space and efficiency, only the main Outcome level indicators from the study are profiled in this evaluation.

Table 3: Target and Control Municipalities in PPP Endline Study[22]

Province	District	PPP Municipality	Control Municipality
Chuy	Alamedin	Vasilyevka	Leninskoye
Osh	Kara-Suu	Kyzyl-Kyshtak	Saray
Osh	Kara-Suu	Shark	Teleyken
Osh	Nookat	Nookat	Kara-Suu
Jalalabad	Aksy	Kosh-Dobo	Ak-Suu

[22] From PPP Endline Study. December 2016

Jalalabad	Suzak	Suzak	Bagyshskiy
Batken	Kadamja	Khalmion	Ak-Turpak
Batken	Leylek	Kulundu	Beshkent
Talas	Kara-Bura	Amanbayeva	Cholponbay
Issyk-Kul	Djeti-Oguz	Yrdyk	Ak-Debe

36. It should be noted that the baseline did not occur at the start of the PPP implementation. Instead, the baseline measurements took place during the first semester of 2015 and the endline measurements took place in November 2016, by which time some projects had already finished. As a result, the baseline and endline values do not necessarily record pre- and post- project values but should rather be seen as tracking progress from mid-term to post-implementation moments in time. Another caveat for consideration of the PPP Endline data is that not all projects were implemented in all of the target municipalities. This leads to differences in the measurement of PPP endline and project level indicators. The project level measurements tracked changes in their targeted municipalities while the PPP Endline data reports on the same time municipalities regardless of whether a particular project was implemented there. The case study focus on ten municipalities can work well for capturing national level changes, but may under-report specific gains achieved by individual projects if those projects did not happen to be implemented in the ten selected municipalities. Annex 2 contains a table profiling which projects were implemented in which of the PPP Endline target municipalities.

37. The quality of reporting of project level and PPP level outputs tended to be consistently high across all projects, although the degree of analysis and reflection varied. All projects included indicators with endline and baseline data, but some of the projects reported qualitative descriptions for their indicators and it was not always clear how these descriptions were collected.[23] The end of project evaluations tended to vary in quality, although all provided some degree of confirmation of patterns found in the ongoing project reports. The PPP level endline study was extremely detailed and explored a wide range of nuance and details for each of the projected indicators. The overall quality of the pre-existing documentation is sufficiently high for use in the evaluation analysis. The quantity of documentation available also allowed the evaluation team to avoid relying on lower quality products and provided triangulation of patterns and findings.

38. **Established Decisions For Future Programming**. The PPP support ended in December 2016. However, the decision has been taken to develop another PBF PRF funding focusing on the prevention of violent extremism. The RUNOs are considering using an integrated project approach under each outcome rather than developing individual projects to be implemented by one or more RUNOs as was used in the PPP. As a consequence, the PPP recommendations from this evaluation are oriented towards factors for consideration in the PVE PRF.

39. **Catalytic Effects and Indirect Impact**. PBF prioritizes targeting approaches in such a way as to generate catalytic effects. Although commonly defined as conditions that promote further peacebuilding efforts, the exact elements that comprise catalytic effects are understood differently among stakeholders. Based on interviews during the Inception Mission (at PBSO in New York), the evaluation team identified a set of eight types of catalytic effects mentioned by PBF and PBSO personnel:

1. Unblocking processes that had been barriers to promoting peace.
2. Creating funding opportunities for further peacebuilding.
3. Adapting or mainstreaming peacebuilding actions and approaches in other projects.
4. Creating networks that serve as platforms for facilitating other peacebuilding work.
5. Promoting innovative and risk-taking forms of peacebuilding action.

[23] Annex 3 Results Frameworks

6. Promoting increased inclusiveness and commitment of stakeholders and an increasingly shared unified framework among them for peacebuilding.
7. Responding in a timely manner to political opportunities.
8. Supporting the sharing of expertise among agencies and stakeholders to build stronger initiatives.

40. These eight criteria were used to evaluate two dimensions: PBF performance as well as indirect impacts among stakeholders. There is some ambiguity between the identification of a catalytic effect of PBF performance in supporting the PPP and indirect impacts that remain in the context as a result of PPP implementation with local partners. Both dimensions are valuable. Although somewhat artificial in distinction, for the purposes of this report, *indirect impacts* are considered to be those elements found among implementing partners, municipal actors, and civil society while *catalytic effects* are related to the support of the PPP by the PBF.

3.2 Evaluation Methodology

41. The evaluation matrix in Annex 4 describes in detail categories, key questions, judgement criteria, data collection methods and analysis methods. The evaluation matrix was intended to serve as the foundation of the evaluation process and dictated the structure of the final report including conclusions and recommendations. The evaluation matrix is linked to the PPP logic model, specifically through its judgement criteria, which were elaborated based on the intended results, organizational processes and expected social change. Cumulatively, the evidence available against each question/performance indicator should enable a response to the relevant evaluation question.

42. The evaluation drew on both qualitative and quantitative measures. The quantitative measures were obtained from pre-existing documentation including project reports and evaluations, and a PPP endline study (as further discussed in section 3.1.2). Qualitative data was collected during the evaluation inception and field missions. The evaluation team conducted numerous key informant interviews (KIIs), group interviews, focus group discussions and two qualitative guided exercises (Timeline and Thematic FGD). Tools are described in more detail in Annex 10.

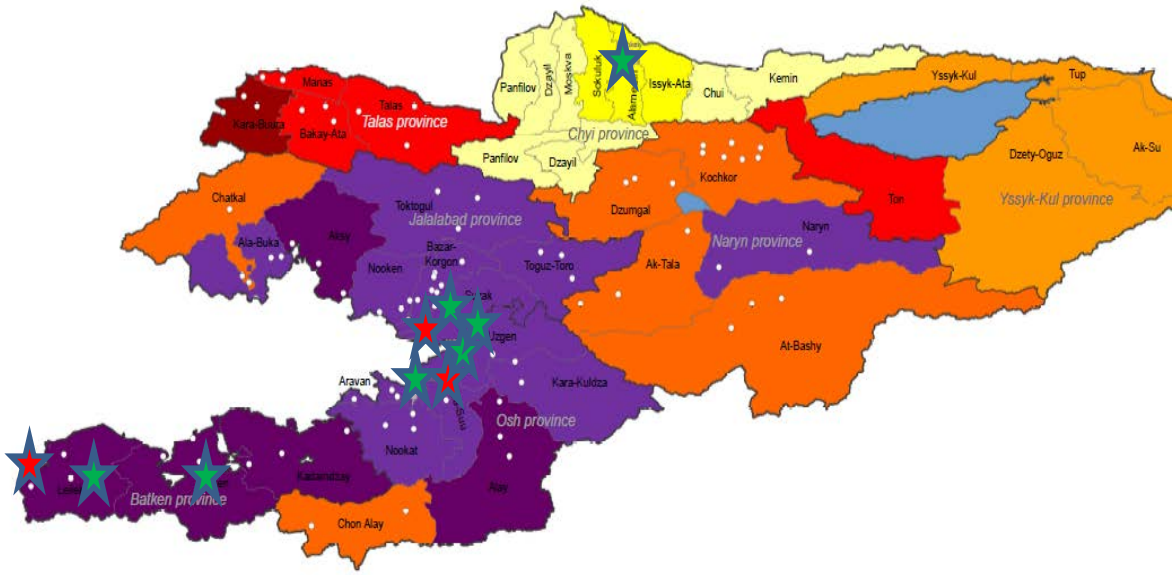
43. National level interviews were held with key Government, UN and Civil Society stakeholders in the PPP. In addition, the evaluation team chose three municipalities as case studies for understanding the direct and catalytic impact of PPP programming. The data collected for the case studies used a layered approach. Prior to visiting a specific case study municipality, key stakeholders from Government, UN and Civil Society organizations were interviewed at both the provincial and district levels related to the municipality in question. The intent was to understand PPP coordination, management and catalytic effects at the four levels (national, provincial, district and municipality). Additional interviews with implementing partners not connected to the case study municipality were also carried out at provincial levels to provide better triangulation of overall PPP contributions.

44. Case study municipalities were chosen to represent a mix of ethnicities, regions and operating contexts. Municipalities with multiple projects from the PPP implemented in their geographic scope (see Table 4) were prioritized to better articulate the interactive and catalytic effects at the local level. Interviews with stakeholders were set up by the respective UN agencies involved in the PPP with overall coordination coming from the PBF Secretariat. At the municipality level, in addition to the semi-structured individual and group interviews, two different structured exercises with focus groups (Timeline and Thematic FGD) were carried out to complement the semi-structured interviews. Figure 2 shows the selected field sites. The red stars represent the municipalities. Basic information on the three municipalities is found in Annex 7.

Table 4: Municipality Case Studies and Provinces and Districts visited

Municipality	Location (Province, District)	Projects
Kulundu	Batken, Leylek	1. Strengthening capacities of LSGs (UNICEF/UNDP) 2. Building Constituency for Peace (UN Women) 3. Building Trust and Confidence (UNHCR) 4. Multi-Sectoral Cooperation (UNFPA) 5. Youth for Peaceful Change (UNDP/UNICEF/UNFPA) 6. Peace and Trust (UNODC)
Shark	Osh, Kara-Suu	1. Strengthening capacities of LSGs (UNICEF/UNDP) 2. Building Trust and Confidence (UNHCR) 3. Multi-Sectoral Cooperation (UNFPA) 4. Youth for Peaceful Change (UNDP/UNICEF/UNFPA) 5. Peace and Trust (UNODC) 6. Unity in Diversity (UNICEF/OHCHR)
Suzak	Jalalabad, Suzak	1. Building Trust and Confidence (UNHCR) 2. Multi-Sectoral Cooperation (UNFPA) 3. Improving the Rule of Law (UNDP) 4. Peace and Trust (UNODC) 5. Unity in Diversity (UNICEF/OHCHR)

Figure 2: Selected Case Study Sites (Red) and Related Provincial and District Centers (Green)



45. Interview notes were compiled from all interviews in a Dropbox folder using a standard matrix, which was structured to respond to the evaluation matrix categories and questions. The evaluation team reviewed together the range of responses from stakeholders for each element in the matrix and employed a standard qualitative approach of an iterative analysis of emergent themes.[24] Key thought units were identified in interviews. These were then clustered into categories and emergent themes from each category were identified for further analysis and re-categorization to identify key patterns.

46. Evidence for conclusions was built via triangulation analysis. Themes or patterns were examined to determine if they were coming from multiple stakeholder levels and multiple

[24] Patton, Michael Quinn. 2010. Qualitative Research and Evaluation. Sage Publication. San Francisco, California.

stakeholder categories.[25] Observations or comments that were only coming from a single source or a single category of stakeholder were given less conceptual weight during the building of the analysis. Findings highlighted in the report were those emerging from multiple actors and across multiple levels with different types of stakeholders.

47. In total, 261 persons (47% female) were interviewed either individually or in groups. Annex 5 describes the overall field mission calendar and Annex 6 lists all persons interviewed in the process. These included stakeholders from:

1. Government of Kyrgyzstan and state agencies at national, provincial, district and local levels (96, 33% female)
2. UN agencies in the UNCT in Bishkek and representatives at the provincial level (39, 40% female)
3. Implementing partners and project participants from civil society in Bishkek, Batken, Osh, Jalalabad, Isfana, Kara Suu, Suzak, Kulundu, Shark, and Suzak AO (114, 57% female)
4. External observers familiar with part of the PPP process or consultants engaged in portions of the PPP process (11, 60% female)

3.3 Evaluation Limitations

48. The field mission was able to interview a broad range of stakeholders from all levels and projects. Overall, the field mission process went smoothly and faced no significant challenges. Four potential factors needed to be controlled for in the analysis.

1. **Ramadan**. The field mission occurred during Ramadan, and about half of the respondents in the interviews were observing the fast. This could have had the potential effect of reducing attendance or participation.
    - The fact that at least 50 percent of the participants were observing the fast and still attended the interviews suggests that there was not a significant bias due to Ramadan. The fast did affect energy levels of some participants – especially during afternoon meetings.
2. **PPP End Date**. The PPP as a whole ended in December 2016 and some projects ended even earlier. This could have affected the ability of participants to easily remember project dynamics and coordination. It also could have affected the ability of RUNOs to make contact with former project participants.
    - The evaluation team found that to a certain extent, the time elapsed since the end of the project actually allowed for respondents to be somewhat more objective and analytical regarding the PPP implementation. The challenge of contacting former project participants did skew respondents towards those who were particularly embedded in or committed to the projects. While this could present a potential bias, it did have the added benefit of a disproportionate representation of particularly information-rich respondents in many of the projects.
3. **Election Cycles**. Between the end of 2016 and early 2017, an election cycle affected the representation of local authorities at the municipal and district level. In some cases up to 80 percent of the Municipal Councils had been replaced. This could have affected the degree of local knowledge if the new representatives in the Municipal Government and Municipal Councils as well as the district levels were not always familiar with the project experiences from the time of the PPP implementation.
    - The evaluation focused on interviewing authorities who had continuity from the PPP period, but this limited the number of potential participants from the authorities. A positive consequence of interviewing post-election officials was the opportunity to explore institutional sustainability of local project gains.

[25] Stakeholder categories were disaggregated as well to check for balance among voices. For example, if 10 UN personnel noted a certain pattern – this would receive less weight if the ten respondents were all from the same RUNO. To be taken into consideration, the ten respondents would have to be representing multiple RUNOs.

4. **PPP RUNO Representation.** Some RUNOs displayed considerable passion for organizing meetings with implementing partners and project participants or had the existing structures to do so. This could have affected the balance between respondent voices related to specific projects or minimized certain voices.

   - The evaluation team found that there were sufficient numbers of RUNO implementing partners and participants for all PPP projects across all levels. Some PPP projects did demonstrate an over-representation of interview respondents in the final list compared to other PPP projects. This was factored into how the analysis weighted people's responses.[26]

4 Evaluation Findings

4.1 Impact – Political and Strategic Contributions

49. The analysis of the impact of the PPP is disaggregated according to the three outcomes. Three main sources of information are used for developing the findings: the individual PPP project results frameworks, the PPP endline study and the qualitative data collected during the field mission.

50. An analysis of the theories of change[27] showed that from Outcome 1 to Outcome 3, a sequential logic existed that should have fostered complementary interventions. Evidence of positive impacts in synergies across interventions was found by the evaluation team to exist between Outcome 1 and 2. For instance, it was frequently mentioned in interviews and focus group discussions in the southern provinces visited by the evaluation team that state orders enacting policy or legal changes were critically important for action by the LSGs, at the same time that community mobilization/capacity development (including by other projects) stimulated greater community engagement and responsiveness by local authorities. Therefore, by developing legislation increasing the responsibilities of LSGs for inter-ethnic relations (Outcome 1), demand from local government officials increased for capacity building (Outcome 2). Thus the two outcomes together had a more positive effect than either would have had individually.

51. Because of this connectedness, there is some overlap among the three outcomes in terms of the indicators for change – especially when addressing Local Self Government strengthening and municipal level projects. This overlap is further complicated by two projects which contain more than one outcome in their objectives.[28] However, even though there was overlap, the annual project reports for all PPP projects were clustered under distinct outcomes and projects containing more than one outcome reported on each outcome separately with distinct reports. Discrete indicators were developed for each outcome and treated separately in the PPP Annual Management report. Consequently, for the purposes of reporting the evaluation findings, this report follows that PPP pattern of treating the indicators and findings from each outcome distinctly even if there are overlapping elements among the outcomes.

4.1.1 Outcome 1: Rule of Law

52. Overview: The four outcome 1 projects primarily focused on expanding the legislative framework, establishing structures for implementation and increasing trust among community stakeholders towards local and national Government. One project also supported crime prevention initiatives within this framework. Table 5 profiles the selected indicators from project reports and table 6 describes the PPP endline study values for the four PPP outcome level indicators.

53. Overall, significant changes have been achieved with respect to the legislative framework. There are fewer observed changes in individual perceptions of Government

[26] For example, if 10 UN personnel noted a certain pattern – this would receive less weight if the ten respondents were all from the same RUNO. To be taken into consideration, the ten respondents would have to be representing multiple RUNOs.
[27] Described in more detail in Annex 8 and section 4.2.4.
[28] Building Trust and Confidence Among People, Communities, and Authorities (Outcome 1 & 2); Youth for Peaceful Change (Outcome 2 & 3).

capacity or effectiveness – although these remained largely positive. Less change was recorded with respect to minority or under-represented groups in key institutions. The interventions seeking to increase minority representation in institutions/civil service largely overestimated the political will of national authorities to effectively address this issue or seek truth and justice for victims of the 2010 events and minorities' willingness to confront the state (and expose themselves further) on this issue. While the projects succeeded in adapting some policies and legal or regulatory frameworks in this regard,[29] interview respondents noted that there appeared to be less interest or political will to extend related measures beyond some limited sectoral areas or institutions (e.g. traffic police, police academy for the UNODC project). Project reports targeting representation also cited the lack of political will as one factor for low achievement, pointing to the need of rethinking some of the assumptions or reassessing incentives and entry points on those more sensitive topics.

Table 5: Selected Project Level Indicators Outcome 1 – Rule of Law[30]

Indicator	Baseline	Endline
PBF/KGZ/B-1: Building Trust and Confidence Among People, Communities, and Authorities		
Percent of respondents satisfied with work of local government.	57%	84%
Percent of Respondents perceiving Discrimination in LSG Practices	16%	11%
Percent of Grievances Resolved	55%	85%
PBG/KGZ/B-2: Improving the Rule of Law and Access to Justice for Sustainable Peace		
Number of conflict-sensitive laws amended & adopted,	0	9
# of recommendations of dialogue platform that were jointly implemented by state institutions and civil society	0	12
# of complaints/cased documented and acted upon	2,553	3,544
PBF/KGZ/B-3: Peace and Trust: Equal Access to Law Enforcement and Justice		
Percent of minorities employed by the police	6.3%	6.7%
Number of police officers sanctioned in disciplinary and criminal proceedings in relation to misconduct	546	904
PBF/KGZ/B-4: Peace and Reconciliation through Strengthening the Rule of Law and Human Rights Protections		
Key laws relating to the administration of justice with international and human rights standards	0	7
Extent to which targeted national human rights mechanisms (NPM and CCHR) function effectively	Established 2012, no organizational structure in place	The NPM is staffed and present in 7 provinces.
Extend to which young lawyers and NGO carry out their casework and monitoring and reporting	0 lawyers trained	90 lawyers trained

Table 6: PPP Endline Outcome 1 Indicators[31]

Indicator	2015	2016
1.1 Proportion of cases brought to human rights and justice institutions which are satisfactorily resolved	530	1,114
1.2 Number of key policies and laws adopted or amended	0	20
1.3 Number of corrective measures in the implementation of laws that are acted upon as a result of oversight groups	0	8
1.4 Citizen trust in national state institutions is increased[32]	1.18	1.26

[29] For example, the inclusion of the principle of equality and non-discrimination into the civil service hiring procedures; the competitive recruitment to all police bodies and relaxing admissions requirements related to military service)
[30] Data from End of Project Reports for the four projects. Documents found on the Multi-Partner Trust Fund Gateway: http://mptf.undp.org/document/search?fund=PB000&country=KGZ&go=true
[31] Data from PPP Endline Study. December 2016
[32] Scale is 0-2. Values above 1 are considered positive

54. Policy Development and Grievances: The data from the PPP endline shows a significant increase in the number of laws, policies and corrective measures enacted. More than 20 key policies and laws as well as eight corrective measures were identified by the endline researchers as being at least partly due to the PPP support. In the qualitative data from the evaluation field mission, stakeholders noted that they perceived the legislation to have been somewhat obsolete prior to the PPP. The Criminal Code in particular was cited as being inherited from the Soviet era. The Constitution of 2010 was seen as having higher standards, but the subsequent legislative framework had not yet been developed. Outcome 1 was seen as contributing to correcting this as well as promoting some capacity development of legal administrators such as lawyers and advocates.

55. The number of cases brought to human rights and justice institutions nearly doubled from early 2015 until the end of 2016[33]. Related to rights and grievances, individual project results frameworks describe the establishment of national response mechanisms including the National Mechanism for the Prevention of Torture, the Public Reception Centres, and a "Single Window" approach to state services at the local level and the addition of legal aid services supported by some projects as well as training local lawyers and lawyer associations. Several projects provided, in parallel, a series of activities that supported access to justice and expedited resolution of legal cases (e.g. legal assistance to citizens; legal counselling to local authorities; trainings to lawyers' associations, prosecutors' offices and the Ombudsman office at state and local levels). Finally, PBF interventions in supporting crime prevention initiatives triggered the co-funding of USD 165.000 from local budgets.

56. Trust in Government: The changes in legislation appear to accompany increased satisfaction and trust in local government. According to a UNHCR study from the project Building Trust and Confidence, the percentage of respondents who expressed satisfaction with the work of the local government increased from 57 percent to 84 percent[34]. This is a significantly higher value than the findings described in the PPP endline which reflected a mildly positive value and only a slight increase from the baseline.[35] The difference between the PPP and the project reports are more in degree rather than direction of change and are likely reflective of the earlier caveat that the PPP endline only measured changes in 10 municipalities and in this case, the UNCHR project was only implemented in half of the target municipalities in the endline.[36]

57. In other measures taken from Outcome 1 studies that indirectly reflect trust and improved performance of government, respondents did not consider local self-governments to be engaging in discriminatory practices based on ethnicity. The baseline values were already quite low in terms of the percentage of respondents who perceived the local governments to be discriminatory (16%) and continued to decline with an even lower percentage (11%) at the endline.[37]

58. Although not specifically articulated in the theories of change, some of the projects included providing a combination of soft elements (trainings, awareness-raising, and communication) and hard/tangible elements (infrastructure – water, electricity, buildings/refurbishment, and revenue generation/job creation). Meanwhile, some of the projects only included soft elements (trainings, awareness-raising) and others only emphasized hard elements. The evaluation team observed that there seemed to be different degrees of impact between these three types of approaches. Projects that employed a combination of hard and soft approaches were most consistently affirmed by local level

[33] PPP Endline Study
[34] From Building Trust and Confidence among people, communities and authorities (UNHCR)
[35] The PPP endline developed an unusual scoring system where an average score based on a composite measure of six questions related to trust factors. The overall score for trust was based on a scale of 0-2 where scores above 1.0 were considered positive assessments and the closer to 2, the more positive the view. They reported an average trust value of 1.18 at baseline with an increase to 1.26 at end of project. These scores would be considered positive but weak, and while they do show an increase, it is small enough that it would not be considered statistically significant given the sample size. If these scores had been scaled to 100 points, it would have been the difference between a score of 59 points at baseline and 63 points at endline.
[36] Annex 2, Table A1.
[37] Building Trust and Confidence (UNHCR)

stakeholders for producing greater impact than those implemented through one type of instrument. This combination of instruments appeared to be a key element to generating trust in state and LSGs and addressing communities' perceptions of lack of responsiveness by state/LSGs.

59. Law Enforcement Capacity Development and Minority Civic Participation: Two projects focused on strengthening the capacity of law enforcement bodies and increasing minority participation in law enforcement entities. The logic of targeting these two elements for peacebuilding was based on the assumption that increasing the standards of behavior of law enforcement officials and increasing the percentage of minorities in law enforcement would increase citizen trust in these bodies and promote a more effective rule of law.

60. Although the percentage of minorities employed by police did not change over the course of the PPP implementation,[38] key informant interviews noted this to be a considerable challenge. It is complicated by the fact that until very recently, police candidates had to complete mandatory military service; many minorities were exempt from military service, resulting in their ineligibility for the police. However, it is noteworthy that the Peace and Trust project report cites that the number of officers sanctioned for misconduct in relationship with the population increased significantly from 546 to 904, implying improved standards for enforcement of behavior.

4.1.2 Outcome 2: Local Self-Government Capacity

61. Overview: The second outcome targeted strengthening local self-governance capacity and local institutions – including women and youth. The logic was to prevent escalation of localized violence through better local structures. Five separate projects were integrated under this outcome. Some of the projects targeted local municipalities while others targeted individuals within the municipalities. Targeting very young children is only found in the "Building a Constituency for Peace" project among the five projects related to this outcome. Table 7 profiles selected indicators from project reports and Table 8 highlights the PPP endline values.

62. The largest gains appear to be in the context of strengthening local self-government bodies and in integrating youth and women's needs into LSG development plans. Reported violent disputes also decreased significantly over the PPP implementation period. One core assumption with the Outcome 2 ToC was that increasing the number of under-represented groups in LSG mechanisms should lead to increased trust in LSG bodies and that the LSG bodies would be perceived as more equitable and more competent. Although there is reported increase in under-represented groups in LSG mechanisms, this does not appear to be strongly correlated with increases in perceptions of trust in local government, local government equity or local government capacity. The contributions of working with young children show positive impact on individual empowerment, but are less clearly connected to changes in inter-ethnic relations or peacebuilding.

Table 7: Selected Project Level Indicators Outcome 2 –LSG Capacity[39]

Indicator	Baseline	Endline
PBF/KGZ/A-1: Strengthening Capacities of LSGs for Peacebuilding		
Number of cases relating to conflicts that LSGs targeted in the project have addressed with support of the Agency for LSG Affairs and Interethnic Relations	21/108 (19%)	4/13 (30%)
% of women in LSG-led local grievance resolution mechanisms and decision-making bodies	41%	60%
PBF/KGZ/A-2: Building a Constituency for Peace		
Students practice livelihood options on the family farm that will provide them with a livelihood after graduation, should they decide to work in the agricultural sector upon graduation from school or tertiary education	0	2,331

[38] Peace and Trust (UNODC)
[39] Data from End of Project Reports for the four projects. Documents found on the Multi-Partner Trust Fund Gateway: http://mptf.undp.org/document/search?fund=PB000&country=KGZ&go=true

Students in six provinces act as agents of positive change by advocating for and monitoring the protection of their female peers' human rights by duty bearers	0	2,099
Diverse stakeholders at municipal level join in drafting conflict analysis and implement the related action plan in cooperation with local self-government this resulting in fewer conflicts that turn violent	0	19 LSGs
PBF/KGZ/A-3: Building Trust and Confidence Among People, Communities, and Authorities		
Percent of respondents reporting local authorities are capable to solve incidents/grievances/conflicts	70%	85%
# of LSG having functioning feedback mechanism established/improved under the project	4	26
PBF/KGZ/A-4: Multisectoral Cooperation for Interethnic Peace Building In Kyrgyzstan		
Religious Leaders build good relations in community (0-2 score, 2 most positive)	1.3	1.7
PBF/KGZ/A-5: Youth for Peaceful Change		
Number of non-constructive confrontations	44	5
Percent of vulnerable young women and young men that are optimistic (think positively) about their future	63%	74%
Number of LSG development strategies addressing needs and priorities of young men and young women	3	14

Table 8: Selected PPP Endline Outcome 2 Indicators[40]

Indicator	2015	2016
2.1 Number of disputes taken up and documented by formal or informal local institutions	Target AOs: 3,215 Control AOs: 2,202	Target AOs: 5,238 Control AOs: 2,944
2.2 Number of violent disputes decreased within targeted LSGs	Average of 6.8 disputes per Public Reception Centre	Average of 1.1 reported disputes per Public Reception Centre
2.3 Citizen trust in LSGs increased	N/A	8%
Is the following institution effective in resolving disagreements?[41]	Target (Control)	Target (Control)
Aiyl Okmotu	1.32 (1.28)	1.15 (1.23)
Aiyl Kenesh	1.43 (1.54)	1.49 (1.36)
POM	1.44 (1.46)	1.22 (1.29)
Municipality	1.39 (1.33)	1.36 (1.23)
House Committee	1.59 (1.25)	1.49 (1.43)
2.4 Percentage of existing LSG led local grievance resolution mechanisms and decision-making bodies in targeted communities that include under-represented groups	Target LSGs: 44% Control LSGs: 28%	Target LSGs: 55% Control LSGs: 40%
2.5 Number of youth in targeted districts who mobilize across ethnic lines to formally demand equal access to services	N/A	80% of targeted LSGs showed rise in youth activity 90% of targeted LSGs reported multi-ethnic youth mobilization

[40] Data from PPP Endline Study. December 2016.
[41] Scale for all following values is 0-2 with values above 1 being considered positive.

63. Disputes: Of particular note, the number of inter-ethnic conflict cases declined dramatically from the baseline measurements (108 to 13) and the percentage of these cases supported by GAMSUMO increased significantly.[42] Non-constructive incidents with youth related to inter-ethnic issues also declined from the baseline to the end of the project (44 to 5)[43] and there appears to be positive – if mild – gains in youth optimism and integration into local government development plans.[44] The PPP endline data also shows a significant increase in number of disputes taken up by local institutions. In the targeted municipalities, there was a 64 percent increase in cases taken up and documented compared to a 32 percent increase in the control municipalities suggesting improved attentiveness to local grievances combined with a more pro-active citizenry. Somewhat unusually though, respondents in the PPP endline study actually rated the effectiveness of LSG bodies for dispute resolution to have declined from 2015 to 2016 in for both control and targeted municipalities.[45] The scores remained positive, but if scaled to 100 points, they would reflect a decline from a rating of about 70 points at baseline to a rating of about 65 points at endline. The difference in these two trends likely relates to the fact that the PPP endline measured municipalities that were not involved in the Multi-Sectoral Cooperation project.

64. Violent disputes declined significantly in target LSGs from an average of nearly seven disputes per year per municipality to only one dispute per year per municipality.[46] Although not specifically connected to violence, the Multi-Sectoral Cooperation project sought to build stronger inter-ethnic peace by seeking to enhance local stakeholder perceptions that religious leaders are a resource for peace. According to the project results framework, the baseline values were already positive for community views of religious leaders and peace (the equivalent of 65 points on a 100-point scale). However, this improved significantly by the end of the project (the equivalent of 85 points on a 100-point scale).

65. The differences among the project level data, the PPP endline and the field mission interviews may be due to the fact that the primary LSG focused project was among the first to be implemented and was in full implementation during the baseline study in 2015. However, the project also ended a year before the endline measurements in Dec. 2016. The electoral cycle in late 2016 also began and stakeholders reported that many of the LSG authorities trained were replaced in the elections. In the evaluation field mission municipal visits, the turnover percentages among local deputies ranged from 50-80%. The PPP endline values may therefore be more reflective of LSG personnel turnover and sustainability challenges. Electoral data is publicly available in terms of turnover, but this cannot be matched to which specific persons actually participated in the PPP trainings. More research would be required to determine the full extent of trained official turnover. However, stakeholders did affirm that this had been a challenge since the end of the PPP implementation period.

66. Trust in Local Government Capacity and Minority Representation: Although both Outcome 1 and Outcome 2 emphasized minority representation, outcome 1 focused on minority participation focused on law enforcement while Outcome 2 focused on minority representation in local councils and municipal government. Outcome 2 also focused on building the capacity of the local government for good governance and dispute resolution. The logic of good governance capacity and minority representation was similar to outcome 1 – increasing both the standards of conduct and the degree of minority representation should lead to increased trust and confidence in local entities.

67. The PPP endline data does describe an increase in under-represented groups' membership in LSG bodies – but in both the target and the control municipalities.[47] The overall percentage point increase in both types of municipalities was about the same (12

[42] Strengthening Capacities of LSGs for Peacebuilding
[43] Youth for Peaceful Change
[44] Youth for Peaceful Change
[45] PPP Endline Study
[46] PPP Endline Study
[47] Although both Outcome 1 and Outcome 2 emphasized minority representation, outcome 1 focused on minority participation focused on law enforcement while Outcome 2 focused on participation in local councils and municipal government.

percentage points) but the targeted LSGs had a greater overall percentage of representation.[48] However, the increase in under-represented groups did not appear to be strongly correlated with increases in trust, equity or capacity. For example, even prior to the implementation of the PPP, respondents did not consider local self-governments to be engaging in discriminatory practices based on ethnicity (16% reporting discriminatory behavior).[49]

68. However, even without significant minority representation increase, respondents from multiple levels perceived significantly increased local self-governance capacity with subsequent increases in trust. Changes in legislation clarified the LSG heads' responsibilities for inter-ethnic situations or conflicts. The LSG staff was also received diversity training, management technical skills, and conflict resolution. The LSGs also received significant infrastructure and budget support in targeted areas to be able to provide better services. The combination of the data points suggests that at the local government level, increasing trust in local government and reducing discriminatory behavior practices can occur even if there is not an increase in minority group representation at local government levels.

69. Youth and Women. Youth mobilization seems to be increasing among the targeted LSGs.[50] Women's mobilization was observed in the visited sites, especially among students and older women. The field mission did find that this had not yet translated into higher representation in local governance bodies where there was an overall decrease in women's representation in the visited municipalities since the 2016 election cycle. However, interviewed stakeholders claimed that there had been positive changes in women's representation overall. This apparent contradiction is likely due to the small number of municipalities visited by the evaluation team versus the qualitative responses, which have more weight given that they came from multiple levels and categories of stakeholders.

70. A particularly positive finding related to the degree of integration of youth and women's agendas in the LSG development plans. The project results framework noted that the number of development plans that included youth needs increased from three in the baseline to 14 in the end of project measurement[51] and qualitative interviews in the selected municipalities also affirmed greater integration of youth and women's development initiatives into the LSG plans. They ascribed this change as primarily due to the inclusive budgeting trainings that the LSGs received and reflects a positive trend if these trainings continue with the new deputies.

71. In Kyrgyzstan, the definition of youth can range from mid-teens to mid-30s in age. Most of the youth work within the PPP targeted the older part of this spectrum which was where there were also the most concerns regarding radicalization and violence. Targeting very young children is only found in the "Building a Constituency for Peace" project. The numbers reported in this project are reflective of the number of ninth and tenth grade children who participated in the My Prosperous Farm and My Safe and Secure School projects with about 2,100-2,300 children participating in these two activities across 19 different municipalities.

72. The project proposal outlines a specific justification for targeting young children in inter-ethnic peacebuilding but the project is not conceptually aligned with any of the other projects within the PPP. Working with the youngest aged youth showed positive signs for empowerment and may build the foundations of future generations. Interviewed respondents did not see this age group as including those most involved in the 2010 violence, however, nor were they seen as the most likely to be susceptible for radicalization.

4.1.3 Outcome 3: Common Civic Identity

73. Overview: Only three projects were located in this outcome, but one of these projects – "Unity in Diversity" – was by far the largest project within the PPP with nearly US$3.5 million allocated to its implementation. This project had two components, the application of

[48] Usually about 10 percentage points higher than control municipalities
[49] Building Trust and Confidence (UNHCR)
[50] PPP Endline study. The percentage at endline was 11%, showing a slight improvement but not significantly differently from baseline.
[51] Youth for Peaceful Change

a multi-lingual education model (by UNICEF) and the promotion of multiculturalism, human rights and inter-ethnic relations (by OHCHR). Of the other two projects, "Youth for Peaceful Change" was a project split between two outcomes but with a greater emphasis on outcome 2 elements rather than outcome 3. The "Media for Peace" project was a small one-year project. Table 9 describes the project level outcome indicators and Table 10 highlights the PPP Outcome 3 indicators from the endline study.

74. The third outcome targeted the establishment of a common civic identity with a special emphasis on promoting tolerance and valuing diversity – it was the most challenging outcome. As one respondent noted, there is no clarity on the ideal profile of a Kyrgyz citizen, and thus it is challenging to promote this common civic identity in the absence of a long-term goal. The PPP theory of change therefore adopted an approach of emphasizing the value of diversity, increasing human rights knowledge and values, and promoting multi-lingual and multi-cultural education in schools.

75. Overall, the different project and PPP indicators suggest a marked increase in the percentage of respondents who viewed ethnic relations as improving, and significant impact appears to have occurred from the establishment of multi-lingual education programs in schools. The promotion diversity appears to have been successful: the majority of youth reported values of diversity. These values were already high in the baseline, and there appears to be little change in terms of multi-media and communications on diversity values.

Table 9: Selected Project Level Indicators Outcome 3 – Civic Identity[52]

Indicator	Baseline	Endline
PBF/KGZ/D-1: Unity in Diversity		
Number of agreed participation measures to be piloted	1	5
Number of selected models of multilingual and multicultural education implemented	0	3
Number of schools and pre-schools implementing MLE	0	56
Number of initiatives supporting inter-ethnic and inter-community dialogue and promoting respect for diversity	0	17
PBF/KGZ/B-5: Media for Peace		
Percent of Respondents who view media as a unifying force	N/A	62% agree TV creates positive atmosphere, 58% believe TV promotes harmony
# of media products in minorities languages	0	12 TV & 48 radio programs (10 Rus, 10 Uzb)
PBF/KGZ/D-2: Youth for Peaceful Change		
Percent of youth who believe that diversity in society is an asset for the development of the country	59%	65%

Table 10: PPP Endline Outcome 3 Indicators[53]

Indicator	2015	2016
3.1 Percent of students, teachers, administrators and parents connected to MLE schools who increasingly value MLE	Students: 78%, Parents 18%,	Students 85%, Parents 87%
3.3 Public perception of media as a vehicle for diversity[54]	1.4	1.6
3.4 Positive disposition of citizens toward "others"[55]	0.87	0.62
Percentage of respondents who report significant positive change in ethnic relations	42%	81%

[52] Data from End of Project Reports for the three projects. Documents found on the Multi-Partner Trust Fund Gateway: http://mptf.undp.org/document/search?fund=PB000&country=KGZ&go=true
[53] Data from the PPP Endline Study
[54] Scale is from 0-2. Values above 1 are considered positive.
[55] Weighting of importance of ethnicity in friendships. 0-1 scale with lower scores meaning less important for a friendship

76. Multi-lingual and Diversity Communications: The interviews from the field mission suggested that integration of minorities was a necessary component for achieving a common civic identity. There were observations that in earlier years, some minority groups did not feel integrated into Kyrgyz society although they may have been physically located in Kyrgyzstan. As evidence for this, some noted that among some minority groups, the most-watched TV channels come from other countries where their group is dominant. The focus on producing more multi-lingual TV messaging targeting the value of diversity was seen as contributing to increased tolerance.

77. The project level indicators show a milder – although positive – effect related to diversity communications. There is an increase in TV and radio promoting positive values for diversity, but only a relatively small increase in minority language programming (only about 15 percent of TV and radio programs developed were targeting Uzbek language). The PPP endline study showed a slight increase in public perception of the media as a vehicle for diversity; however, it was a generally positive view even at the point of the baseline (shifting from the equivalent of 70 points at baseline to 80 points at endline). In the project results frameworks, about 60 percent of respondents noted that they thought TV had created a positive atmosphere for peace and harmony.

78. Multi-lingual Education (MLE): The project indicators show a large increase in schools implementing multi-lingual education models (from 0 to 56)[56] and a significant increase in the percentage of parents who support multi-lingual education (18% to 87%).[57] In contrast, school children had already shown high interest in multi-lingual education even from the baseline (78%) so the increase was not as significant (85%). The qualitative interviews affirm a very high level of interest from Government representatives for sustaining the multilingual and multicultural components (a strong priority for national authorities from the onset), and scaling up the multilingual program across the nation.

79. One dynamic worth noting is that the focus of MLE was mainly on schools that had two and in some cases three language classes – they had therefore a more mixed population. The interviews with key stakeholders in the MLE suggested that although these were multi-ethnic populations, these sites were also where there were the fewest implementation problems. Greatest difficulties for implementation were in mono-ethnic regions – usually a combination of lack of sufficient teachers with multi-language capacity and lower interest from parents and school officials.

80. Youth Diversity: The surveys do show youth increasingly valuing diversity, but it is not a large increase and the percentages were already relatively high for the population. Nearly 60 percent of the surveyed youth at baseline believed diversity was an asset for development, and this increased to 65 percent at the endline.[58] The evaluation team interviews observed that the multicultural component was increasingly valued and popular among education managers and students (including introducing multi-cultural education courses into college curricula, promoting student exchange programs among national universities, and so forth). The PPP endline also showed a positive trend in diversity via a measurement of how important ethnicity was for judging friendships.[59] One important element on youth values is that because these projects focused on population centers with multiple ethnic groups, the baseline and end of project values primarily reflect views of those who already live in these polyethnic centres. It is possible that mono-ethnic communities outside the project geographic focus may not reflect the same percentages.

81. Inter-Ethnic Relations: On the PPP baseline value, 42 percent of respondents in early 2015 reported significant positive changes in inter-ethnic relations but by the endline

[56] Unity in Diversity End of Project report
[57] PPP Endline study
[58] Youth for Peaceful Change End of Project Report
[59] In the baseline, the "weight" of ethnicity for judging friendships was 0.87 (where 1.0 is considered the heaviest weight). This declined to 0.62 at the endline, implying that ethnicity was less important for friendships in 2016.

measurement; the percentage increased to 81 percent. This pattern is similar to that taken from a national poll regarding issues in Kyrgyzstan carried out in the first semester of 2017.[60] Respondents were asked if they perceived that "things are going in the right direction." Although this type of phrasing is open to multiple interpretations, it is noteworthy that the percentage of respondents who said that they think things are going in the right direction increased from 39 percent in 2012 to 65 percent in 2017. In the same poll, the three most frequently cited issues were unemployment (52%), corruption (40%) and economic development (13%). Inter-ethnic relations were cited by less than 5 percent of respondents as an issue.

82. Although these patterns show positive growth in the area of inter-ethnic relations, it should be noted that many of the interviewed respondents – especially within the UN system - expressed concern for the state of inter-ethnic relations and felt that the data points are driven more by fear of response by ethnic minorities rather than by actual systemic changes in ethnic integration. The source of this concern appeared to be based on field visits and conversations with local activists. On the other hand, Government of Kyrgyzstan representatives at all levels felt that inter-ethnic relationships had improved significantly – especially in the polyethnic localities. Which perspective has the most validity cannot be determined based on the available data. It does suggest that the dynamic of inter-ethnic relations in polyethnic populations should not be ignored and may require further research.

4.2 PPP Structure and Management Processes

83. The key guiding questions include the evaluation dimensions of relevance, efficiency, effectiveness and gender-sensitivity as well as the extent of decision-making processes, timeliness and responsiveness. Findings are organized according to four categories: PPP Development Process, PPP Operationalization Phase, PPP Implementation Phase, and PPP Coordination and Oversight. An analysis of the PPP Theory of Change and its connection to project level theories of change is included in the PPP development phase. An assessment of PBF performance related to catalytic effects is then followed by elements for future consideration summarized at the end of this section.

4.2.1 The PPP Development Process

84. The PPP development process spanned nearly two fiscal years. The IRF supported projects ended in 2012. The PBNPA report was finalized in July 2013 and further documentation identifying relevant national policies, funding opportunities and key peacebuilding gaps were elaborated. The PPP with theories of change for each outcome was presented in Oct. 2013. These policies and strategies included the National Sustainable Development Strategy (2013-2017), the Concept of National Unity and Inter-Ethnic Relations (approved 2013), the UNDAF (2012-2016) and the National Action Plan on UN Security Council Resolution 1325 on Women, Peace and Security (Feb. 2013).

85. Under the auspices of the Office of the President, the JSC was responsible for providing overall policy guidance and coordination between the Government, UN in Kyrgyzstan and the PBSO. In Kyrgyzstan, it comprised senior representatives from Government, civil society, the UN and international development partners and was co-chaired by a representative from the Office of the President and the UN Resident Coordinator (RC). The JSC reviewed the implementation progress on the PPP and other PBF investments and provided general guidance and policy direction on peacebuilding issues.

86. The IRF evaluation had recommended a more collective approach among UN agencies in the development of the conflict analysis and priority plan. Interviews with UN and government representatives suggest that this action was taken and had positive outcomes. Respondents described the development of the overall priority plan as a collaborative and strategic process. Multiple respondents cited the PPP as an exemplar for UN agency collaborative strategic analysis and a mechanism for combining expertise and research across agencies in the identification of conflict analysis, lessons learned and priorities to address. The PBSO was cited as being responsive and involved in the project

[60] Center for Insights in Survey Research, *Public Opinion Survey of Residents of Kyrgyzstan*, February 15 – March 2, 2017

selection process, and stakeholders expressed appreciation for the PBSO's availability. Respondents affirmed the degree of flexibility in the funding instrument and the degree of responsiveness from the PBF as almost unique within their experiences of donors in Kyrgyzstan.

87. Another positive factor throughout the development process was the support of the President's Office representative both in the development of the PPP as well as in the role of co-chairing the JSC. This support was considered vital for ensuring high level government ownership in the PPP processes and for mobilizing disparate government entities for integration into the PPP.

88. One important consideration, however, is that respondents were somewhat less affirming of the operationalization process for selecting specific projects to support under the plan. Project selection within the PPP was done via a competitive bid process. UN agencies – either as individual RUNOs or as part of a joint proposal – submitted project proposals for consideration and integration into the PPP. Initial project proposals were reviewed by an external technical committee from October 2013-January 2014 to gather feedback on improvements and alignments before resubmitting for consideration in the PPP. After review by the technical committee, the actual projects operationalizing the PPP were to have been identified and selected through a consensus approach among the JSC. Difficulties in consensus building at the end phase of the project selection led to the JSC delegating the ultimate decisions to a sub-committee comprised of the two Co-chairs of the JSC and an outside expert. No specific criteria worksheets or scores for the final weighting of the projects were shared with the evaluation teams. However, interviewed stakeholders affirmed that an extensive discussion facilitated by external consultants during the consensus period resulted in the collective agreement on the important appropriate criteria to be considered in the final project selection.

89. This process led to delays between the ending of the IRF projects and the beginning of the PPP implementation. Selected projects developed design documents for a start date of January 2014. Actual implementation for many projects did not begin until the second semester of 2014. Thus IRF supported projects ended in December 2012, but implementation of the new PPP did not begin until the second half of 2014.

90. Although the logic of the competitive individual project approach for the PPP operationalization was sound, this approach did initiate a cascade of challenges to coordination and implementation. These included technical challenges, relational challenges and coherence challenges. The following challenges (discussed further in the report) were the most frequently cited in interviews:

1. Duplication of the administration to stakeholders of baseline and endline surveys and measurements in the same municipalities as part of individual project M&E processes.
2. The over-expansion of project level indicators as each project developed their own indicators to measure their objectives within a PPP outcome.
3. Non-coordinated site selection among UN agencies reducing possible strategic synergies among projects.
4. Duplication of similar activities from different projects in the same municipalities.
5. Duplication of implementing partner contracted for similar activities.
6. Relatively low efficiency in implementation as seen by relatively high administration costs across multiple agencies and relatively low expenditure rates across many of the projects.
7. Strained relationships between UN agencies involved in the competitive bidding process.
8. Lack of a clear and shared understanding among implementing partners regarding over-arching PPP objectives.

91. The Oversight Group visits as well as the evaluation team field observations do point to the fact that implementing complementary projects strategically within a single municipality can contribute to enhanced impact. Although the theories of change for individual projects were developed as stand-alone frameworks, when multiple projects were implemented at the local level but targeting different actors there was enhanced synergy in terms of impact. In particular, there seemed to be enhanced positive effects when LSG strengthening (especially on inclusive budgeting processes), women's mobilization and youth mobilization occurred within the same municipality. This same dynamic was also identified in oversight group reports during the PPP implementation phase. The quantitative studies were not able to disaggregate local level PPP indicators by number of projects implemented, but this would be a worthwhile consideration to build into the baseline approaches for the next PRF cycle to confirm this observed qualitative pattern.

92. However, non-strategic site selection reduced the relative implementation efficiencies and created subsequent communication and coordination challenges. For example, some implementing partners reported being contracted by multiple RUNOs to carry out similar activities for different projects in the same municipalities. RUNO personnel noted that multiple discrete M&E exercises were carried out with the same stakeholders involved in different projects. Local authorities expressed some confusion over which activity was associated with which RUNO or which project, leading to a lack of overall shared vision of the interconnections between the projects. On the positive side, multiple potential synergies of strategic overlap were cited by stakeholders and already referenced in section 4.1.4.

93. Each project was implemented with the support of a RUNO and an array of implementing partners ranging from a single ministry to more than a dozen implementing partners. The PPP operationalization logic sought to support multiple smaller initiatives rather than fewer larger initiatives to encourage more innovative approaches and experimentation for peacebuilding programming. The largest PPP project ("Unity in Diversity") received nearly US$3.5 million in funding but also encompassed two separate outcomes and involved the collaboration of two different agencies (UNICEF and OHCHR). The majority of projects managed budgets between US$1 million to US$1.5 million over the course of the PPP.

94. In terms of the perceived relevance of the selected projects and the overall PPP ToC, provincial and local stakeholders provided near unanimous affirmation regarding the relevance of the identified drivers in the PBNPA, which were subsequently integrated into the PPP. However, it should be noted that the PBNPA identified a very wide range of potential conflict drivers. The PPP was operating with limited resources and therefore needed to determine which of the potential gamut of drivers would become part of the PPP focus. At the time, the PPP intentionally chose to focus on the internal conflict drivers during this phase of PRF support. Factors such as cross-border issues, migration, organized crime or religious extremism were less the focus of the PPP, although addressed in some projects (e.g. UNFPA; UNDP/UNICEF).

95. Even though the PBNPA identified numerous potential drivers (and with no significant omissions), some drivers listed in the PBNPA received less consideration within the final PPP framework than others. This is not a critique of the drivers chosen based on the 2014 context. However, building on past experience and taking into account the current context in Kyrgyzstan as well as enthusiasm for peacebuilding interventions targeting cross-border dynamics and youth radicalization, the next PRF is an important opportunity to consider a different configuration of drivers.

4.2.2 PPP Coordination and Oversight

96. The management and coordination of the PPP portfolio via the JSC and PBF Secretariat underwent a series of changes and modifications throughout the implementation period. Initially, the JSC met as a single group while the PBF Secretariat provided coordination and information dissemination roles. However, as challenges emerged, other entities were developed to respond to these challenges. Three informal outcome level working groups were organized to assist RUNOs and implementing partners located under a specific

outcome to coordinate, discuss, and respond to implementation challenges. In addition, these informal spaces provided opportunities for more detailed project progress reports than able to be shared in the JSC. An Oversight Group (OG) was also formed to do periodic field visits for project monitoring and to better familiarize the JSC with the realities of field implementation. The OG consisted of 12-15 members representing a mix of UN, Government of Kyrgyzstan and Civil Society representatives.

97. The evolution of the development of the OG and the informal outcome level working groups to supplement the JSC is a positive modification to the PBF structures (in addition to the PBF Secretariat). Although not elaborated from the beginning, each group evolved organically to support a key coordination function or contributed to an important catalytic effect. The collection of different entities within the PPP management and coordination portfolio provided important collaborative spaces for networking, joint problem solving, and building networks and platforms for future engagement. The four main national level entities were the PBF Secretariat, the JSC, the Outcome Level Working Groups (three), and the OG.

98. **PBF Secretariat**. The PBF Secretariat provided a key coordination and information dissemination role. The Secretariat also served as the main point of contact to the PBF and PBSO and played a key mediating role between these entities and the JSC. The Secretariat did face challenges with staffing and turnover, especially during the initial phases of implementation. Although the exact timing of turnover in the earlier years was somewhat vague in respondent recollections, there appeared to have been a wholesale turnover of the entire Secretariat shortly after the PPP operationalization process was completed. The Secretariat was supposed to have a Gender expert and an M&E expert on staff throughout the operationalization process. Interviews with participating RUNOs suggested that a single Gender expert may not have been sufficient to meet the demand of gender mainstreaming across all PPP projects or to do a sufficiently thorough gender analysis. The M&E staff person had originally been slotted to be an international higher level M&E expert but this was eventually downgraded to a lower level national staff supplemented by a UN Volunteer support. This appeared to have created some challenges in the early development of the M&E system for both the individual projects as well as for the PPP as a whole. This did have implications regarding the timing and measurement of the relevant indicators.

99. In spite of these challenges, there appeared to be an evolution in institutional learning over the implementation period and by the end of the PPP implementation, it appeared that the Secretariat had reached a relatively high level of functioning. By the time of the evaluation field mission, respondents were highly affirming the PBF Secretariat's work, noting the improvement of skills and focus throughout the PPP. By the end of the implementation period, the Secretariat had developed systems for disseminating information via newsletters and had developed an M&E system for the PPP as a whole – with measurable indicators.

100. There is some concern that the gap between the PPP and any new PBF funding may cause a loss of institutional memory regarding these functions and roles that will have to be relearned in a new PRF. Another element for future consideration is the PBF Secretariat's important role providing not only coordination, but also strategic balance between different stakeholders (Government, Civil Society, and UN). Placement of the PBF Secretariat and composition could enhance its strategic balancing role. Elements that were repeated multiple times as important considerations were:

1. Secretariat composition to be a mix of national and international staff.
2. Secretariat offices to be physically located outside of the UN or Government of Kyrgyzstan spaces (in "neutral territory" as it were).
3. Secretariat staff to be located in the same office.
4. The Secretariat to have a more regional mandate. Given the overwhelming interest in cross-border work, it is worth considering a regional level PBF Secretariat that would provide more consolidated coordination across Central Asia if the PBF expands its support in this region.

101. **Joint Steering Committee**. The JSC served as an important formal space that allowed for the ratification of decisions and higher level sharing of project progress. The JSC

tended to have a wide and open membership from Government, UN and civil society stakeholders. Although there were some concerns regarding the broad membership and whether this could provide agile management, the open nature of the JSC allowed for a greater sense of PPP ownership and transparency across multiple stakeholders. Complemented by the emergence of other entities such as the outcome level working groups to help contribute to problem solving, the JSC ended up serving an important role for inclusion and ratification.

102. One element for future consideration is that the JSC became an important space wherein high-level Government and UN representatives could ratify decisions related to the PPP. However, the actual debating of decisions and identifying solutions needed to happen in other spaces due to the JSC's large size and its formal structures. The emergence of the other groups did provide spaces for decision-making and discussion – but also had the effect of requiring considerable time from each government or RUNO representative. Based on the field interviews, one factor that appeared to work well was for each agency and government entity to have at least two representatives in the JSC. One representative was a high-level minister or vice minister who attended to formal JSC spaces for ratifying decisions. The other representative was a lower level assistant or coordinator who was involved in the other spaces and who interacted with counterparts to develop solutions. The lower level assistant also kept the high-level minister informed regarding overall PPP dynamics.

103. **Outcome Level Working Groups**. The outcome level working groups are not common as a PBF PRF structure around the world, but appear to have served a very important role in the PPP. These groups emerged as important informal spaces for collective consultation among RUNOs, Government and implementing partners within a single PPP outcome on project progress and problem solving on implementation issues. According to interviews, these spaces functioned best when maintained as an informal space intended to promote deeper conversation and dialogue. During the height of project implementation in 2015, some respondents noted that the interest in hearing the debates in the outcome level working groups was such that often more people would be in attendance at an outcome level working group meeting, then show up for the actual JSC meeting. Some concern was expressed that towards the end of the implementation period, these working groups began to become more formal spaces. This had the effect of losing some effectiveness for problem solving and collaboration because they simply replicated the formality of the JSC on a smaller scale.

104. **The Oversight Group**. The Oversight Group is also an innovation to PBF PRF structures. Most respondents spoke highly of this type of group as having had a generally positive contribution to the PPP coordination as well as to catalytic effects. The OG was comprised of a mix of members from government, UN and civil society who met and organized to carry out project site visits and monitoring of progress. The OG tended to consist of some 15 active members and visits were scheduled bi-annually. This group provided a cascade of positive effects including increased relationship building between government, UN and civil society as well as providing opportunities for collective project monitoring for national level actors to gain an understanding of the realities of field level implementation.

105. However, one lesson emerged: although the oversight group served important functions, considerable training and orientation needed to be done with participating representatives. This included components such as the technical skills of project monitoring, political implications of working as a single group (rather than individual representatives) and a deeper orientation to the overall role of the PPP to peacebuilding. Throughout the implementation phase, continual adjustments and modifications were made to the OG trainings that eventually led to the development of a manual for monitoring as an OG.

106. The turnover of OG membership also created challenges in good monitoring visits. New members needed additional orientation on these skills. As with the PBF Secretariat, there was some concern that the gap between PRF funding and future project development may lead to the loss of institutional memory in terms of the orientation and training needed to the OG members as well as the overall coordination requirements.

4.2.3 PPP Projects and Site Selection

107. Originally envisioned to target 14 districts, the PPP was ultimately implemented at both the national level and then locally in 94 municipalities distributed across all seven provinces and 29 districts. Sixty-five percent of these municipalities are located in the provinces of Osh, Jalalabad and Batken. The other participating municipalities (35 percent) were distributed across the remaining provinces. The initial criteria for site selection prioritized polyethnic populations located near border regions that were the sites of violence in 2010. Ongoing government and implementing partner consultations resulted in the expansion of sites to include other minority groups not involved in the 2010 violence and to consider logics of prevention as well as mitigation or resolution. This led to the expansion of the number of districts and the inclusion of northern municipalities in the PPP.

108. The JSC and participating RUNOs developed general criteria for consideration in targeting municipalities, and RUNOs were advised to select sites from a pre-established list based on the PBNPA. However, each RUNO carried out its own independent process for finalizing their final site selections for their individual projects. Many RUNOs, although not all, consulted implementing partners or Government of Kyrgyzstan stakeholders for finalization of municipalities. The autonomous project site selection processes resulted in ad hoc overlap and, in some cases, unintentional synergies. Overall, 45 percent of municipalities hosted more than one PPP project and 12 percent of municipalities hosted four or more PPP projects.

109. The geographic selection of municipalities to be involved in the PPP was one particularly prominent example of this duplication. While these were relevant municipalities within which to work, in addition to duplication of activities or presence, it did create tensions with neighboring municipalities who often felt overlooked by the project activities. This occasionally resulted in increased tensions at the district or provincial level. It is worth noting that throughout planning and implementation, some projects' activities or locations were changed in order to factor in learning and adapt to evolving needs and priorities; this showed PBF's flexibility (e.g. changing project locations, extending the coverage of peacebuilding actions, finding alternative ways to address sensitive issues).

4.2.4 Project Theory of Change Alignment with PPP ToCs

110. The evaluation team charted the links between the PPP theories of change, the project theories of change and the implementation of activities. This was done via document review and supplemented by qualitative interviews during the field mission. Table 11 provides a short summary of the ToC alignment analysis (color shading reflects the different PPP Outcomes) and Annex 8 contains the more detailed analysis of the ToC linkages.

111. **Relevance of the PPP Theories of Change**. Overall, PPP Theory of Change alignment is sound and the peacebuilding logics appear to be understood by stakeholders down to the local level. Triangulation through other research sources and KIIs referring to the post-2010 violence period confirms the analysis on the drivers of tension and perceptions that underpin the PPP and its projects.[61] In the meantime, the context has evolved. Interviews by the evaluation team with local stakeholders during the field visits, and external observers' analysis indicate other concerns are taking the centre stage, namely issues related to employment, corruption, cross-border, access to basic services/infrastructure, radicalization, migration – as reflected in recent and planned PBF support (e.g. cross-border projects; future PRF on PVE). But as many interviewed stakeholders pointed out, corruption, competition over resources, fights among youth and lack of opportunities can nonetheless still have the potential to fuel inter-ethnic tensions.

112. Data from the endline assessment, from project documentation and evaluations, and qualitative information gathered by the evaluation all point towards positive effects of PPP projects. While it is difficult to attribute such effects to the PRF projects, the fact that inter-ethnic relations appear to be now less an issue in the communities of intervention, compared to 2013, can be seen in itself as a measure of the success of the PPP. It is therefore legitimate

[61] ICG 2016; ICG 2017; Galdini & Iakupbaeva 2016; Sikorskaya 2015.

to assume the theories of change of the PPP Outcomes – and broadly of the projects – proved to be generally relevant. PPP projects seem to have contributed to the improvement of community relations, reduction of local tensions and conflicts, and an increase in citizen trust of LSGs (including the police) in project areas, and to a lesser extent in national state institutions. Other impacts, behavior changes and catalytic effects may not be visible for some time to come, and may require sustained donor and state investment, in addition to political and community ownership. Changes to legal, policy and regulatory frameworks as a result of the projects have the potential for longer-term impacts if effectively implemented.

113. **Consistency and Complementarity of the PPP Theories of Change**. The PPP Outcome theories of change reflect the shared vision and approach of the PPP. From Outcome 1 to 3 there is a sequential logic that looks to explore synergies out of complementary levels of interventions and target groups that should mutually reinforce contributions to the same overall PPP objectives. Outcome 1 focused primarily at central/national level (political, legislative, executive bodies and oversight state and civil society actors) with the main aim of promoting alignment of legal, policy and operational rule of law frameworks in accordance with international human rights standards, and their effective implementation. Outcome 2 focused chiefly in developing/strengthening local level capacities (of local governance structures and actors, and civil society stakeholders), processes and mechanisms for preventing and resolving conflicts peacefully. Outcome 3 focused on the cross-cutting foundational issue of civic identity, through a focus on multicultural and multilingual education, media and youth. Within this, there is significant project overlap, but there are a few project ToCs that would appear somewhat disconnected as standalone. This is most often seen in those seeking to promote state-society relations and trust in the state through a single thematic or stakeholder focus.

114. While the overall conceptual connection among the PPP ToCs to the Project ToCs exists, a few project ToCs were only partially confirmed. There were three primary reasons for not being able to fully confirm a ToC.

1. Incomplete implementation of project activities or if some components were not implemented.
2. Underlying assumptions needing to be revised or local level stakeholders not always understanding the peacebuilding logic in the projects.
3. All the components of the TOC were not measured in the end of project reports or end of project evaluations.

115. In most of the projects, the activities implemented are aligned with the project ToCs. In two cases, the project ToCs were relatively broadly defined, making links to specific project activities somewhat more loosely connected and contributing to different understandings of project peacebuilding logics among stakeholders. Three projects sponsored activities only partially linked to the ToCs. These were mostly the same projects where local level stakeholders had a weaker understanding of the peacebuilding logic behind the project Theory of Change, or where stakeholders prioritized other logics. This suggests that in a few projects, communication and ownership downstream could be improved to ensure greater alignment from national level stakeholders to provincial level stakeholders to implementing partners to local level stakeholders and project participants.

Table 11: ToC Alignment from PPP to Activities by Project[62]

Project	Alignment with PPP ToC	Project ToC and Activities Alignment	Observations
PBF/KGZ/B-1: Building Trust and Confidence Among People, Communities, and Authorities	Yes	Yes	Good understanding of underlying logic by stakeholders. Validity of TOC confirmed in endline assessment.
PBG/KGZ/B-2: Improving the Rule of Law and Access to Justice for Sustainable Peace	Yes	Yes	Good understanding of the underlying logic by stakeholders. Validity of TOC confirmed in endline assessment.

[62] Data from Theory of Change Analysis Exercise in PPP Evaluation Process

PBF/KGZ/B-3: Peace and Trust: Equal Access to Law Enforcement and Justice	Yes	Yes	TOC only partially tested. All components were implemented but measurement of the TOC outcomes (increased perceptions of effectiveness of police and trust in police) were not measured in the evaluation. Challenges to implementation due to lack of political will which was key underlying assumption.
PBF/KGZ/B-4: Peace and Reconciliation through Strengthening the Rule of Law and Human Rights Protections	Yes	Yes	TOC only partially tested due to lack of implementation of all components. Challenges to implementation due to lack of political will which was key underlying assumption.
PBF/KGZ/A-1: Strengthening Capacities of LSGs for Peacebuilding	Yes	Yes	Good understanding of underlying peacebuilding logic by stakeholders. Project TOC confirmed by endline assessments.
PBF/KGZ/A-2: Building a Constituency for Peace	Partially	Partially	Project ToC is justifiable under expansive Outcome 3 TOC, but the age of the targeted beneficiaries appears to be out of sync with the target ages who participated in the violence. Youth beneficiaries illustrated positive effects at personal level. Link between activities (and age groups) and the project TOC is unclear in some cases. Poor understanding by stakeholders of underlying peacebuilding TOC logic. Assumptions underestimated local culture/mentality impacts.
PBF/KGZ/A-3: Building Trust and Confidence Among People, Communities, and Authorities	Yes	Yes	Good understanding of underlying logic. Validity of TOC confirmed in endline assessment.
PBF/KGZ/A-4: Multisectoral Cooperation for Interethnic Peace Building In Kyrgyzstan	Yes	Yes	Project logic not systematically understood by stakeholders. Difficulties engaging religious groups and actors needs to better inform underlying assumptions on incentives for engagement.
PBF/KGZ/A-5: Youth for Peaceful Change	Yes	Partially	Project logic not systematically understood by stakeholders and business logic dominates among local actors.
PBF/KGZ/D-1: Unity in Diversity	Yes	Yes	Good understanding of project logic by stakeholders although sometimes socio-economic logic of MLE supersedes its peacebuilding logics.
PBF/KGZ/B-5: Media for Peace	Yes	Yes	Project logic not systematically understood or prioritized by stakeholders with apparent dominance of business employment logic.
PBF/KGZ/D-2: Youth for Peaceful Change	Yes	Partially	Project logic not systematically understood by stakeholders and business logic dominates among local actors.

4.2.5 PPP Project Implementation and Efficiency

116. Due to the large number of projects and multiple RUNOs with varying levels of project management experience, the implementation process of the PPP experienced considerable variation in terms of successes and challenges to implementation. These are considered through three categories: Project Efficiency, Project Collaboration and Responsiveness, and Project Peacebuilding Sensitivity.

117. **Project Efficiency:** Table 12 profiles expenditure rates by year and project. Although the projects were to begin in January 2014, seven of the 12 projects reported less than 25 percent expenditures by the end of 2014. The situation improved dramatically by 2015 and 54 percent of all the PPP expenditures that occurred took place during the 2015 fiscal year. Most of the project reports cited delays in implementation startup but by the end of the PPP period, 84 percent of the allocated funding had been spent.

Table 12: Project Expenditure Rates (Ordered by size of project)[63]

Project Title	Approved budget / net funded amount	Total (actual)	2014	2015	2016
Unity in Diversity	3,376,535	2,552,653	**18%**	**76%**	**76%**
Strengthening capacities of LSGs for peacebuilding	1,728,877	1,599,199	**36%**	**74%**	**92%**
Building a Constituency for Peace	1,602,130	1,493,521	**27%**	**53%**	**93%**
Peace and Trust: Equal Access to Law Enforcement and Justice	1,460,700	1,331,484	**23%**	**91%**	**91%**
Building Trust and Confidence among people, communities and authorities (Outcome 2)	1,073,287	943,908	**47%**	**88%**	**88%**
Peace and Reconciliation through strengthening the rule of law and human rights protection	1,065,753	635,122	**17%**	**60%**	**60%**
Improving the rule of law and access to justice for sustainable peace	1,027,000	888,294	**10%**	**49%**	**86%**
PBF Secretariat Support to Joint Steering Committee and PRF projects	950,200	709,880	**21%**	**47%**	**75%**
Outcome 3 - Youth for Peaceful Change	919,526	802,989	**34%**	**82%**	**87%**
Multisectorial Cooperation for Inter-ethnic Peacebuilding in Kyrgyzstan	822,140	819,522	**25%**	**96%**	**100%**
Outcome 2 - Youth for Peaceful Change	605,825	602,196	**36%**	**82%**	**99%**
Building Trust and Confidence among people, communities and authorities (Outcome 1)	350,959	315,221	**47%**	**90%**	**90%**
Media for Peace	309,268	219,411	**0%**	**36%**	**71%**
Total	15,292,200	12,913,400	**25.5%**	**72.1%**	**84%**

118. Individual project reports cited a range of elements that contributed to implementation challenges and low achievement. The most commonly cited internal factors related to the delays created by the different UN agencies intending to align their internal systems with each other. Further delays occurred for some RUNOs who needed to build the implementation structures (e.g. staff recruitment) to be able to carry out their projects. The most frequently cited external factors related to legislative procedures in the government of Kyrgyzstan and a lack of political will for implementing certain projects. The legislative procedure challenges referred to the time required for policies and legislation pieces to be approved and enacted as well as to the election cycle processes and the delays that occurred during the transition to new deputies and personnel. These factors were also cited in the qualitative interviews as the primary influence for low efficiency. However, most of the RUNO representatives noted that there had been considerable learning and expertise built in the course of implementing these projects and they felt that efficiency would be enhanced in subsequent projects.

119. The project document citations related to lack of political will are in contrast with the qualitative interviews where stakeholders stated the value of high level governmental ownership in the PPP via support of the President's Office. There are two possible factors influencing this contradiction. First, although there is high level government ownership, there may not be broad government ownership of the PPP priorities. During the field mission, a repeated observation from multiple levels and respondents emphasized the importance of having both high level and broadly spread ownership of the PRF priorities by government and state authorities. This was cited as a necessary factor, not only at the

[63] Data abstracted up until April 2017 from Annual Reports for all projects. Documents found on the Multi-Partner Trust Fund Gateway: http://mptf.undp.org/document/search?fund=PB000&country=KGZ&go=true

national level but also at provincial, district and municipal levels as well. Many respondents at all levels expressed concern that while there was high level ownership from the Office of the President, there may not have been as extensive broad decentralized ownership of PRF priorities as would be desired across the Government of Kyrgyzstan.

120. The second possible factor may be related to whether the Government of Kyrgyzstan representatives prioritized certain elements within the PPP differently than some UN agency priorities, leading to reports of lack of political will inhibiting some implementation. For example, the multi-lingual education (MLE) component was cited by both UN and Government of Kyrgyzstan representatives as an important priority and this component appeared to have both rapid implementation and fairly fast scale up. In contrast, priorities such as human rights or inter-ethnic relationships were understood differently and seemed to experience more implementation challenges. The project most focused on human rights also had the lowest implementation percentage (60 percent of total allocation expenditure).

121. The differences in perspectives between some UN agency representatives and GoK representatives are likely based on both differences in basic frameworks as well as different interpretations regarding the degree of emphasis to allocate to each priority. For example, in terms of inter-ethnic relationships, it appeared that some of the UN agency representatives operated from a rubric of promoting the valuing diversity. In contrast, some of the Government representatives (although not all) appeared to operate from a rubric of assimilation. Therefore – considering MLE as a contributor to improved inter-ethnic relations - both UN agency representatives as well as GoK representatives supported MLE but for different rationales. The UN agency representatives supported implementing MLE to provide space for study in multiple languages beyond the national language of Kyrgyz. In contrast, Government representatives praised MLE because it would allow for the teaching of Kyrgyz in non-Kyrgyz schools and thus allow all children equal access to the national language.

122. These differences were also seen in relative priorities. Some UN agency representatives felt that the issue of inter-ethnic relationships and the treatment of minorities needed to take precedence in the development of PPP programming (such as promoting more inclusion of ethnic minorities in police or emphasizing diversity values in messaging). In contrast, some GoK representatives were more often interested in prioritizing LSG capacity building or strengthening governance capacity (such as trainings on inclusive budget processes or passing legislation for revising the criminal code). While all of these components were embedded within the PPP, their perceived relative importance led to different levels of engagement and motivation.

123. **Project Coordination and Collaboration**: Implementing partners generally spoke positively of the collaboration and responsiveness they received from UN agencies within the framework of a specific project. Stakeholders from two implementing partners were less positive about the coordination and collaboration with the RUNO. In their respective cases, they felt that the RUNO was not very responsive in providing clear and timely communication and was insufficiently collaborative and consultative in terms of project design and site selection. They also felt that the RUNO did not have a clear understanding of the technical elements of the project in question. However, it should be noted that this issue pertained to only two interviewed implementing partners and was not a common phenomenon within the PPP as a whole.

124. While communication regarding project specifics was generally good, not all implementing partners were aware of the global nature of the PPP and the larger PPP objectives. Respondents from four interviewed implementing partners expressed satisfaction with their specific relationship to a RUNO in the frame of a project, but were not aware of nor could articulate the global PPP under which the project operated. This created the potential risk that the partners might miss opportunities to maximize the global PPP objectives because of a perspective limited to a single set of project activities. Although communication both internally and broadly to the overall PPP was a concern with these six implementing partners interviewed, it should be noted that these are relatively small numbers and the low

numbers of dissatisfaction point to an overall satisfaction with the individual RUNO-implementing partner relationships.

125. The coordination ***among*** PPP projects remained a work in progress and was often ad-hoc or emergent. One result of this more ad hoc coordination among PPP projects is that at times the same NGOs were contracted to work on many different projects. One frustration expressed by NGOs in this position was that they often had to take on an unofficial coordination role among the contracting RUNOs when potential duplications or contradictions emerged. Another concern expressed by external observers related to the opportunity costs of contracting the same NGO for multiple projects. This effectively reduced the diversity of NGO representation among the PPP stakeholders and reduced the opportunities for other NGOs to become connected and informed of the PPP interventions.

126. **Peacebuilding Sensitivity**. One implementation-related factor observed during field mission visits was the dynamic of implementing activities within a frame of peacebuilding sensitivity. In peacebuilding work, the way one does implementation is often more important than the specific activity in question. Many activities from disparate fields can be justified as peacebuilding relevant within the frame of a particular context analysis or theory of change. However, in order to maintain this peacebuilding focus, the way the activity is implemented must be done within the logic of following peacebuilding sensitive principles. For example, an agricultural project may be justified with the frame of a peacebuilding ToC as providing a space for multiple ethnic groups to interact with each other as a way of improving inter-ethnic relations. However, how the implementation criteria are framed could be either peacebuilding or agricultural focused. For example, are project participants being selected with a view to providing a mixed ethnic group, or are they being selected for agricultural criteria? Project activities may be carried out for furthering agricultural skills, but would need to integrate steps and processes that promote healthy inter-ethnic collaboration. An agricultural project could therefore be peacebuilding relevant, but may lose its peacebuilding focus if activities are not implemented based on peacebuilding sensitive principles.

127. Project design documents showed peacebuilding rationales, demonstrating theoretical peacebuilding relevance with the frame of their theories of change. However, during field mission interviews, it was observed that even if the original project design had a justification for peacebuilding, for some activities at the local level, the peacebuilding sensitivities described in the documents did not always appear to be understood or used by the implementing partners or target groups.

128. This led to some situations where the project results framework showed good achievement of specific project activity targets and outputs, but where the PPP level impact was diluted and the actual contribution to peacebuilding objectives such as improved inter-ethnic relationships or trust in government was less apparent. Two factors appear to have had some influence on creating this type of situation. First, in some cases, it appeared that the RUNO was contracting an implementing partner to do a non-peacebuilding related project that the implementing partner had already been doing but this time with the justification of achieving a peacebuilding outcome. In this case, the partner would continue to implement based on their original project approaches without taking into account the peacebuilding objectives. A second dynamic appears to have occurred when the RUNO contracting the implementing partner was insufficiently clear in communicating the overall PPP objective or the specific peacebuilding contribution of the contracted activity. This could lead to the partner not being opportunistic in maximizing the peacebuilding objectives while doing implementation.

129. It should be emphasized that this challenge was particular to two projects and was not a factor in the majority of the PPP projects. However, the mismatches at the local level did appear frequently enough in the field mission interviews to highlight the importance of thorough communication of peacebuilding sensitivity to the local levels of implementation.

4.2.6 PBF Performance, Catalytic Effects and Indirect Impacts

130. Three tables in Annex 3 summarize some of the key elements cited by respondents during the field mission regarding the catalytic effects related to supporting the PPP by the PBF and the indirect impacts in the context of the PPP implementation in the field.

131. **PBF Performance**: The most frequently cited element related to PBF performance was a strong appreciation for learning and flexibility. The PBF instrument was highly valued and appreciated for its flexibility and responsiveness to changing conditions. Projects could be modified as new learning emerged, funding could be reallocated to address new actions or interventions in light of emerging priorities or implementation difficulties, and a general environment supporting reflection and responsiveness was noted.

132. The less frequently cited criteria were the promotion of innovation and the mainstreaming of peacebuilding activities. Many, if not all, of the RUNO projects could not be considered innovative due to the fact that similar projects had been implemented previously outside the frame of the PPP. Only about two to three of the selected projects in the PPP were completely new initiatives on the part of the RUNOs. Two RUNOs implemented projects in fields outside their normal expertise – or had not engaged at all in project implementation. However, although the projects themselves were not necessarily innovative, specific activities within the frame of the project were considered new or innovative related to the particular intervention. In addition, most affirmed that the PPP spaces for coordination and the development of the OG and the outcome level working groups were innovative (and highly appreciated) coordination spaces.

133. Mainstreaming peacebuilding actions and approaches of the PPP into other projects occurred infrequently; few other donors or non-PPP members reported using the PPP or its elements as frameworks for consideration of peacebuilding. The PPP was relatively unknown outside the immediate UN or Government of Kyrgyzstan circles. At the same time though, the PBF support to the range of RUNOs did encourage the adoption of a peacebuilding framework among some RUNOs who had not previously used this analysis. In addition, some particular components of the PPP have the potential to become more mainstreamed in future work such as the multi-lingual education models or the LSG dispute resolution and capacity building trainings.

134. In terms of sharing expertise, PBF performance would be seen as high in the design phase of the PPP and also in the emergence of the OG and outcome level working groups. However, non-JSC stakeholders expressed a strong desire for more opportunities for expertise exchanges beyond the national JSC level. For example, many project participants expressed significant appreciation for opportunities to network or connect with similar stakeholders from other regions. Another possibility mentioned pertained to convening the multiple implementation partners under a single project for sharing and discussing implementation and progress.

135. Respondents did not generally consider that the PPP missed political opportunities, although the election processes were the most often cited as not being addressed with sufficient forethought. While the PBF-supported trans-border project does not fall within the purview of the PPP, this project has received considerable interest and enthusiasm from stakeholders within and outside the UN system for its innovative approach. The elaboration of this project could be viewed as an important example of seizing political opportunities as they emerge across the Central Asia context.

136. **Catalytic Effects & Indirect Impacts**. The most positive indirect impacts cited by stakeholders, particularly at the local municipality levels, related to the creation of networks and collaborative spaces that facilitate other peacebuilding work and the catalyzing of other funding opportunities for further peacebuilding. One important outcome of the PPP noted by some respondents was that it created a space where UN agencies, civil society and Government stakeholders could discuss politically sensitive issues that might not otherwise be able to be addressed.

137. The least cited elements related to sharing expertise, the promotion of innovative or risk-taking peacebuilding actions, and political responsiveness to new opportunities. Expertise was shared during the development of the overall PPP – especially in the conflict analysis and the theories of change. However, once implementation began with the individual projects, there was relatively less sharing of expertise between projects due to the relatively isolated nature of implementation. Respondents did note that this improved over time with the outcome level working groups and oversight group, but the limited sharing of expertise seen in the PPP is one factor motivating the consideration of an integrated project approach in the next PRF cycle.

138. As noted earlier, most of the projects selected were built on the IRF supported projects and peacebuilding experts did not consider any of the projects to be particularly new or innovative to the context. However, the attention to minority group representation was a politically sensitive issue that was integrated into the PPP and otherwise would not likely have been addressed. Further, for some of the implementing RUNOs, the projects developed were innovative in the sense that these activities or focus had not been done previously by the RUNO in question and there was innovation in terms of the way that some of the activities were integrated into peacebuilding framework. Thus one indirect impact was expanding the capacity of some RUNOs for implementation of projects not normally related to their mandate.

139. Other indirect impacts are seen from the annual project reports. In the annual project report templates, project officers were to fill in a section each year identifying the catalytic effects that have occurred as a result of the implementation of the particular project. This is an open-ended format which is not aligned to the pre-established framework described in the evaluation features section. The PBF rates catalytic effects from project reports in terms of financial leverage or unleashing processes. However the reports did include other considerations on occasion in this section. An analysis of the open-ended responses in the project report profiles the implicit framework for categories of catalytic effects in addition to the two PBF criteria (Table A3.2 in Annex 3).

140. The most frequently cited indirect impact[64] (eight out of 12 projects) pertained to the adoption of practices by local governments or other entities beyond the target area of the project and without the support or promotion of PPP funding. The difference from the PBF criteria of unleashing processes is that the reports are citing the diffusion of an innovation of practice horizontally across local entities rather than altering a policy at the national level, which allows for local entities to respond. Funding mobilization was the second most cited indirect impact (five out of 12 projects). In the context of how project officers cited funding mobilization, it was often via local government entities having their capacity built sufficiently to be able to access other donor sources as a result of a project being implemented. The amounts of funding were relatively small and often unrelated to the PPP objectives, but were cited to demonstrate the capacity of local governments for increased revenue streams. This pattern from the qualitative interviews where respondents also identified the opportunities of local municipalities for funding mobilization.

141. Increased coordination and network platforms were the third most cited category (four out of 12). Less frequently cited elements included increased transparency and accountability in processes, building expertise for future peacebuilding work, systems building, and increased sensitivity to gender equity issues in programming. Although mainstreaming peacebuilding actions among non-PPP members was not a commonly cited phenomenon from project reports, there is already significant consideration for further expanding the membership of the JSC to more explicitly recruit these types of actors to be active JSC members. This intent can have a positive effect on several elements for indirect impact including increasing stakeholder types, creating greater awareness of the PRF approach among non-PPP actors, and sharing expertise. As such, the evaluation team affirms this as a positive action for consideration.

[64] Most frequently cited may not be the ones that are most effective for contributing to indirect impacts. The tables merely cite those themes that multiple stakeholders reported in interviews.

4.2.7 Elements for Future Consideration

142. The collaborative spaces at the Bishkek level in the PPP are viewed as positive and should be replicated in future PBF support. Several key themes emerged as important elements to consider for future PRF projects to enhance the catalytic effects of the PBF portfolio of support.

143. **Strategic Analysis**. Themes discussed in the collaborative spaces tended to focus on operational challenges or individual project updates. When asked for examples of types of topics covered in the JSC or outcome level working group meetings, all examples cited related to discussing an implementation challenge, relationships with specific implementing partners, or sharing project progress updates in terms of activities accomplished and budget expended. No stakeholder cited examples of discussing progress towards the strategic objectives or analyzing whether the peacebuilding priorities reflected in the TOC were still valid.

144. It appeared that the ToC was not systematically used as a tool for promoting and monitoring peacebuilding objectives, which sometimes led to losing the peacebuilding logics in projects. In a few projects, business/employment objectives predominated over peacebuilding logics, reflecting the immediate priority of stakeholders/beneficiaries. Connecting peacebuilding objectives to stakeholders' more immediate priorities provided opportunities for mainstreaming peacebuilding objectives in more tangible ways. This appears to have been the case across several projects, although in some cases opportunities were missed, underlining the need for close accompaniment and collaboration with implementing partners and the use of ToC as a monitoring tool.

145. **Coordination at Provincial and Local Levels**. The national level spaces of the JSC and other entities provided potential opportunities for operational coordination and to develop a shared understanding and approach within the PPP. However, coordination and intentional collaboration among the provincial and municipal level actors was less common. At the provincial level, coordination efforts were often ad-hoc and tended to quickly revert to isolated implementation unless the implementing partners were involved in multiple projects or more than one RUNO was responsible for coordination.

146. At the local municipality level, there are a range of local level actors involved with different UN projects including the municipal authorities, the POM (local level police force), the municipal council, women's councils, the youth committee, the council of elders, school officials, village heads, among others. One constant theme in local interviews was that there appeared to be relatively little coordination among these bodies and very limited understanding regarding the overall objectives of the PPP or the relationship of each of these actors to the larger set of projects involved.

147. Some of the local municipal respondents expressed confusion over which UN entity was supporting which activity or for what purpose. Others mentioned being involved in the same type of activity multiple times implemented by different RUNOs or sometimes by the same implementing partners, but within the frame of different projects.[65] Many municipal authorities suggested the need for a more coordinated or strategic intervention coordination among the RUNOs and projects such as the development of a "pre-organizing" coordinating committee at the local level. This coordinating committee might be comprised of representatives from all of the local level entities who are targeted in the individual PRF projects and would be the main point of contact and engagement for all projects implemented in the local municipality. National level stakeholders were skeptical of the feasibility of such a coordinating committee at the local level; however, the suggestion from local authorities suggests the need to explore some form of enhanced coordination in future PRFs. The use of an integrated programming approach may partially address this challenge.

148. Finally, the JSC and the outcome level working groups provided an excellent space for disseminating information on project progress and updates on communication. At the

[65] For example, a young woman on the municipal council reported receiving a training three times – once as part of a youth project, once as part of a women's empowerment project, and once as part of the municipal council.

provincial and district levels, government representatives and local implementing partners felt much less informed regarding overall project progress or the PPP portfolio contribution as a whole. This limited the degree of shared understanding and coordinated action.

149. **Implementing Partners**. While the pre-existing history of RUNOs with some implementing partners provided a level of comfort for engaging in new (or peacebuilding adjusted) activities, it would be worthwhile to consider expanding the pre-existing network of implementing partners to identify those who may be more explicitly peacebuilding focused or who have easier access/established work with specific target groups, even though not familiar with donors' procedures and requirements. This is not a universal observation regarding all implementing partners, as many were indeed peacebuilding focused entities with long histories of engagement in the field; rather noting that a considerable number of stakeholders suggested it would be important to expand the range of implementing partners in future peacebuilding programming.

150. **Gender Sensitivity**. The theme of gender sensitivity is a cross-cutting issue and is considered an important element to integrate into any peacebuilding programming. Although gender inequality per se was not described as a key conflict driver in Kyrgyzstan, the original call to the RUNOs was to ensure that 30% of the PBF allocations were to go to outcomes or activities specific to women's empowerment. This was a global innovation in the PBF portfolios at the time. The PBF Secretariat Gender specialist was to provide some analysis to confirm whether this was achieved via gender marking on the original design documents.

151. The evaluation team found that attempts were made to take gender sensitivity into consideration during project design, implementation and monitoring. This was done during the PPP development phase with a simplified gender analysis exercise; in the PPP operationalization phase, prioritization of gender sensitivity was one criterion for project inclusion. During PPP coordination, the PBF Secretariat included a gender expert (although recruited later in the process) and UN Women was seen as being the primary resource for gender integration in implementation. Oversight group membership and JSC membership was also reviewed to ensure gender balance. In PPP implementation of projects, gender balance among project participants was considered a priority as well as in the monitoring processes for the projects.

152. Project report templates and the JSC annual report templates included a section in the format devoted to analyzing the gender considerations in the project. A review of the project reports notes that all projects maintain that gender is being taken into account but often provide relatively little evidence to support this beyond mentioning recruitment criteria related to equal gender representation in some project activities. Three projects do give statistics regarding percentage of women participating, but this is not the same dimension as percent of funding allocated. In the participation figures, the percent of project activities targeting women's issues ranges from 22-46% of total project activities. The conclusion is that although projects are encouraged to take gender into consideration, there is relatively little systematic analysis regarding gender in project reports.

153. However, the degree of gender analysis and sensitivity was limited by resource availability for supporting this element. A widespread perception among multiple stakeholders held that there were insufficient structural and financial resources to adequately support true gender mainstreaming across all of the projects. The PBF Secretariat did have a gender specialist as part of the staff, but a single staff person was viewed as being insufficient to be able to support the degree and scale of analysis required by multiple projects in addition to the PBF as a whole. The initial gender analysis exercise was an oft-cited example. The resources required for an in-depth and detailed gender analysis would be on the same order as the resources required for a conflict analysis such as the PBNPA. In the absence of this level of resource support and time, the gender analyses were often complementary exercises or relatively high level in their application. Respondents did note that the role of gender considerations often fell on UN Women, but further noted that the level of available structural support from UN Women could not respond to the diversity of the projects under consideration. It is not realistic to assume that the PBF itself can supply the available

additional resources for true gender considerations but it may be helpful to consider the available resources and their utilization within the next PRF. For example, the elaboration of fewer, larger projects within the portfolio or the development of integrated programming approaches mentioned earlier may be better matches for the available gender resources.

4.3 Sustainability, Gaps and Future Directions

4.3.1 Sustainability

154. The impact of the PPP portfolio has shown positive changes in the peacebuilding context, and the management and coordination of the PPP portfolio has contributed to a range of catalytic effects. However, there are significant sustainability challenges to maintaining these gains. The two most commonly cited sustainability challenges appear to be turnover and subsequent institutional memory loss at provincial, regional and local levels as well as lack of information dissemination in the chain from the national level projects to local level participation.

155. **Legislation Implementation**. The PPP indicators show significant progress in the development of new legislation and policies. A concern persists that budget and management systems had not yet been established for implementation of the legislative and policy development throughout the country.

156. This was also seen at the local level with municipal authorities. Respondents noted that new local self-government mandated services are available at the municipal level, but since the end of the PPP implementation, there is insufficient funding to maintain these services. So while they technically exist in the legislation, they are not available to the local community.

157. **Local Self Government turnover**. The capacity building of local structures has had a positive effect, but this effect is frequently lost after election processes remove stakeholders who received training. In the visited municipalities there had been a 70-80 percent turnover among deputies and office holders from the 2016 end of project and there is no system or funding in place for retraining and reorientation of these new office holders. This institutional memory challenge was also observed at the provincial and district levels. There does not yet appear to be a system in place that can provide ongoing orientation and training to new office holders after the elections. GAMSUMO may be able to provide such a role eventually but this body has also suffered from significant institutional memory loss and lacks the overall resources to reach the entire system. Furthermore, building the capacity of permanent LSG staff may also help mitigate the turnover of elected LSG heads and deputies.

158. **Post-Implementation Decline**. Projects within the PPP that supported local self-government capacity building that ended in late 2015 or early 2016 showed declines in their indicator values as measured in the PPP endline study a year later in December 2016. For example, the PPP endline study showed a decline in local stakeholders' perceptions of the effectiveness of the local structures for dispute resolution (especially the municipality and the municipal council). Although termed the PPP baseline, the measurements in 2015 were actually at the height of the investment in projects for sustaining and capacity building of local self-government entities. Although these declines were not severe, there was an observable decline on all dimensions related to effectiveness. In another example, GAMSUMO ratings by local stakeholders on effectiveness, trust, accessibility and integrity all declined after the end of project implementation. This consistent post-implementation decline of key indicators suggests that ongoing system building has not yet been achieved to maintain the gains of targeted interventions.

159. **Post-Project Dispute Management**. At the local municipal level, multiple stakeholders mentioned a common confusion regarding the roles and responsibilities of different entities in post-project infrastructure disputes. To highlight a specific example, if an infrastructure development product such as a school or police station was later judged to be inadequate, local stakeholders expressed uncertainty concerning to whom the issue should be addressed – whether the UN agency that funded the infrastructure, the contracted NGO implementing partner who built the infrastructure, the state agency under whose jurisdiction

it remains (such as the Ministry of Education), or the municipal government within which the infrastructure was built. These redress processes are likely to have been integrated into the original Memoranda of Understanding or project documents, but with significant personnel transitions at the local level over the life of the PPP implementation period, the current stakeholders at the local level were not aware of how these issues were to be addressed. This lack of clarity led to a number of infrastructure disputes remaining unaddressed.

160. **Exit and Transition Strategies**. Although many of the national level RUNOs reported having exit and transition strategies for their projects, most of the local level stakeholders interviewed appeared to be unaware of the transition or exit plans. Many regional, district and local level stakeholders interviewed felt that the processes had halted at the end of the project and they were unsure what the next steps or processes were to be for ongoing sustainability. Again, much of this uncertainty may be due to internal and external personnel transitions and subsequent institutional memory loss. However, there also appears to have been incomplete transmission of transition plans to local level stakeholders. This led to many stakeholders noting a lack of sufficient internal financial resources to continue programming as well. It may be worthwhile considering how to engage local level stakeholders more intentionally in the development of these plans and strategies for transition in order to expand the shared understanding across all levels of project missions, objectives and future actions.

4.3.2 Peacebuilding Gaps and Future Directions

161. The Theory of Change analysis supports the decision in 2014 to focus on internal inter-ethnic conflict drivers as the best means for effectively addressing some of the peacebuilding conflict drivers. Subsequent learning in the course of PPP implementation led to reorganizing the priorities of the PBNPA factors and the PPP theories of change as the context shifted. The positive adaptations are affirmed and are not intended to be cited as gaps overlooked at the design phase. The learning integrated into the PPP adaptations lays the groundwork for prioritizing the conflict drivers differently in the next PRF funding. The key adaptations to the original Theories of Change - and seen in current stakeholder interests – included:

a. Increasing interest in targeting mono-ethnic communities in peacebuilding initiatives (in addition to polyethnic populations).
b. Integrating initiatives targeting cross-border and external drivers (in addition to internal conflict drivers).
c. More emphasis on the PBNPA identified elements of youth unemployment, radicalization, and corruption.
d. Continuing to emphasize the promotion of participation of minorities in public life building on initial policies for increasing minority representation in institutions and civil service.

162. **Geographic Coverage and Mono-ethnic communities**. As mentioned earlier, the logic of target municipality selection for the PPP was based on areas of inter-ethnic or cross-border tensions and areas which experienced violence from the 2010 events. This led to prioritizing municipalities close to major centers and polyethnic populations. According to project level data, qualitative interviews from the field missions and national level surveys, there appears to be triangulated patterns that inter-ethnic relations have improved.

163. However, most of these gains appear to have occurred in the polyethnic populations. Multiple respondents at all levels suggested that future consideration should be given to targeting more isolated and mono-ethnic areas. There was a shared perception that levels of intolerance and socio-economic marginalization may actually be higher in the mono-ethnic and more isolated areas and that these may be important factors for future threats to peace. The geographic expansion of targeted municipalities over the course of the PPP is to some extent reflective of this shift in focus to mono-ethnic areas, but it may be worthwhile to consider further focus on these more isolated or closed communities.

164. **Future Threats to Peace**. Most of the interviewed stakeholders believed that the drivers addressing the status of inter-ethnic relations were also key drivers for mitigating the emergence of violent extremism. This assumption regarding the similarity in key drivers for violent extremism has not been confirmed through research or a needs assessment, and therefore should be treated as provisional for the time being.

165. However, there was a shift in terms of the degree of emphasis placed on the different drivers. As part of the field mission interviews, all respondents were asked to identify what they saw as the future threats to peacebuilding in Kyrgyzstan.[66] The question was not framed as specifically asking for views on the conflict drivers related to violent extremism, but more generally as what they perceived to be the future threats to peace. Nearly all of the interviewed provincial, district and local level stakeholders cited the same four future potential threats to peace: youth unemployment, non-demarcated boundaries, corruption and radicalization. A large majority also cited social fracture due to migration, a lack of basic infrastructure and education/social services.

166. Although most of these elements were addressed within the frame of the PPP, they were not always emphasized to the degree of stakeholder concern. For example, youth unemployment was by far the most common response as the next big threat to peace. Youth unemployment was noted in the PBNPA and is represented in the PPP, but only as a single component in one of the twelve projects of the PPP. Non-demarcated boundaries, corruption and radicalization (as different from violent extremism), are also elements found in the PPP, but were not primary areas of emphasis. It may be worthwhile considering emphasizing these in a more focused manner in subsequent PBF funding.

167. The issue of youth unemployment was a particularly interesting dynamic in that respondents perceived youth unemployment as a particularly important factor contributing to emerging radicalization and violent extremism. Respondents claimed that youth who were idle were more prone to encounter radicalizing messages, and furthermore, if the youth were kept busy and engaged in meaningful work they would not be as prone to radicalization and violence. However, during the field mission exit debriefings, it was noted that the PBF has funded research whose findings suggest youth unemployment is not a factor for radicalization. Although no citation was given, it is likely referencing a joint study sponsored by the International Labour Organization, PBSO, The World Bank and the UNDP.[67] This research noted that the theories of change are well developed and that there are strong theoretical foundations for the belief that employment programs can lead to peacebuilding. However, the study further notes that the empirical evidence base is weak, which prevents strong conclusions being made on whether or not employment programs build peace. Whether youth unemployment is a legitimate conflict driver for violent extremism in Kyrgyzstan is beyond the scope of this evaluation.

168. **Civic Integration**. The assumption that participation of minorities in public life could be addressed by increasing minority representation in institutions/civil service may face the double challenge of limited political will at the national level for more intentional civic integration legislation combined with limited political will among some minorities to actually aspire for more engagement in public institutions. This combination of challenges may be one reason that, while the projects succeeded in adapting some policies and legal or regulatory frameworks in this regard (e.g. competitive recruitment to all police bodies), there was limited interest or will to extend related measures beyond some limited sectoral areas or institutions (e.g. transit police, police academy for the UNODC project) and little to no change in actual representation across the three years of the PPP; project and outcome indicators related to representation show little or no change. It may be worthwhile reassessing some of the assumptions or reassessing incentives and entry points on topics related to civic integration of ethnic minorities.

[66] This was not intended to be a Peacebuilding Needs Assessment Study, but was a response to the Scope of Work mandate to explore peacebuilding gaps.

[67] Employment Programmes and Peace: A Joint Statement on An Analytical Framework, Emerging Principles for Action and Next Steps. Sept. 2016.

5 Conclusions

5.1 Evaluation Dimensions

169. The narrative analysis in the report explored the five evaluation dimensions and the gender sensitivity component. The following table summarizes the key findings from the analysis.

Table 13: Evaluation Summary by Dimension

Dimension	Summary
Relevance	• PPP peacebuilding factors relevant at the time. Many are still relevant for future PRF support, but may be prioritized differently in 2017. • Design process considered highly collaborative and participatory exercise. • PPP projects were aligned with the priority plan and had strategic coherence with each other. However, a couple of the projects appeared less well aligned in terms of the connection between the projects Theories of Change and the actual activities implemented.
Efficiency	• The PBF instrument is seen as highly flexible and responsive, with meaningful support provided as needed in the development and implementation of the PPP. • The relatively innovative nature of the PRF instrument for the Kyrgyzstan context, an emphasis on openness and competition through the individual competitive bidding process for project selection were deemed important for improving the quality of the projects, but did reduce overall efficiency of implementation and generated relatively high transaction costs.
Effectiveness	• The PPP portfolio did achieve higher level results in all three priority areas. The amounts of increase varied among the three outcomes, but were all at least mildly positive. • The PPP was viewed as being strategically important and appropriately seized political opportunities for greater peacebuilding impact. • The actual coordination between projects by the RUNOs and implementing partners was a work in progress and often emerged as ad-hoc rather than systematic; the outcome level working groups did create potential for enhanced coordination.
Impact	• The overall impact of the PPP portfolio varies among the outcomes but there is at least mild positive progress for all three priority outcomes. • Outcome 1 produced significant amounts of new legislation • Outcome 2 generated increased local capacity especially in the budgeting process and integrating women and youth considerations into local development plans • Outcome 3 appears to have contributed to increased valuing of tolerance and diversity within the polyethnic targeted populations
Gender Considerations	• Gender is not considered a conflict driver in this context, though good faith efforts were made to integrate gender considerations into PPP and individual projects. • Insufficient structural support and technical capacity exists to adequately support gender mainstreaming across all of the projects.
Sustainability	• Significant sustainability challenges exist including the need to establish budget and management systems for new laws and policies and personnel transitions following election cycles.

	• The Government of Kyrgyzstan and other stakeholders do express a high degree of commitment to maintaining and building on the results of the PPP.

5.2 Conclusions

170. The following section extracts and highlights some of the most important conclusions of the evaluation team and serves as the basis for articulating the important lessons learned from the PPP implementation period. These are subdivided between management and coordination elements and programming elements. Given the interest in a new PRF to support preventing violent extremism, a third section is included focusing specifically on conclusions for consideration related to PVE.

5.2.1 Management and Coordination Conclusions

171. **Integrated Programming**: Although the logic of the competitive individual project approach of the PPP operationalization was sound, this approach did initiate a cascade of challenges to coordination and implementation. The proposed suggestion to experiment with an integrated project approach which would produce a single global project per outcome and involve pre-selected agencies may contribute in resolving some of these cascade effects. The evaluation team affirms this suggestion.

172. **PPP Operationalization and Technical Committee**: While the PPP operationalization process was generally not considered a positive contribution, there was considerable affirmation for the presence of a technical committee to help review project proposals and provide an external assessment of proposed actions from a peacebuilding framework. Even if an integrated project approach is taken in the next PRF support, the evaluation team affirms the utilization of an external technical committee. This should provide a positive contribution for strengthening the technical components of the projects.

173. **PBF Secretariat M&E**: Individual project M&E systems created significant duplication of data collection, reporting and staffing. While the proposed integrated programming approach should help mitigate some duplication, the individual M&E systems remained a challenge for integration. An integrated project approach may also require an integrated M&E system for the entire PPP structure. It would be helpful to have the M&E system established prior to project implementation and staffed sufficiently to prepare for the monitoring and evaluation demands of the portfolio.

174. **PPP Management and Coordination Mechanisms Understandings**: The evolution of PPP coordinating mechanisms represents a positive outcome of the learning from the implementation period. The evaluation team affirms the continued use of the outcome working groups and OG structures. The exact roles and responsibilities of each type of coordinating group were not always understood in the same way by all of the stakeholders; there were instances of some RUNOs having differing understandings regarding where decisions were to be taken, or who was to be taking them.

175. **PPP Outcome Level Working Groups**: The creation of the outcome level working groups was an important contribution to collaboration and effectiveness. The evaluation team affirms the importance of maintaining the informal format in these groups to complement the formal working groups. Increasing the connection and interaction of the implementing partners outside of Bishkek in these groups was a suggestion from stakeholders for further improving RUNO-Implementing Partner collaboration.

176. **Oversight Group**: The creation of the oversight group for monitoring visits was a positive contribution to the PPP. Clarifying the roles and responsibilities of the individual members and providing solid technical training on monitoring techniques were important elements for consideration as the OG evolved. Turnover in OG membership did limit the effectiveness of the group and pointed to the need for greater structural support behind the OG. The evaluation team affirms the continued use of the Oversight Group format for future PRF support.

177. **JSC Membership Representation**: The broad representation found in the JSC – although initially a concern – had important contributions to transparency and ownership. The large membership was partially ameliorated by the development of other coordinating mechanisms within the PPP. Due to multiple coordinating mechanisms, it turned out to be important for Government of Kyrgyzstan entities to have two layers of PPP representation – a formal high-level representation for ratification and ownership, and a lower level representation for ongoing implementation, relationship building, and problem solving. This dual representation was often accidental rather than planned regarding PPP GoK representation but had good results.

178. **Collaborative Spaces and Provincial and Local Coordination**: The national level coordination mechanisms did contribute to building collaborative spaces and good networking foundations. However, the individual project implementation focus limited coordination opportunities at the provincial and local levels with subsequent losses in understanding of the nuances of peacebuilding sensitivity and the duplication of activities, not to mention the confusion experienced by local stakeholders with multiple UN agencies and implementing partners involved in the same PPP. In addition, dissemination of project results in many of the individual projects to provincial and local level stakeholders was less efficient. Coordinating downward as well as across remained a work in progress.

179. **PBF Secretariat and Balance:** The PBF Secretariat plays an important role in providing not only coordination but a strategic balance between the different stakeholders involved in the process. Maintaining this strategic balance enhanced the effectiveness of the PBF Secretariat for coordination.

180. **Government Ownership**: High level government representation via the Office of the President was an important element in increasing government ownership. Broad based ownership was equally important and required a broad range of government entities at the national level in the JSC and PPP development and operationalization processes as well as intentional integration of provincial and local levels in coordination and management. The high-level representation was observed in the PPP but the broad based ownership was less pronounced at the national level and further diluted at the provincial and district levels.

5.2.2 Programming Conclusions

181. **Strategic Reflection**: The informal outcome level working groups and the formal JSC meetings provided opportunities for addressing operational challenges and to provide individual project progress updates. However, the large number of projects and stakeholders did limit the opportunities for more intentional strategic reflection on progress towards the PPP and/or analysis of the theories of change in use.

182. **Peacebuilding Sensitivity**: While many activities could be justified as peacebuilding relevant, on a few occasions implementing partners' (or local level project participants') understanding of peacebuilding sensitivity faded; this led to the activity losing its peacebuilding focus.

183. **Isolated and Mono-ethnic communities**: The logic of targeting PPP in polyethnic populations was sound and based on the 2013 PBNPA findings that did not reveal a necessity to build peace and accord in mono-ethnic areas. However, over the course of implementation, this logic led to two unforeseen consequences. First, multiple organizations targeting the same municipalities created tensions with neighboring mono-ethnic municipalities where no one was working. Second, the focus on polyethnic populations overlooked that many stakeholders believed that some of the highest levels of intolerance were actually coming from the mono-ethnic municipalities and that more work was needed in those areas. The evaluation team affirms a future focus on mono-ethnic areas in the next PRF cycle although more research is needed to articulate the dynamics of mono-ethnic conflict drivers.

184. **Future Priorities**: There are a wide variety of perspectives among stakeholders regarding how much progress has been made on inter-ethnic relations and to what degree this should be a component in future PRF support. Certain drivers are seen as still important for consideration in future programming including youth unemployment, corruption,

radicalization, and non-demarcated borders, namely for their potential to fuel inter-ethnic tensions. The majority of respondents within the GoK and external observers noted that while peacebuilding work related to inter-ethnic relations should remain an ongoing point of consideration, it may not be the preeminent main consideration in future PRF support. The evaluation team supports the shift in focus towards other peacebuilding priorities such as preventing violent extremism.

5.2.3 PVE Considerations[68]

185. **Extended Context Analysis**. PVE is still exploratory as a framework for both national and international stakeholders. Consequently, it is especially important that future PRF support be grounded in a thorough context and risk analysis at different levels (regional, national, and local). Specific peacebuilding and PVE expertise should be available within the UNCT to accompany and support implementing partners and independent national expertise. This analysis would require more time to carry out and should be triangulated between multiple perspectives and varied sources of research and experience to unpack and challenge possible assumptions or biases.

186. **Complementary Approach**. To the extent possible, seek a shared analysis and strategy as a basis for a complementary and coordinated approach among like-minded donors engaged on PVE in Kyrgyzstan. There are already multiple donors funding PVE related projects and there is a greater risk of duplication of support without sufficient donor coordination. The next PRF will be one actor among others in the PVE related work and avoiding duplication while enhancing innovation should receive preference.

187. **Tailored Approaches**. Each local group or context presents particular circumstances. This may require elaborating different strategies or modified activities among the targeted geographic areas or groups. How the subject is approached within some communities may not be as effective in others. Specific local and cultural knowledge should inform a diversified activity approach at the local level. To accomplish this, PVE should consider integrating inclusive and participatory approaches at all phases of project design, operationalization and implementation. Particular attention should be placed on a bottom-up approach with significant input from local stakeholders. Different incentives and interests exist among stakeholders at different levels and identifying both common ground and diversified incentives for engagement will be important. The combination of “soft” and “hard” peacebuilding activities within the same project has proven effective in generating spaces for dialogue and collaboration.

188. **Entry Points and Target Groups**. Based on the strong stakeholder interest in youth employment, consider supporting research to confirm the stakeholder perceptions of the potential of education and job creation as important entry points for PVE. In education, this can cover a range of models including multi-lingual education, multi-cultural education, youth exchange programs or attention to private schools (such as the madrasas). Job creation research should primarily emphasize youth employment. Mono-ethnic communities and youth groups should be prioritized in research, with particular attention to gender issues. Support for these approaches in implementation can either be done as direct project implementation activities or through advocacy to donors for increased investment in these arenas beyond the PRF.

189. **Monitoring**. A particular strength of the PBF instrument is adaptability. To best take advantage of this, ensure a monitoring system for the process and activities that promote timely adjustments and reflection should be in place from the inception of project implementation. This should include regularly assessing the underlying logic and assumptions as well as assessing emergent risks due to the sensitivity of the topic and potential impacts on fundamental freedoms and human rights.

[68] This section is beyond the evaluation Scope of Work, but certain stakeholders requested that the evaluation team provide observations or suggestions to PVE considerations. This section is more prescriptive than would normally be in this part of an evaluation report and is based on the observations and experience of the evaluation team more than specific evidence from the interviews since PVE was not a point of focus in the evaluation review.

6 Recommendations

190. Within the frame of considering the new PRF for PVE, the following recommendations are presented. These are disaggregated by three dimensions: Coordination, PVE-Focused and Sustainability

6.1 Coordination and Management Recommendations

191. **Recommendation 1: Integrated Project Approach**. The JSC and the RUNOs should consider adopting an integrated project approach for PVE operationalization – one integrated project per outcome. Although this will require considerably more time and energy invested in the overall PRF design and PRF project selection phase, it should have the positive effect of minimizing some of the implementation and efficiency challenges presented from the individual competitive project model.

192. **Recommendation 2: Single M&E Approach**. Within the frame of the PVE, the PBF M&E representative - with support from the RUNOs - should elaborate a single process for measuring all of these outcome level indicators within the frame of the PVE PRF at the same time. This should lead to the reduction in duplication of M&E processes at the level of the municipalities. It should be added here that the development of PPP level indicators and their measurement in a baseline and endline phase was important for articulating PPP contributions and should be maintained.

193. **Recommendation 3: Replication of Coordination Downstream**. The JSC and the RUNOs should develop provincial and local level coordinating bodies to better replicate the positive catalytic effects of the national level collaborative spaces and minimize the duplication and isolation of projects at the provincial and local level.

194. **Recommendation 4: Shared Focal Points Downstream**. Within the frame of the next PRF, the RUNOs should elaborate a shared focal point position at the regional level (or a focal point team) to be the primary points of contact with the municipality and district level agencies. Each agency having their own focal points and networks obscured municipal and district authorities' access to a clear and shared understanding of the interconnections between projects within the frame of the PPP.

6.2 Future PRF Focused Recommendations

195. **Recommendation 5: Strategic Reflection**. The JSC and other coordinating bodies should, once a semester, set aside a space for strategic reflection and analysis of progress towards the PPP strategic objectives. This space should be above and beyond implementation and activity analysis; it should consider the theories of change, their continued relevance, and identify possible new opportunities or challenges in the context.

196. **Recommendation 6: PVE-Sensitivity**. For the next PRF focusing on preventing violent extremism (PVE), the JSC and RUNOs should adopt a two tier approach. First, an array of activities may be PVE relevant, but only if the activities are done with PVE sensitivity. Although articulated in the Program Design documents, this peacebuilding sensitivity was sometimes not captured at the level of local implementing partners. It is important to consider how to ensure that activities implemented at the local level take into account a PVE sensitive approach to implementing PVE relevant activities. Second, identify core activities that are most likely to create catalytic effects related to PVE.

197. **Recommendation 7: Isolated and Mono-ethnic Municipalities**. During the site selection phase of future PRFs, it may be important to consider more emphasis on isolated and mono-ethnic municipalities.

6.3 Sustainability Recommendations

198. **Recommendation 8: Collaborative Transition Strategies Downstream**. Transition and exit strategies and planning should be developed with the engagement of local level state actors and CSOs to identify sustainability challenges and to provide a clear and

shared understanding of transition and sustainability from the initiation of the project and in collaboration with local stakeholders.

199. **Recommendation 9: Turnover and Institutional Memory**. Systems for orientation and re-training of new officials within the LSGs to address turnover challenges should be developed by the RUNOs and the GoK national ministries as part of the development of the new PVE PRF portfolio. GAMSUMO may be the most appropriate mechanism for supporting this institutional memory. Including a focus on the building the capacity of LSG permanent staff in addition to training LSG heads and municipality deputies could also contribute to maintaining organizational memory during electoral transitions.

200. **Recommendation 10: Legislation Operationalization**. The gains from the establishment of legislation should be solidified through the focus on implementation and the development of funding and management structures by the Government of Kyrgyzstan representatives.

7 Annexes

7.1 Annex 1: Terms of Reference

Statement of Work

EVALUATION OF THE PEACEBUILDING FUND (PBF) PROJECT PORTFOLIO IN **KYRGYZSTAN**

The PBF has been engaged in Kyrgyzstan since 2010, when – amid underlying political and social tensions – violence erupted in the southern cities of Osh and Jalalabad, and their surrounding areas, resulting in the death of at least 470 people and displacement of 400,000 people, of whom 75,000 fled to Uzbekistan.[1] Following its initial round of support , in 2013, PBF approved a $15,1 million allocation against a Peacebuilding Priority Plan (PPP). Implementation of the PPP ended in December 2016. The purpose of this evaluation is to assess the PBF's results achieved from 2013-2016 and analyse the portfolio's overall added value to peacebuilding in the country. The evaluation will be used for learning and accountability, and to contribute to the PBF's decision-making regarding further engagement in Kyrgyzstan.

This Terms of Reference (ToR) outlines the work of the team of institutional consultants for an independent final evaluation of the implementation of the PBF portfolio, including the progress of project-level outputs towards the outcomes of the Priority Plans, institutional arrangements among the implementing agencies as well as Government stakeholders, expenditure rates, and opportunities for learning.

BACKGROUND

A. Analysis of conflict and peace drivers underpinning PBF engagement

A Peacebuilding Needs and Priorities Assessment (PBNPA) from Spring 2013 identified the following key issues, among others:

1. A lack of trust has led to increasing segregation of different ethnic communities in some areas which directly experienced and were affected by the violent conflict in June 2010. In addition, local authorities do not always enjoy the trust of people, and local authorities and people together highlight communication and coordination problems they face with national authorities.
2. A lack of justice and the memories of violent conflict in June 2010 and previous conflict in 1990 compounds lack of trust and increases the sense of insecurity. Many people feel that past justice-related issues have not been adequately addressed and there was no widely accepted and recognized reconciliation process, lacking the sense of closure over past conflicts.
3. The sense of human insecurity among many people was deemed high. The sense of insecurity exaggerates and is compounded by stereotypes, nationalism, inequality and discrimination, among other things. Attaining a level of human security – defined as freedom from want and from fear – must be part of the foundation for peace. In order to address the question of human insecurity, a common civic identity uniting all Kyrgyz citizens was deemed necessary if society is to become more equitable. In this context, the national language policy is an important issue and widely debated. The National Sustainable Development Strategy for 2013-17 considers linguistic and cultural diversity as a source for enrichment of the society and a key for sustainable human development, while recognizing the importance of the state language, Kyrgyz. The use of language, therefore, has significance both as a uniting factor among citizens and as an indicator of tolerance and inclusiveness in society.
4. Inadequate legislation and partial implementation of laws and policies, lack of respect for the rule of law among sections of the population and among some officials, and the fact that people often are not held accountable for their actions cause and compound the problem of impunity. This issue can be highlighted with the high prevalence of violence particularly against children and youths in families and schools. There is an atmosphere in society, including in homes and schools, that violence is viewed as acceptable by some, which undermines the creation of a favourable environment for peace.

In addition to these key factors the PBNPA also highlighted the need to address structural factors such as implementing international human rights laws, strengthening state control and governance and improving state institutions' relationship with citizens, and consistent upholding of the rule of law by authorities.

This analysis provided the basis for development of the Peacebuilding Priority Plan, further detailed below.

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

B. Overview of PBF's involvement in Kyrgyzstan

The Peacebuilding Fund (PBF), established in 2006, is a flexible peacebuilding tool that supports the United Nation's broader peacebuilding objectives in countries emerging out of conflict or at risk of relapsing into conflict. It is intended to be a catalytic fund, driven by planning, coordination and monitoring mechanisms tailored to support the peacebuilding strategies of incountry United Nations and Government leadership. The Peacebuilding Support Office (PBSO) is responsible for the overall management of the PBF; the United Nations Development Programme's (UNDP's) Multi-Partner Trust Fund Office (MPTFO) is the Fund's Administrative Agent. At the country level, management of the Fund is delegated to a Joint Steering Committee (JSC), co-chaired by the national Government and the United Nations with a broader membership representing national and international stakeholders.

The PBF has been engaged since the middle of the crisis in 2010. Its goal at the beginning was to react quickly – using its Immediate Response Facility (IRF) – to build momentum behind the stated peacebuilding objectives of the transition government. These included support to the democratic transition process and dealing with peacebuilding and stabilization efforts in the south. PBF funded activities ranging from supporting human rights work in the south, assisting women's organizations, strengthening an infrastructure for peace and supporting peace dividends that reached across ethnic and other divides. PBF provided $10m of support through the IRF in 2010 and 2011. An independent evaluation found that assistance had helped empower different communities, especially youth and women's networks, to engage in a proactive response to violence. The Government pointed out that the Fund's support had brought the Government and the United Nations into a closer and more coordinated response. The evaluation also highlighted, however, that several activities were not as focused on peacebuilding outcomes as they could have been, and that more support should be provided to partners during the programme design stage.

In the fall of 2012, the President requested further assistance from the UN Secretary General, articulating long-term peacebuilding priorities of the country. Under the auspices of the Office of the President, a Joint Steering Committee for peacebuilding was established, and PBSO – in a partnership with PeaceNexus Foundation – assisted the JSC to undertake the Peacebuilding Needs and Priorities Assessment noted above and develop a Priority Plan.

On 9 September 2013, PBSO allocated $15.1 million through its Peacebuilding and Recovery Facility to Kyrgyzstan. Funds supported three priority areas: rule of law and human rights promotion; improving local governance capacity to prevent and resolve local conflicts and reduce tensions in collaboration with civil society and communities; and promotion of national unity and interethnic relations, focusing on the role of language policy and media. Thirteen projects were eventually approved by the JSC and implemented from 2014-2016.[2]

Table 1: Priority Plan Funding Allocation (Total $15,100,000)

Outcome Area	**Amount in US $**
Outcome 1. Critical laws, policies, reforms and recommendations of human rights mechanisms, including the Universal Periodic Review,[3] are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfil human rights	4,000,000
Outcome 2. Local self-government bodies, in partnership with related state institutions, and civil society[4], have the capacity to bridge divisions and reduce local tensions	5,750,000
Outcome 3. Policies, pilot initiatives and approaches are developed and implemented that enable the further development of a common civic identity, multilingual education and respect for diversity and minority rights	4,500,000
Secretariat, including monitoring	850,000
TOTAL	**15,100,000**

[2] While the portfolio formally includes 13 projects, two of these are one project split between two outcome areas and should be considered as one project for the purposes of the evaluation.

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

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

The JSC is responsible for providing overall policy guidance and coordination between the Government, UN in Kyrgyzstan and the PBSO. The JSC comprises senior representatives from Government, civil society, the United Nations and international development partners and is cochaired by a representative from the Office of the President and the United Nations Resident Coordinator (RC). The JSC meets regularly to review progress on the implementation of the Priority Plan and other PBF investments, and to provide general guidance and policy direction on issues pertaining to peacebuilding.

PURPOSE AND USE OF EVALUATION

After three years of PRF implantation in Kyrgyzstan, this final, summative evaluation presents an excellent opportunity to assess the PBF's achievements and its overall added value to peacebuilding in Kyrgyzstan for the period of 2014-2016. A final evaluation of the PBF's programmatic investments in Kyrgyzstan is requested by the PBSO's Senior Management as an independent evaluation of peacebuilding results of the PBF-funded work at country level. This evaluation is timely, as it will contribute to better understanding the effectiveness of the PBF's strategic decision-making and overall learning on how the PPP has contributed to the overall outcomes. Moreover, it will help inform decision-making on the appropriateness of any future PBF engagement.

Hence, the purpose of this evaluation is to:

- assess to what extent the PBF envelope of support has made a concrete and sustained impact in terms of building and consolidating peace in Kyrgyzstan, either through direct action or through catalytic effects;
- assess how relevant, efficient, effective and sustainable the PBF support to Kyrgyzstan has been;
- assess where the critical remaining peacebuilding gaps in Kyrgyzstan are;
- assess whether the peacebuilding interventions supported by the PBF factored in gender equality;
- provide lessons for future PBF support internationally on key successes and challenges (both in terms of programming and management of the PBF funds); and
- serve as a useful evidence-based input for decision-making on any possible future support.

There are two main clients for the evaluation, to whom the recommendations will be addressed: (i) the Kyrgyzstan PBF management team, including the RC's Office and the JSC; and (ii) the PBSO/PBF. The evaluation's evidence, findings and recommendations on the peacebuilding results of the PBF-funded work in Kyrgyzstan will be useful for consideration and action by relevant actors, including the PBF staff, staff of the PBF's Administrative Agent, the UNCT and national partners. It will also serve as relevant inputs to the PBF policies and guidance, and other reviews.

The outcome of the final evaluation will be a report that presents main findings and recommendations from the evaluation, as well as presentations to the PBF Senior Management and other stakeholders, as appropriate. The evaluation findings and recommendations will be used to inform actions to further strengthen key aspects of the PBF's current and future work. The recommendations should be actionable and on how the PBF and its partners can improve their effectiveness. The final report will be a public document.

SCOPE OF EVALUATION

The evaluation will have a broad scope and will consider the overall performance of the PBF support from 2014 through 2016, including individual projects funded through the PRF modality (see Annex 1 for list of projects to be evaluated). The scope of the evaluation can be broken down into the following three components:

A. Evaluation of impact of the PBF portfolio of support to Kyrgyzstan since 2014

The evaluation will examine the combined effect of the portfolio of projects funded under the Priority Plan by the PBF in order to assess the PBF's overall contribution to the building and consolidation of peace in Kyrgyzstan since 2014, particularly within the three outcome areas noted above.

The broad questions to be answered are based on the evaluation criteria of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC) and the United Nations Evaluation Group (UNEG) norms and standards (see Appendix A to Annex B) (including those on gender mainstreaming), which have been adapted to the context at hand as follows:[5]

Relevance:

- What was the relevance of the proposed theory of change for the total PBF Kyrgyzstan portfolio and the different outcome areas?

[5] These should be adapted and further elaborated by the Team Leader in the Inception Report. Moreover, the questions do not need to be answered one by one but used as a basis for the evaluation narrative and conclusions.

- To what extent did the PBF and the Priority Plan respond to urgent funding needs and/or peacebuilding relevant gaps?
- To what extent did the Priority Plan take into account contextual changes, conflict analyses, and lessons learned following PBF's initial $10 million investment?
- How relevant was the Priority Plan in achieving strategic outcomes?

Efficiency:

- How fast and responsive has the PBF been to supporting peacebuilding priorities in Kyrgyzstan?
- What role did the Joint Steering Committee play in ensuring efficient use of PBF's investments?
- How efficient was the implementation of the PBF support through the Priority Plan and the projects, and how significant were the transaction costs?
- Overall, did the PBF investments provide value for money through the Priority Plan?
- To what extent were efficiencies gained in implementing the Priority Plan based on lessons learned from the PBF's first investments?

Effectiveness:

- To what extent did the PBF portfolio from 2014-2016 achieve higher-level results in the three priority areas?
- To what extent did the PBF support take risks to achieve peacebuilding objectives, especially in areas where other donors were not ready to do so?
- How strategic was the Priority Plan at seizing important political opportunities for greater peacebuilding impact and creating catalytic effects?
- To what extent did the PBF projects contribute to the broader strategic outcomes identified in the PPP?
- To what extent did the PBF projects of the Priority Plan complement each other and have strategic coherence?
- How effectively were risk factors assessed and managed throughout the PBF support to Kyrgyzstan (both in the PPP as well as within individual projects)?

Gender:

- To what extent were gender considerations mainstreamed throughout the PBF support to Kyrgyzstan (both in the PPP as well as within individual projects)?
- To what extent did the PBF help address women's needs during the post-conflict period, and did the theory of change address gender equality?
- To what extent did the PBF support gender-responsive peacebuilding?

Sustainability:

- How strong is the commitment of the Government and other stakeholders to sustaining the results of the PBF support and continuing any unfinished activities?
- What, if any, catalytic effects did the PBF support in Kyrgyzstan have (financial and nonfinancial)?

Following from the overall assessment, the evaluation will assess the relevance, efficiency, effectiveness and sustainability of the PBF's total contribution to the three priority areas from the Priority Plan. Examples of types of questions to be considered to examine this strategic, substantive contribution are provided below:[6]

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

- To what extent have the PBF-funded projects promoted equality before the law and nondiscrimination?
- How effectively have the PBF-funded projects helped empower people to demand their rights?
- How effectively did interventions help build the capacity of state institutions to take forward their human rights and justice obligations?
- To what extent was dialogue on how issues related to justice for past conflicts addressed? If dialogue was fostered, how effective was it in nurturing a shared vision for the future among diverse groups of the population?
- To what extent were rights-holders empowered to articulate and demand change?

[6] The Team Leader should adapt and elaborate on these in the Inception Report.

- How well did interventions support the role of youth and women, as well as other marginalized groups such as minorities, in decision-making forums and in equally leading peacebuilding activities?

Outcome 2: Local self-government bodies, in partnership with related state institutions, and civil society have the capacity to bridge divisions and reduce local tensions

- To what extent have the PBF-funded interventions helped to reduce mistrust among community members and foster greater social cohesion?
- How effectively have Local Self-Governing bodies supported conflict resolution, dialogue and mediation to reduce inter-communal tension at the local level? If effective, has their enhanced capacity led to an increase in trust in their offices by diverse groups of community members?
- Have the initiatives led to an increased role for youth, women, minority groups within their local communities?

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

- To what extent have the interventions promoted a balanced language policy through the State's application of multilingual education? Have the projects succeeded in increasing knowledge of Kyrgyz among the target populations while safeguarding language diversity and protecting again language-based discrimination?
- Has the promotion of the language policy through the PBF-funded projects led to greater ascription of a common civic identity among the interventions' target populations?
- Have the PBF-funded interventions contributed to media coverage that is more sensitive to ethnic minorities and less inflammatory of tensions?
- How effective were the PBF-funded interventions in promoting ideas of tolerance and respect for diversity in targeted communities?

B. Evaluation of PBF management and oversight structures in Kyrgyzstan

The evaluation will examine the management of the PBF support in order to comment on the overall effectiveness and efficiency of arrangements both in-country and between the PBSO/PBF and the UNCT. This should include the funding, programming and decision-making arrangements between all the actors and the quality and inclusivity of national ownership of the processes. Examples of types of questions to be considered are provided below:[7]

PBF/PBSO:

- How transparent, effective and efficient was the decision-making regarding the PBF/PBSO support?
- How timely was the process of approving the Priority Plans? What were the main factors facilitating or delaying it?
- How effective was the support provided by the PBF/PBSO (and its partner, PeaceNexus) to the Recipient United Nations Organisations (RUNOs), the UNCT, the JSC and other stakeholders throughout the process (approval, design, implementation, monitoring, reporting and evaluation)?

Joint Steering Committee (JSC):

- How suitable was the JSC composition to its role and how did the JSC evolve over time?
- To what extent did civil society organizations participate in the JSC, including women's organizations?
- How strong was the government leadership/ownership of the JSC?
- How timely was the process of project approval? What were the main factors facilitating or delaying it?
- How effective were the JSC support bodies, if any?
- How strategic was the selection of projects to be supported and of the RUNOs to implement them?
- How strong was the strategic anchorage of the PBF support, the Priority Plan, and the individual projects in the national and United Nations frameworks for Kyrgyzstan?
- How effective was the in-country oversight of the Priority Plan and projects by the JSC, including quality assurance of monitoring data and reports?
- What kind of early warning/risk management systems were in place and how were they used?

Implementing RUNOs/United Nations Country Team (UNCT):

[7] The Team Leader should adapt and elaborate on these in the Inception Report.

- What was the implementation capacity of the individual RUNOs and their implementing partners?
- How did different RUNOs work together towards common strategic objectives?
- What was the process for compiling half yearly and annual reviews and reports and what was the quality of those reports?
- How effectively did the RUNOs report against higher-level outcomes?
- How was gender considered throughout not only project design but also implementation, monitoring and reporting?
- Was adequate gender expertise available in the country team to support the integration of gender within the PBF-supported interventions?
- How were the principles of Do No Harm integrated in day-to-day management and oversight?

C. Key lessons learned and recommendations

The evaluation should provide an overview of key lessons and recommendations based on the assessment of the PBF support to Kyrgyzstan over the period 2014-2016. These should be addressed to PBSO as well as the PBF management in Kyrgyzstan (JSC and UNCT), and consider important entry points with key Governmental Ministries. Where possible, lessons should be made general and phrased in a way that can be used to strengthen future PBF programming in Kyrgyzstan and other countries. The lessons and recommendations should speak to:

- the main programming/implementation factors of success;
- the main programming/implementation challenges;
- the main administration factors of success;
- the main administration challenges; and
- the ways to address the main challenges.

The major lessons and recommendations should come out clearly in the evaluation Executive Summary.

EVALUATION METHODOLOGY/APPROACH

The evaluation will be summative, and will employ, to the greatest extent possible, a participatory approach whereby discussions with and surveys of key stakeholders provide and verify the substance of the findings. Proposals 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.

Evaluators should review any theories of change that either explicitly or implicitly framed the programming logic of the PPP and individual projects. The evaluation team should propose, where necessary, suggestions for improving or strengthening existing theories of change, or identifying theories of change where they are absent.

The PBF encourages evaluations teams to employ innovative approaches to data collection and analysis. The methodologies for data collection may include, without limitation:

- Desk review of key documents including: the PPP, project documents, results frameworks, pertinent correspondence related to the initial allocation decisions and subsequent project design and implementation, project reports, surveys, other information produced by the RUNOs with respect to the PBF-funded projects, and any previous evaluations and other reviews. Some of these documents will be supplied by the PBSO and the UNCT (others are available through the MPTFO Gateway website);
- Key informant interviews and focus group discussions, as appropriate, with major stakeholders in New York, including the PBSO, MPTFO, and key RUNOs;
- Systematic review of monitoring data from the RUNOs, the JSC and other key sources of data;
- Direction observation through on-site field visits of PBF-funded projects, where possible;
- Key informant interviews and focus group discussions, as appropriate, with all major stakeholders, partners and beneficiaries in Kyrgyzstan (including the JSC, United Nations agencies, implementing agencies, the Government, beneficiary institutions, a sample of individual beneficiaries, other development and peacebuilding partners, etc.). Beneficiaries should represent diverse groups, including women from different ethnic groups. Proposals should clearly indicate how interview and focus group discussion data will be captured, coded and analysed; and
- Survey of key stakeholders, if relevant

Other methodologies to consider, as appropriate, include the development of case studies, cluster analysis, statistical analysis, social network analysis, etc. The evaluation team will produce a detailed methodological plan

during the inception phase, specifying which methods will be used to answer which key evaluation questions. The plan should include a detailed description of the triangulation strategy and gender analysis. The plan should also describe the methodology that will be used to review the portfolio as a whole and the individual projects.

EVALUATION PRINCIPLES AND STANDARDS

The evaluation findings will be evidence based and following the evaluation standards from OECD-DAC and UNEG. The PBF will brief the evaluation team on quality standards.

MANAGEMENT ARRANGEMENTS AND QUALITY ASSURANCE PROCESS

The PBF evaluation staff will manage and oversee the evaluation process. Day-to-day work of the evaluation team and their logistics will be supported by the PBF, with assistance from the incountry management team and the UNCT. While evaluations are fully independent, a PBF staff may accompany the evaluation team during data collection for quality assurance.

An Evaluation Reference Group of key stakeholders will be created to provide the PBF with advice on key deliverables, including the Inception and Final Reports. The Evaluation Reference Group is likely to have members from the JSC, key in-country stakeholders and the PBF. The PBF will approve each of the deliverables by the evaluation team, following internal quality assurance and consultation with the Evaluation Reference Group. The evaluation team is expected to work responsively with the Evaluation Reference Group, while still maintaining independence.

The evaluation team will prepare an Inception Report to further refine the evaluation questions and detail its methodological approach, including data collection instruments. The Inception Report must be approved by the PBSO prior to commencement of the evaluation team's incountry data collection trip.

In addition, before leaving the field following in-country data collection, the evaluation team will schedule a presentation of preliminary findings with the JSC and the UNCT with view to their validation. A separate validation exercise will be scheduled with the PBSO and the Evaluation Reference Group prior to the submission of the draft report.

The PBSO will retain the copyright over the evaluation. The evaluation findings will be made public following final approval by the PBSO and incorporating feedback from the country office.

EVALUATION TEAM COMPOSITION AND REQUIREMENTS

While firms should propose team compositions based on their understanding of the needs of the evaluation, at a minimum, the evaluation team should consist of one senior evaluator (ideally with experience in peacebuilding evaluations), one specialist on peacebuilding programming and another specialist on the current political, human rights, governance and reconciliation challenges in Kyrgyzstan. At least one of the team members should have a background on gender equality and women's empowerment. The Team Leader will be responsible for the evaluation methodology, coordination of other team members, and the overall quality and timely submission of all the deliverables.

The Team Leader should possess the following skills and expertise, at a minimum:

- Master's degree in a relevant area including social sciences, international development, research methods, or evaluation;
- Eight to ten years of evaluation experience, including the use of mixed methods. Ideally some evaluation experience within post-conflict countries and peacebuilding programmes;
- Demonstrated familiarity with the United Nations and its Agencies, Funds and Programmes;
- Demonstrated understanding of gender issues and women and peacebuilding within evaluation;
- Ability to plan effectively, prioritize, complete tasks quickly, and adapt to changing contexts;
- Demonstrated leadership in managing a team;
- Strong analytical skills, including with qualitative and quantitative research methods; - Excellent written and oral communication skills, including in cross-cultural contexts; and - Fluency in English, while facility with Kyrgyz or Russian desirable.

The Peacebuilding Specialist should possess the following skills and expertise, at a minimum:

- Master's degree in a relevant area including social sciences, international development, conflict studies, law, or public administration;
- Five to seven years of post-conflict/peacebuilding experience, including experience in peacebuilding programming design and implementation;
- Demonstrated understanding of conflict analysis, conflict drivers and post-conflict recovery;

- Demonstrating understanding of political, human rights, governance and/or reconciliation issues;
- Demonstrated understanding of gender issues and women and peacebuilding;
- Experience in working with government officials, international development community and people recovering from conflict;
- Demonstrated familiarity with the United Nations and its Agencies, Funds and Programmes;
- Excellent written and oral communication skills, including in cross-cultural contexts;
- Strong team work skills; and
- Fluency in English, while facility with Kyrgyz or Russian desirable
-

The Kyrgyzstan Specialist should possess the following skills and expertise, at a minimum:

- University degree in a relevant field, including social sciences, history, conflict studies, etc.;
- Five years to seven years of relevant work experience, including experience working in Kyrgyzstan;
- Excellent knowledge of Kyrgyzstan's cultural, political and socio-economic context with a focus on post-conflict recovery;
- Knowledge of Kyrgyzstan's governance institutions and existing contacts in those institutions, facilitating team's communication and analysis of the stakeholders/beneficiaries of the PBF programme;
- Understanding of past and current state of political, human rights, governance and reconciliation key issues in Kyrgyzstan;
- Experience in research and analysis of data;
- Strong team work skills;
- Strong written and oral communication skills; and
- Fluency in Kyrgyz, Uzbek, Tajik, and/or Russian

BUDGET AND SCHEDULE

The total budget for this evaluation will include:

- Between 65 and 85 days of work by the Team Leader (a Research Assistant can be included in this fee), out of which up to 21 days should be in the field;
- Up to 40 days of work by each of the two specialists;
- One return ticket for each of the team members from place of residence/current location to Kyrgyzstan (economy class), with actual cost reimbursed;
- One return ticket for the Team Leader from place of residence/current location to New York (economy class), with actual cost reimbursed;
- Accommodation and daily allowance for the Team Leader (and non-resident team members) for the days in Kyrgyzstan;
- An allowance for communication, including teleconferences with New York before and after the field mission;
- Travel costs within Kyrgyzstan (some of these maybe covered by the country team, where possible).

The schedule of the evaluation is expected to be as follows covering in total four months:

Task	Expected Start	Expected Finish
1.Scoping exercise: preliminary document review, teleconferences/meetings with New York stakeholders (PBF, PBC, MPTFO, other United Nations agencies) and in-country reference group, and write up of inception report for PBSO approval	Upon contract	4 weeks from commencement
2.Field mission, including travel and interviews with all key stakeholders, beneficiaries and partners, site visits and surveys	One week after conclusion of Task 1	4 weeks after commencement of Task 2
3.Analysis and preparation of draft report and its presentation to PBSO New York and Evaluation Reference Group for validation	Commence during data collection	4 weeks after conclusion of Task 2
4.Finalizing of report following comments	Commence after conclusion of Task 3	3 weeks from commencement of Task 4

Payments will be made in three tranches as set out below:

Milestone	Fees Payable
Inception Report	Payment of 20% of total contract value
Approval of draft Report by PBSO	Payment of 50% of total contract value
Approval of final Report by PBSO	Payment of remaining 30% of contract value (This will be adjusted based on actual reimbursables and actual total days worked, up to the maximums specified in the contract and following submission of actual receipts)

DELIVERABLES

The Team Leader is responsible for the timely provision and quality of all evaluation deliverables. Their approval will be based on OECD-DAC and UNEG standards for evaluations, tailored for the specific purposes of peacebuilding evaluations. Each deliverable shall be in English.

Deliverable	Content and Audience	Tentative Due Date
Inception Report	The Inception Report will have a maximum of 20 pages and include: - the evaluation team's understanding of the ToR, any data or other concerns arising from the provided materials and initial meetings/interviews, and strategies for how to address perceived shortcomings; - key evaluation questions and methodological tools for answering each question; - list of key risks and risk management strategies for the evaluation; - stakeholder analysis; - proposed work plan for the field mission; and - table of contents for the evaluation report The Report will be approved by the PBSO and receive Evaluation Reference Group endorsement prior to consultants' field travel.	TBD

Presentation of preliminary results and aide memoire	The aide memoire will have a maximum of 5 pages and will include:	TBD
Deliverable	**Content and Audience**	**Tentative Due Date**
	- a brief summary of the purpose of the evaluation; - an overview of the mission, including activities assessed and stakeholders consulted; - an overview of preliminary findings and lessons; and - an explanation of next steps The aide memoire will be presented to the JSC and the UNCT in the last week of the field mission.	
Draft Report	The Draft Report will have a maximum of 40 pages, plus an Executive Summary and annexes. The draft report should include individual project evaluation summaries as annexes that will not be counted against the total page count. The Draft Report will be reviewed by the PBSO and the Evaluation Reference Group. The PBSO will provide a consolidated matrix of comments which should be formally addressed in the Final Report.	TBD
Final Report	The Final Report will have a maximum of 40 pages, plus an Executive Summary, title page and annexes. The Team Leader will be responsible for ensuring that comments from the PBSO and the Evaluation Reference Group are formally addressed. The Final Report will include all the annexes, including project evaluation summaries. It will also have a five-page Executive Summary that can be used as a stand-alone document outlining key findings on successes and challenges of the PBF support and recommendations. The Final Report will be evidence based and respond to the questions in the Inception Report with clear and succinct lessons learned and targeted recommendations. The PBSO will approve the Final Report, following consultation with the Evaluation Reference Group. Following acceptance of the Final Report, the PBSO will coordinate a management response as a separate document.	TBD

ANNEX 1: List of projects to be evaluated

	Project ID	Project Title	Link to Project Documents
1	00086831	PBF/KGZ/E-1: PBF Secretariat Support to Joint Steering Committee and PRF projects	http://mptf.undp.org/factsheet/project/00086831
2	00088475	PBF/KGZ/A-1: Strengthening capacities of LSGs for peacebuilding	http://mptf.undp.org/factsheet/project/00088475
3	00088477	PBF/KGZ/B-1:Outcome 1 - Building Trust and Confidence among people, communities and authorities (Part 1, PPP)	http://mptf.undp.org/factsheet/project/00088477
4	00088478	PBF/KGZ/D-1: Unity in Diversity	http://mptf.undp.org/factsheet/project/00088478
5	00088479	PBF/KGZ/A-2: Building a Constituency for Peace	http://mptf.undp.org/factsheet/project/00088479
6	00088540	PBF/KGZ/A-3: Outcome 2 - Building Trust and Confidence among people, communities and authorities (Part2)	http://mptf.undp.org/factsheet/project/00088540
7	00089325	PBF/KGZ/B-2: Improving the rule of law and access for sustainable peace	http://mptf.undp.org/factsheet/project/00089325
8	00089342	PBF/KGZ-B-3: Peace and Trust: Equal Access to Law Enforcement and Justice (PaT)	http://mptf.undp.org/factsheet/project/00089342
9	00089348	PBF/KGZ/B-4: Peace and Reconciliation through strengthening the rule of law and human rights protection	http://mptf.undp.org/factsheet/project/00089348
10	00089350	PBF/KGZ/A-4: Multisectorial Cooperation for Interethnic Peacebuilding in Kyrgyzstan	http://mptf.undp.org/factsheet/project/00089350
11	00089448	PBF/KGZ/A-5: Outcome 2 - Youth for Peaceful Change	http://mptf.undp.org/factsheet/project/00089448
12	00089449	PBF/KGZ/D-2: Outcome 3 - Youth for Peaceful Change	http://mptf.undp.org/factsheet/project/00089449
13	00095139	PBF/KGZ/B-5: Media for Peace	http://mptf.undp.org/factsheet/project/00095139

7.2 Annex 2: Municipalities and Project Distribution[1]

Table A2.1: PPP Endline Target Municipalities and Projects

	Vasilyevka	Kyzyl-Kyshtak	Shark	Nookat	Suzak	Khamilon	Kulundu	Kosh Dobo	Amanbaevo	Yrdek
Strengthening Capacities of LSGs (UNICEF/UNDP)	Yes		Yes			Yes	Yes	Yes		
Building a Constituency for Peace (UN Women)				Yes		Yes	Yes	Yes	Yes	Yes
Building Trust and Confidence among people, communities and authorities (UNHCR)			Yes	Yes	Yes	Yes	Yes			
Multi-Sectoral cooperation (UNFPA)		Yes	Yes	Yes	Yes		Yes		Yes	Yes
Youth for Peaceful Change (UNDP, UNFPA, UNICEF)	Yes	Yes	Yes				Yes	Yes		
Improving the Rule of Law and Access to Justice (UNDP)		Yes			Yes					
Peace and Trust: Equal Access to Law Enforcement (UNODC)				Yes	Yes		Yes		Yes	
Peace and Reconciliation through Strengthening the rule of law and human rights (OHCHR)										
Unity in Diversity (UNICEF/OHCHR)		Yes	Yes	Yes	Yes					

Table A2.2: Number of Participating Municipalities by Province

Provinces	PPP Municipalities	Percent
Batken	17	17.1
Chuy	13	12.9
Issyk-Kul	5	5.3
Jalalabat	21	21.5
Naryn	9	9.6
Osh	25	26.8
Talas	6	6.4
Total	96	100

[1] There are 10 different projects elaborated in the PPP plus a management project to provide funding for the PBF Secretariat and JSC. However, two of these ten projects are implementing two different outcomes. In the reporting structure of the PPP, these are treated as two separate projects even if they are managed as a single project by the RUNO. This can cause some confusion over the number of projects involved in the PPP. Disaggregated by outcome, there are 12 different projects (not counting the management funding project), but by RUNO management, there are 10 different projects managed with two addressing multiple outcomes.

Table A2.3: Number of Municipalities per Project

Outcome	Project	Participating Municipalities
Outcome 1		
Critical laws, policies, reforms, and recommendations of human rights mechanisms, including Universal Periodic Review, are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfil human rights	Building Trust and Confidence Among People, Communities, and Authorities (UNHCR)	26
	Peace and Reconciliation through Strengthening the Rule of Law and Human Rights Protections (OHCHR)	1[2]
	Improving the Rule of Law and Access to Justice for Sustainable Peace (UNDP)	14
	Peace and Trust: Equal Access to Law Enforcement and Justice (UNODC)	19
Outcome 2		
Local self-government bodies, in partnership with related state institutions, and civil society, have the capacity to bridge divisions and reduce local tensions.	Building Trust and Confidence Among People, Communities and Authorities (UNHCR)	26
	Strengthening Capacities of LSGs for Peacebuilding (UNDP/UNICEF)	16
	Building a Constituency for Peace (UN Women)	33[3]
	Youth for Peaceful Change (UNICEF/UNDP/UNFPA)	15
	Multisectorial Cooperation for Interethnic Peace Building In Kyrgyzstan (UNFPA)	21
Outcome 3		
Policies, pilot initiatives and approaches are developed and implemented that enable the further development of a common civic identity, multilingual education and respect for diversity and minority rights.	Youth for Peaceful Change (UNICEF/UNDP/UNFPA)	15
	Unity in Diversity (UNICEF/OHCHR)	32
	Media for Peace (UNDP)	N/A

[2] In addition to being implemented in Bishkek, a significant number of activities were implemented in Osh as part of this project.
[3] Actual number of municipalities targeted was 28 but an additional five received minimum support to schools only

7.3 Annex 3: PPP and Individual Project Results Frameworks and Summaries[79]

7.3.1 PPP Results Framework

Table A3.1: PPP Results Framework Indicators[80]

Indicator
OUTCOME 1
1.1 Proportion of cases brought to human rights and justice institutions which are satisfactorily resolved
1.2 Number of key policies and laws adopted or amended
1.3 Number of corrective measures in the implementation of laws that are acted upon as a result of oversight groups
1.4 Citizen trust in national state institutions is increased
OUTCOME 2
2.1 Number of disputes taken up and documented by formal or informal local institutions
2.2 Number of violent disputes decreased within targeted LSGs
2.3 Citizen trust in LSGs increased
2.4 Percentage of existing LSG led local grievance resolution mechanisms and decision-making bodies in targeted communities that include under-represented groups
2.5 Number of youth in targeted districts who mobilize across ethnic lines to formally demand equal access to services
OUTCOME 3
3.1 Percentage of students, teachers, administrators and parents connected to MLE schools who increasingly value diversity
3.3 Public perception of the media as a vehicle for diversity
3.4 Percentage of citizens who have positive disposition toward "others"

[79] There are 10 different projects elaborated in the PPP plus a management project to provide funding for the PBF Secretariat and JSC. However, two of these ten projects are implementing two different outcomes. In the reporting structure of the PPP, these are treated as two separate projects even if they are managed as a single project by the RUNO. This can cause some confusion over the number of projects involved in the PPP. Disaggregated by outcome, there are 12 different projects (not counting the management funding project), but by RUNO management, there are 10 different projects managed with two addressing multiple outcomes.

[80] From PPP Results Framework

7.3.2 PPP Catalytic Effects and Indirect Impacts

Table A3.2: Indirect Impact Examples[81]

Catalytic Effect	Example
Unblocking processes that had been barriers to promoting peace	The legislation and legal aid provisions for resolving land and other disputes led to the increase in the contraction of personal lawyers to address these issues beyond the scope of the PPP initiatives now that the legal framework is in place to resolve the disputes. Legislation increasing responsibility of the LSGs for inter-ethnic disputes has led to an increased demand and receptivity on the part of the LSGs for capacity building on these issues. Promoting dialogue and interactions while developing the capacities of a range of local stakeholders built trust within and between communities and LSGs leading to a more collaborative and responsive LSG and more proactive communities.
Catalyzing funding opportunities for further peacebuilding	Frequently cited in both project reports and in respondent interviews. The LSG authorities noted that the trainings they received on inclusive budgeting and grant management enabled the local municipalities to access other funding and support. Similarly with civil society actors (e.g. women and youth were applying to other grants).
Adapting or mainstreaming peacebuilding actions and approaches in other projects	The most commonly noted mainstreamed approach related to education sector. Courses related to diversity and tolerance that have been introduced by the PRF have become more mainstreamed at college and universities. Government legislation has provided expanded mandates and materials for the integration of multi-lingual education models in secondary schools. However, relatively few other donors or non-PPP UNCT and iNGOs reported using the PPP and its elements as a framework for consideration. The PPP was relatively unknown outside of UN and GoK circles of respondents.
Creation of networks that serve as platforms for facilitating other peacebuilding work	Very frequently cited element in both project documents as well as field mission interviews although most commonly mentioned within the frame of PBF performance. At the local level, the interactions between municipal councils, women's councils and youth committees created a more cohesive structure at the local levels and allowed for greater inclusion of under-represented groups in development agendas.
The promotion of innovative and risk-taking forms of peacebuilding action	The Government of Kyrgyzstan support for trans-border work and the increased interest in addressing violent extremism could be considered indirect impacts of the PPP.

[81] Data from Qualitative Interviews during Evaluation Field Mission and End of Project Reports. Reports can be found at Multi-Partner Trust Fund Gateway.

The promotion of increased inclusiveness of stakeholders, increased commitment of stakeholders and an increasingly shared unified framework among stakeholders for peacebuilding.	Commitment to peacebuilding agenda was high at the level of the Office of the President, broad based ownership or commitment by the Government of Kyrgyzstan was increased, although more could be done especially with respect to provincial and district entities. Observed more active public institutions to work collaboratively with LSGs (youth and women projects supported by LSG budgeting). Joint action plan collaboration and changing the mindset community towards more proactive tendencies for change. Increasing emphasis on under-represented groups – especially women – in civil institutions such as the police. This is not yet translated into significant changes in numbers, but does suggest legislation in place for future changes.
Responsiveness of stakeholders to respond in a timely manner to political opportunities	Respondents in the field interviews did not explicitly state that peacebuilding stakeholders were more responsive to political opportunities as a result of the PPP – although there were some observations from external observers that the Government of Kyrgyzstan is more open and responsive to experimentation in comparison to other similar countries.
Crossing expertise among agencies and stakeholders to build stronger initiatives	No specific mention of the practice of sharing expertise in the field interviews post-PPP support, however, respondents did mention the greater networking and collaborative relationships among some civil society and Government entities.

Table A3.3: Types of Indirect Impacts Cited in Project Reports[82]

Type of Catalytic Effects Mentioned End of Project Reports	# projects that citing the Catalytic Effect (12 Max.)
Transparency and Accountability	2
Funding Mobilization	5
Education and Training	1
Coordination	4
Systems building (scale up)	2
Cascade effect (transmission and adoption)	7
Gender equity	2

[82] Data from End of Project Reports. Documents found on the Multi-Partner Trust Fund Gateway: http://mptf.undp.org/document/search?fund=PB000&country=KGZ&go=true

Table A3.4: PBF Performance and Catalytic Effects[83]

Catalytic Effect	Example
Unblocking processes that had been barriers to promoting peace	The combination of outcome 1 and outcome 2 within the PPP appear to be the most frequently cited relationship that contributed to unblocking processes. As an example, the legislation increasing responsibility of the LSGs for inter-ethnic disputes has led to an increased demand and receptivity on the part of the LSGs for capacity building on these issues.
Catalyzing funding opportunities for further peacebuilding	Five of the projects in the PPP noted that they were able to leverage other funding as a result of the PPP support.
Adapting or mainstreaming peacebuilding actions and approaches in other projects	This element was less cited among the respondents, although it should be noted that the PPP had the catalytic effect of some of the participating RUNOs adopting a peacebuilding framework. However, relatively few other donors or non-PPP UNCT and iNGOs reported using the PPP and its elements as a framework for consideration. The PPP was relatively unknown outside of UN and GoK circles of respondents.
Creation of networks that serve as platforms for facilitating other peacebuilding work	Very frequently cited element in both project documents as well as field mission interviews. The coordination spaces at the national level within the PPP created opportunities for networking among civil society, RUNOs, and Government of Kyrgyzstan entities.
The promotion of innovative and risk-taking forms of peacebuilding action	Many of the RUNO projects were not be considered innovative due to the fact that similar projects had been implemented previously outside of the frame of the PPP. Still, respondents acknowledged that the PPP collaborative spaces for coordination between CSOs, the GoK and the RUNOs were innovative for the context. Although projects as a whole were not necessarily innovative, specific activities within the frames of the projects that were considered to be new or innovative for that type of intervention Some national level stakeholders also mentioned in interviews that the PPP opened a space for discussing political sensitive issues with multiple GoK and UNCT stakeholders.
The promotion of increased inclusiveness of stakeholders, increased commitment of stakeholders and an increasingly shared unified framework among stakeholders for peacebuilding.	The broad membership in the JSC helped to contribute to increased numbers of types of stakeholders The unified shared framework for peacebuilding was relatively clear within the PPP JSC members. However, there were differences in emphasis in the field mission interviews regarding the key components of the PPP between the Government of Kyrgyzstan representatives and some of the RUNO representatives. All elements were present in the PPP framework, but given different weighting in terms of prioritizing and language.

[83] Data from qualitative interviews during final PPP evaluation process. May 2017.

Responsiveness of stakeholders to respond in a timely manner to political opportunities	The PBF instrument was highly valued and appreciated for its flexibility and responsiveness to changing conditions. There was also a strong support for learning and modifications across the PPP implementation phase with support for significant project modification as new learning emerged. In terms of missed political opportunities, respondents did not generally consider that the PPP missed political opportunities, although the election processes were the most often cited as not being addressed with sufficient forethought. The PBF-supported trans-border project could be viewed as an important seizing of political opportunities as they emerged across the Central Asia context.
Crossing expertise among agencies and stakeholders to build stronger initiatives	Most often during the PPP design phase. However, the Oversight Group structure was also a space where different types of Government, CSO, and UN stakeholders were engaged in sharing expertise during field monitoring visits. Project participants in the local state and CSO levels expressed a strong desire for more expertise exchange within their levels and not just at National or RUNO levels.

7.3.3 Outcome 1: Rule of Law

Outcome 1 - Building Trust and Confidence among people, communities and authorities (UNHCR)			
	This project aimed to increase trust and confidence in diverse and polarized communities and between people and authorities in the aftermath of conflict. This project supported the development and strengthening of local feedback and problem-solving mechanisms in order to achieve sustainable peace in southern Kyrgyzstan		
	Implementing Partners: Ombudsman's Office, Department of Local Self-Government and Interethnic Relations, PU Abad, Spravedlivost, Foundation for Tolerance International (FTI), Law Centre		
	Performance Indicator	**Baseline**	**End of Project Endline or Evaluation**
1.1	% increase of people's trust/satisfaction with the work of local government and police	43% of focus group participants are dissatisfied with the work of local self-government entities	Endline Results: 15.71% of survey respondents expressed dissatisfaction with the work of LSG, by rating their problem solving capacity poor or bad.
1.1.1	# of cases followed up and resolved	0	201 resolved individual cases
1.2	% decrease of fear among minorities to face humiliation/discrimination while approaching LSG and state authorities (including police) with their concerns/grievances	16% of focus groups report fear among minorities to face humiliation/discrimination while	Endline Results: less than 11% of the survey respondents indicated, that there is never equal and non-discriminative treatment by A/O or police;32.11%

		approaching LSG and state; 52% of individuals questioned during baseline study saw room for improvement for government authorities and police to realize non-discriminatory and equal access	of survey respondents said that there is never or only sometimes equal and non-discriminative treatment by the A/O; 31% of survey respondents said that there is never or only sometimes equal and non-discriminative treatment by the Police
1.3	% increase of filed grievances where formal procedures are followed by locals self-government bodies according the law	55% of filed grievances were answered satisfactorily; 60% on time	Endline Results: 85% of the filed grievances were answered
3.1	# laws, decrees, policies on local and national level amended and/or accepted. (The numbers and contents of advocacy points communicated from the project areas to the national level)	0	4
3.1.1	Increase of capacity	Limited reach of local NGOs, limited capacity	As per endline assessment, three UNHCR IP increased their capacity as a result of the project implementation
3.2.2	# of advocacy activities initiated by NGOs	0	8
3.3.1	# of studies	0	4

Outcome: 1	**Improving the rule of law and access to justice for sustainable peace (UNDP)**		
	The main objective of this project was the creation of a legal framework for sustainable peace in the Kyrgyz Republic by strengthening the rule of law and equal access to justice. Its activities focused on key institutional and policy reforms in line with the Constitution, national priorities and international standards in the field of human rights.		
	Implementing Partners: Parliament, President's Office, Ministry of Justice, State Personnel Service, Ombudsman, Bar Association, Advisory Councils		
	Performance Indicator	**Baseline**	**End of Project Endline or Evaluation**
1.1	Number of conflict-sensitive laws amended & adopted, including: Criminal & Criminal Procedural Codes, Codes on misdemeanor & Offences, Amnesty, Register of convictions, enforcement, laws on status of judges and self-governance, Bar, NAP	0 from priority judiciary law package	9 laws elaborated; 9 laws passed 2nd reading in the Parliament, and were finalized taking into account UPR recommendations, and have undergone 52 public hearings (also in the regions) and the NAP for UNSC Resolution 1325 was drafted adopted, 3 other laws were initiated
1.2	Parliament and Supreme Court oversees the implementation of key laws and judgements, including legal provisions on anti-discrimination	1 oversight event conducted in line with parliamentary and court oversight standards, and 1 oversight guidelines piloted	11 events on Parliamentary oversight over laws and executive/accountable to Parliament held; 4 oversight events on implementation of court judgements conducted; 2 reviews elaborated on CoA, NBKR; 2

			guidelines on reporting of Government before Parliament were drafted, piloted and 2 adopted;
1.2.1	Availability of the parliament's instructions on the use of the conflict sensitive expertise; # of laws reviewed according to the conflict sensitive expertise	Instructions not currently available; 0 laws reviewed	5 laws reviewed through conflict sensitive expertise and submitted to the Parliament Committee; 2 conflict-sensitive trainings conducted; 35 legal experts trained; video training course produced and available to lawyers, specialist and general public; on-line software designed and presented;
1.3.1	Availability of the parliament's instructions on the use of the conflict sensitive expertise; # of laws reviewed according to the conflict sensitive expertise		
2.1	# of recommendations of dialogue platform that were jointly implemented by state institutions and civil society	0	12 recommendations elaborated on increased gender sensitivity; financial independence of the judiciary; integration of alternative dispute resolution in the judicial system; improving mechanisms for appointment of judges, etc.
2.1.1	# of recommendations of dialogue platform that were jointly implemented by state institutions and civil society; level of trust between representatives of state institutions and civil society	0	12 policy and legislative recommendations elaborated; Danaker platform created; level of trust between representatives of the state and civil society increased; demonstrated by active participation in Project activities and engagement of Project expert in inter-agency WG.
2.2	Availability of legal framework envisaging increase of ethnic minorities and women representation in public service	Draft by-laws and regulations are prepared that envisage increase of ethnic minorities and women in public service"	New law on state & municipal service was approved & increased gender and multi-ethnic diversity
2.2.2	# of recommendations of the UPR review and other human rights mechanisms implemented	14 UPR recommendations relevant to PRF (5.7, 5.8, 5.29, 5.35, 5.37, 5.104, 5.105, 5.112, 5.113, 7.19, 7.20, 7.25, 7.26, 7.29).	9 out of these UPR recommendations, mostly relevant to justice reform are being addressed through efforts of Human Rights Council, civil society and Ombudsman
2.3.1	Availability of the draft law that envisage increase of percentage of representation of women and minorities in public service.		
3.1	# of complaints/cases documented and acted upon (including criminal and civil cases) with assistance of lawyers providing Free Legal Aid (disaggregated by gender, ethnicity and age) in 14 targeted areas	# of complaints/cases documented and acted upon (including criminal and civil cases) with assistance of lawyers providing Free Legal Aid (disaggregated by gender, ethnicity and age) in 14 targeted areas	14 trained defense lawyers provided 1,774 were in-depth legal aid: there were 1,004 women & 770 men; 1,270 Kyrgyz, 435 Uzbeks, 35 Russians, 13 Turks and 21 other ethnic groups. 183 more cases acted upon by free legal aid lawyers (111 women, 46 ethnic minorities consulted) in 14 target areas

3.1.1	Same as indicator 3.1	# of trained defense bars to provide	17 defense bars trained to provide Free legal aid services. Pro bono center with the Bar created, launched its website and sent the information on free professional aid to those who cannot afford lawyer's services.
3.2	# of complaints/cased documented and acted upon. Level of awareness of the vulnerable groups in selected 14 conflict prone areas of their rights to claim equal access to justice and public services	2,553 complaints to be documented & acted upon; The average level of legal knowledge of women, youth and minorities is 3 out of 5 (Access to Justice assessment as of Sept. 2014);	14 trained defense lawyers acted upon 3,544 complaints. 7,500 legal aid booklets were distributed.
3.2.1	Level of awareness of the vulnerable groups in selected areas of their rights to claim equal access to justice and public services	2,553 complaints to be documented & acted upon; The average level of legal knowledge of women, youth and minorities is 3 out of 5 (Access to Justice assessment as of Sept. 2014);	14 trained defense lawyers acted upon 3,544 complaints. 7,500 legal aid booklets were distributed.

Outcome: 1	**Peace and Trust: Equal Access to Law Enforcement and Justice (UNODC)**		
	This project addressed the role of the police in peacebuilding. The major goal of this project was to increase public confidence and trust in the police and thereby reduce local tensions in the Kyrgyz Republic. This was attempted by promoting gender and minority participation and representation in the police, strengthening complaints handling and external monitoring of police performance, and facilitating regular dialogue between the police, LSGs and local communities.		
	Implementing Partners: Ministry of Internal Affairs (MoI) of the Kyrgyz Republic		
	Description	**Baseline**	**End of Project Endline or Evaluation**
1.1	Number of minorities employed in police	6.3%	6.7%
1.1.1	MoI Resolution adopted and Action Plan developed	No policy paper available	3 relevant policies endorsed
1.2	Number of minorities enrolled in the police schools	3.0%	1.3%

1.2.1	No. of public events conducted	0	155
1.3	Number of minorities in senior level positions	5.2%	5.3%
2.1	Number of women employed in the police	13.0%	11.9%
2.1.1	MoI Resolution adopted and Action Plan developed	No policy paper available	Action plan developed
2.2	Number of women enrolled in police schools	13.5%	13.8%
2.2.1	No of police officers trained	0	282
2.3	Number of women in senior level positions	7.6%	7.1%
3.1	Number of police officers sanctioned in disciplinary and criminal proceedings in relation to misconduct	546 sanctioned: 171 - criminal proceedings, 375 - disciplinary proceedings	904 sanctioned: 160 - criminal proceedings 744 - disciplinary proceedings
3.1.1	No. of designated reception areas created	0	3
3.2	% of recommendations from oversight organizations implemented	Very low level of implementation	50% Implementation Rate
3.2.1	No of reports on police performance published	At least 1 report per year on police detention	3 reports published: 1) Report of the Ombudsman on police officers' labor rights; 2) Report on the performance of the police patrol service; 3) Report on the MoI Internal Oversight Department

Outcome: 1	Peace and Reconciliation through strengthening the rule of law and human rights protection (OHCHR)		
	This project aimed to strengthen the rule of law and protection of human rights through support for the Secretariat of the Council for Judicial Reform, the Supreme Court, the Supreme Court's Judiciary Training Centre (JTC), the Centre for the Professional Training of Prosecutors (CPTP) under the General Prosecutor's Office, the National Preventative Mechanism, the Coordination Council for Human Rights under the Government, the Advocates Training Center, the Lawyers Training Center under the Bar Association, and national human rights NGOs.		
	Implementing Partners: Department for Judicial Reform and Rule of Law of the Office of the President of the Kyrgyz Republic; Apparatus of the Government of the Kyrgyz Republic (The Coordination Council for Human Rights under the Government); Judicial Training Centres under the Supreme Court and the General Prosecutor's Office; National Mechanism for the Prevention of Torture; Coordination Council on Human Rights under the Government, Training Centre for Lawyers, NGOs Interbilim and Spravedlivost, and Ombudsperson and Committee on Constitutional Laws of the Parliament.		
Indicator level	**Description**	**Baseline**	**End of Project Endline or Evaluation**
1.1	Degree of compliance of key laws relating to the administration of justice with international and human rights standards	Current criminal procedure code and other key laws are not fully in compliance with international human rights standards	Seven draft laws (including the Criminal Procedure Code) have been approved in first and second reading in the Parliament and now incorporate human rights standards related to the administration of justice
1.1.1	Number of key draft laws relating to the administration of justice elaborated by the EWGs and submitted for public discussions	Three draft laws were partially elaborated by EWGs in 2013	Seven draft laws (including the Criminal Procedure Code) have been approved in first and second reading in the Parliament and now incorporate human rights standards related to the administration of justice
1.2.1	Number of resolution adopted by the Supreme Court regarding unified judicial practice on criminal cases	No such resolution has thus far been adopted by the Supreme Court on criminal cases	OHCHR conducted a research on unification of judicial practice on cases related to torture. The summarized judicial practice for cases related to torture that occurred up to mid-2015
1.3.1	Extent to which human rights are institutionalized in the training curricula of JTC and CPTP	The training curricula do not currently included human rights and will have to be updated in line with the new legislation	By Sept 2016, OHCHR developed a 4-day training on human rights in administration of justice and delivered ToTs to 25 judges of the JTC and 25 prosecutors of CPTP; 10 additional trainings for judges and

			prosecutors delivered, also on FoRB and IP
2.1	Extend to which targeted national human rights mechanisms (NPM and CCHR) function effectively in line with their respective mandates and international human rights standards	The NPM is in the process of being established following law adopted in 2012. The Government established CCHR in 2013 to follow up on recommendations of UN HRMs.	The NPM is staffed and present in 7 provinces. It operated in line with OPCAT guiding principles; 3 annual reports approved by Parliament. Since beginning 2016, there has been slow progress with the CCHR and the development of the NHRAP.
2.1.1	Number of reports following monitoring visits are produced by the NPM	No such comprehensive strategic plan exist	By Sept 2016, the NPM issued 3 annual reports including analysis of information gathered during the monitoring visits conducted in 2013, 2014 and 2015.
2.2	Extend to which young lawyers and NGO carry out their casework and monitoring and reporting, with reference to international human rights standards	There is lack of young defense lawyers and NGOs carrying out monitoring which refers to international human rights standards	By Sept 2016, ROCA trained around 90 young lawyers from the south and north and conducted ten trainings on international human rights standards, lawyers skills, conflict mediation, FoRB and HLP standards, and conducted one ToT for young lawyers.
2.2.1	Existence of a draft strategic plan to ensure a comprehensive follow up to recommendations from UN HRM	No such comprehensive strategic plan exist	The CCHR established two working groups: one to draft the national human rights action plan and one to develop procedures to implement views of UN Committees. Both WGs include civil society organizations, but progress has been slow so far
2.3.1	Number of cases addressed by the trained young lawyers to national and international mechanisms on alleged human rights violations with reference to international and national human rights standards	0	At least in five cases, young lawyers confirmed having used the knowledge and skills acquired in trainings in their work. A lawyer used knowledge on human rights standards to submit a report to UN HRM and 7 submitted individual complaints to UN HRM.
2.3.2	Indicator 2.4 Number of public reports produced by NGOs documenting cases of HR violations in the south	N/A	By Sept 2016, two NGOs from southern Kyrgyzstan have been awarded grants to monitor emerging human rights trends in the south of Kyrgyzstan

3.1	Extent of understanding among duty bearers and right holders of the importance of effectively addressing human rights violations committed during and in the aftermath of June 2010 violence	Currently, there is little understanding among duty bearers and right holders on the concept of justice for the past and its tools	By Sept 2016, ROCA held discussions on transitional justice issues with the Ministry of Justice, the Office of General Prosecutor, the Presidential Administration and Supreme Court.
3.1.1	Number of duty bearers and right holders whose awareness is raised and capacity is strengthened about mechanisms and tools to address human rights violations including those committed in the past	Low awareness and capacity of duty bearers and right holders about mechanisms and tools to address human rights violations, including those committed in the past	By Sept 2016, ROCA held discussions on transitional justice issues with the Ministry of Justice, the Office of General Prosecutor, the Presidential Administration and Supreme Court.

7.3.4 Outcome 2: Local Capacity Building

Outcome: 2	**Building a Constituency for Peace (UN Women)**		
	This project worked towards promoting gender equality by involving young women in all aspects of public life and economic activity, and by building support systems to ensure their rights. It focused on bridging ethnic divisions by promoting equal opportunity regardless of ethnic origin, by facilitating side-by-side leaning of life- and livelihood skills, and by actively building knowledge of how to be a good citizen based on respecting diversity.		
	Implementing Partners: Foundation for Tolerance International (FTI), Rural Advisory Services (RAS), Department for Ethnic and Religious Policy and Collaboration with Civil Society (Office of the President)		
	Performance Indicator	**Baseline**	**End of Project Endline or Evaluation**
1.1	Students practice livelihood options on the family farm that will provide them with a livelihood after graduation, should they decide to work in the agricultural sector upon graduation from school or tertiary education	0	2,331
1.1.1	Number of students 30 PRF project area schools who successfully complete the entire course	0	3,767 completed the course (1,968 are girls)
1.1.2	Number of students in 30 PRF project area schools knowledgeable about business planning in relation to kitchen gardening	0	2,441 participants: 1,235 are girls, 1,096 are boys, 110 are teachers
1.2	Students in six provinces act as agents of positive change by advocating for and monitoring the protection of their female peers' human rights by duty bearers	0	2,099
1.2.1	Number of students in 30 PRF project area schools successfully completed the entire courses	0	2,099

1.2.2	Number of students in 30 PRF project are schools who conducted a conflict analysis in their school and act upon it. Number of students in 30 PRF project are schools who take action, including advocacy action, to protect the rights of female peer	0	2,099
1.3	Diverse stakeholders at municipal level join in drafting conflict analysis and implement the related action plan in cooperation with local self-government this resulting in fewer conflicts that turn violent	0	19
1.3.1	Number of designated individuals convened for the training, actively participating and completing the course	0	Approx. 500 participants (approx. 290 men and 210 women)
1.3.2	Number of designated individuals convened for the training, actively participating and completing the course. Documented evidence of implementation of responsibility matrix	2. 0 and 3. 0	1. 23 LSGs trained 2. 48 action plans have been implemented in 19 communities

Outcome: 2	**Building Trust and Confidence among people, communities and authorities (UNHCR)**		
	This project aimed to increase trust and confidence in diverse and polarized communities and between people and authorities in the aftermath of conflict. This project supported the development and strengthening of local feedback and problem-solving mechanisms in order to achieve sustainable peace in southern Kyrgyzstan.		
	Implementing Partners: Ombudsman's Office, Department of Local Self-Government and Interethnic Relations, PU Abad, Spravedlivost, Foundation for Tolerance International (FTI), Law Centre		
	Performance Indicator	**Baseline**	**End of Project Endline or Evaluation**
2.1	% increase in level of trust to local authorities that they are capable to solve incidents/grievances/conflicts	30% of focus group respondents point out low problem solving capacity of local self-government entities	Endline Results: only 15.71% (or a 50% decrease) of survey respondents point out bad or poor problem solving capacity of LSG.
2.1.1	# of LSG having functioning feedback mechanism established/improved under the project	4 Dialogue Centers	Project targeted 26 LSGs, improved perception of LSG work in all locations as per endline study.
2.1.2		Low skills and insufficient structure of LSGA before project started	As per Endline study, overall increased capacity of LSGA and Ombudsman's office through joint project implementation and joint base- and endline assessment
2.3.1	# of PBIs successfully implemented	0	107

Outcome: 2	**Strengthening capacities of LSGs for peacebuilding (UNDP/UNICEF)**

	This project supported improved and effective interactions between local self–government institutions with other public authorities, and between civil society and local populations on interethnic issues and conflict prevention. A second component to this project focused on changing practices of rendering social support and social protection.		
	Implementing Partners: Department for Ethnic and Religious Policy and Collaboration with Civil Society (Office of the President); State Agency on Local Self-Governance and Inter-Ethnic Relations; Inter-Agency Commission to coordinate implementation of the Concept for National Unity and Interethnic Relations; State Commission on Religious Affairs; Assembly of People of Kyrgyzstan; Local Self-Governance (LSG) bodies in selected districts; Ministry of Labour and Social Development (MLSD); Bishkek Humanity University (BHU).		
Indicator level	**Performance Indicator**	**Baseline**	**End of Project Endline or Evaluation**
1.1	Number of cases relating to conflicts that LSGs targeted in the project have addressed with support of the Agency for LSG Affairs and Interethnic Relations and their affiliated structures (with breakdown of how many of those were resolved)	Out of 108 conflicts registered in 2014 GAMSUMO intervened in 21 cases. Thus the average percentage of GAMSUMO cooperation with LSGs in resolving local conflicts comprise above 19%.	Out of 13 conflicts registered in 2016 GAMSUMO intervened in 4 cases. Thus the average percentage of GAMSUMO cooperation with LSGs in resolving local conflicts comprises about 30%.
1.2	Number of joint initiatives carried out by the Agency for LSG Affairs and Interethnic Relations in collaboration with other state bodies and /or civil society to increase the percentage of under-represented groups in LSG-led local grievance resolution	0	The study on the issues of representation of ethnic minorities in state service was conducted by GAMSUMO in collaboration with UNDP. But there were no initiatives on this issue carried out by GAMSUMO in collaboration with other actors.
2.1	% of women in LSG-led local grievance resolution mechanisms and decision-making bodies	According to the results of base-line project assessment, the level of women participation in peace-building processes at the local level including women working in LSG bodies (in fact decision-making bodies) is around 41%.	According to the results of end-line project assessment, the level of women participation in peace-building processes at the local level including women working in LSG bodies (in fact decision-making bodies) is around 60%.
2.2	National policy on religious affairs in place, providing a framework for the promotion of religious diversity and freedom	No such policy	State policy in religious sphere for the period 2014-2020 was approved in 2014 by the President of KR and Action plan of policy was approved in 2015.
2.3.1	# vulnerable and poor [families with children, youth and minorities] identified and assisted at local level	38,253 (2014)	31,384 (18% decrease in 2016)
2.3.2	# vulnerable and poor identified at local level and referred to specialized social services/supported at higher level	705 (2015)	743 (5% increase in 2016)

Outcome: 2	Outcome 2 - Youth for Peaceful Change (UNICEF/UNDP/UNFPA)		
	This project aimed to ensure equal opportunities for youth when engaging in public life, and helps youth acquire skills of civic participation through project programming and training. This project focused on communities in conflict-prone regions, where young people are often discriminated against and face difficulties in gaining access to public services.		
	Implementing Partners: State Agency for Youth Affairs, Physical Culture and Sports, Ministry of Education and Science, Ministry of Social Development, Agency for Local Self-Governance and Interethnic Relations, State Commission on Religious Affair of the Kyrgyz Republic, LSG Bodies, Defense Council		
	Performance Indicator	**Baseline**	**End of Project Endline or Evaluation**
2.1	Number of youth in LSGs targeted by the project who advocate for equal access to services together with youth from other ethnic groups	61%	68%
2.1.1	% increase in constructive participation of youth in decision-making processes at all levels	Over the baseline period recorded 44 non-constructive conflict events involving youth.	Over the endline period 5 non-constructive conflict events involving youth registered. Progress is 88%
2.1.2	% of vulnerable young women and young men that are optimistic (think positively) about their future (and their future opportunities)	63%	74%
2.2.1	# of development strategies and policies with inclusion and guaranteed budgetary stipulation addressing needs and priorities of young men and young women	3	14 local Youth development plans were elaborated. 10 of them received Local Governments approval and partial funding. 4 are in the process of lobbying.

Outcome: 2	Multisectoral Cooperation for Inter-ethnic Peacebuilding in Kyrgyzstan (UNFPA)		
	This project supported interethnic dialogue and cooperation. Project implementation has required engagement with governments at all levels, civil society (including religious and community leaders), and media. Project work was aimed at addressing locally prioritized problems or concerns between ethnic groups, both at the local and national levels.		
	Implementing Partners: State Commission on Religious Affairs, State Agency on Self-Governance and Interethnic Relationships, Spiritual Administration of Moslem of Kyrgyzstan, Ministry of Emergency Situations, Public Foundation Mutakalim, Foundation for Tolerance International, Public Foundation Centre for Research of Democratic Processes		
	Performance Indicator	**Baseline**	**End of Project Endline or Evaluation**
1.1	% of people (members of communities selected in the project) who believe that RL and CL are working to promote peaceful relations in the communities	53% believe RL build relations -62% believe RL do not create disagreements -38% believe RL build relations and	will be assessed at the endline perception study in 2016

		create disagreements -33% believe LGS are very effective in resolving disputes -37% believe LSGs always resolve received cases	
2.1	# of state institutions that approved GBV SOPs as part of their responsive policies	0	1 SOP GBV is drafted and ready for adoption by the Government 1 GBV instruction is adopted by MH; 4 more GBV sectoral instructions drafted and ready for adoption (MoEm, MIA, Armed forces and Mental Health center);
3.1	# of violent activities decreased in areas exposed to BCC initiatives		will be assessed at the endline perception study in 2016
3.1.1	# of BCC community initiatives	0	92
3.1.2	# of media products	0	68

7.3.5 Outcome 3: Common Civic Identity

Outcome: 3	**Unity in Diversity (UNICEF/OHCHR)**		
	This project aimed to promote multilingualism in Kyrgyzstan by fostering an enabling environment for broader integration of minority groups while promoting protection of their rights. Multilingual education and multicultural initiatives targeted all age groups and genders, with a special focus on youth and women. This project also aimed to increase minority participation in public life and raising awareness of the population on minority rights, tolerance and cultural diversity.		
	Implementing Partners: National Commission on State Language, Ministry of Education and Science, State Agency for Local Self-Government and Interethnic Relations (GAMSUMO), Department of Ethnic, Religious Policy and Cooperation with Civil Society, Ombudsman Institute, Centre for Social Integration Policy, State Entity Infocom, State University of Osh, State Personnel Agency, Status University of Jalalabad, State University of Batken , American University for Central Asia, Youth Centres		
Indicator level	**Performance Indicator**	**Baseline**	**End of Project Endline or Evaluation**
1.1	Number of policy guidelines and normative acts developed and adopted	Multilingual and multicultural Education concept and policy adopted in 2010	Regulation on MLE schools developed and adopted by MoES Action Plan for MLE national scale up is drafted and to be reviewed and approved by state and non-state partners
1.1.1	Availability quality analysis and number of education policy makers who demonstrate awareness of minority rights issues and	MLE policy without policy implementation guidelines	Regulation on MLE schools developed and adopted by MoES Recommendations on amendments the Law on Education submitted to MoES

	promote multilingual and multicultural education practices		
1.2	Number of agreed participation measures to be piloted	The only special measure on participation is 15% minority quota in the party list	Five (5) measures to increase minority representation in civil service were agreed upon with State Personnel Agency and were implemented (see list above, under Outcome 1)
1.2.1	Number of discussions and consultations	0	More than 8 consultations have taken place: during a PRF JSC meeting, with the Presidential Administration, Vice Prime Minister, with the Agency for Local Self Government, with the Mayors, Governors, GAMSUMO in Osh, Jalalabad, Batken and Issyk Kul.
2.1	Number of in-service and pre-service institutions providing methodological support for improving multilingual education prospects and practices	In 2013 coordination council for development of multilingual and multicultural education is established in MoES	2 innovative labs established in pilot universities 12 schools selected as MLE resource schools in each pilot district Regional Conference on "Education in Multicultural Society" organized 3 CA regional MLE schools, quarterly coordination meetings
2.1.1	Number of printed teaching and learning materials	0	Three integrative and inclusive models of MLE had been piloted
2.2	Number of selected models of multilingual and multicultural education implemented	0	Three integrative and inclusive models of MLE had been piloted
2.2.1	Number of trained teachers, mentors and school administrators	N/A	About 9,000 children of 56 schools and 11 pre-school groups enjoyed improved learning in 306 multilingual pilot classes. Overall 1000 pre-school, school and university teachers have improved their language competencies and CLIL methodology
2.3.1	Number of schools and pre-schools implementing MLE	0	56 schools, 11 preschool groups and 2 universities piloted and adopted MLE teaching methods, practices and processes
2.4.1	Number of resource hubs and innovative labs	0	Two innovative laboratories have been established in pilot universities. 12 schools have been selected as resource schools
2.5.1	Number of digitized teaching material available	N/A	Two innovative laboratories have been established in pilot universities.
3.1	Number of initiatives supporting inter-ethnic and inter-community dialogue and promoting respect for diversity	Fragmented training opportunity to learn state and official language exist	UNICEF: National Commission on State Language develop teaching material for teachers and youth and provided free of charge state language classes in youth centers and education training centers

3.1.1	Number of state language courses/groups	Sporadic language courses at some institutions	OHCHR: National Commission on State Language developed teaching material in Kyrgyz language for civil servants at different levels (A1, A2, B1, B2). Language classes were delivered to 37 groups, for a total of 511 civil servants across the country
3.2.1	Number of promotion material, TV and radio programmes, round table discussions, online materials	N/A	By Sept 2016, OHCHR conducted five awareness raising campaigns on minority rights and respect for diversity in Osh, Jalalabad and Batken universities; youth produced five pieces of awareness raising material published online
3.3.1	Number of experts	N/A	By mid-2016, 150 professors have been trained on diversity and multiculturalism in Jalalabad, Batken, Osh universities and have delivered the course for approximately 1200 students. The course was introduced as elective course in 2 Universities.
3.4.1	Number of trainings	N/A	17; Seven trainings for 100 youth from different ethnicities; 40 representatives of GAMSUMO trained on diversity management and tolerance in one training; multi-ethnic media outlet Dostuk trained; 8 trainings for professors on multiculturalism
3.5.1	Number of initiatives	N/A	5

Outcome: 3	**Outcome 3 - Youth for Peaceful Change (UNICEF/UNDP/UNFPA)**		
	This project aimed to ensure equal opportunities for youth when engaging in public life, and helps youth acquire skills of civic participation through project programming and training. This project focused on communities in conflict-prone regions, where young people are often discriminated against and face difficulties in gaining access to public services.		
	Implementing Partners: State Agency for Youth Affairs, Physical Culture and Sports, Ministry of Education and Science, Ministry of Social Development, Agency for Local Self-Governance and Interethnic Relations, State Commission on Religious Affair of the Kyrgyz Republic, LSG Bodies, Defense Council, NGO Institute for Youth Development, NGO Y-PEER		
Indicator level	**Performance Indicator**	**Baseline**	**End of Project Endline or Evaluation**
2.1	% of youth who believe that diversity in society is an asset for the development of the country	59%	6% increase: according to endline survey in target communities as of February 2016, 65% of youth who believe that diversity in society is an asset for the development of the country
2.2	% of vulnerable young women and young men that are optimistic (think positively) about their future (and their future opportunities)	63%	11 % increase: according to endline survey in target communities as of February 2016, 74% of vulnerable young women and young men that

			are optimistic (think positively) about their future (and their future opportunities).
2.2.2	# of media products, # of media products in minorities languages	0	12 TV programs (6 Kyr, 6 Rus); 48 radio programs (18 Kyr, 10 Rus, 10 Uzb) 6 TV programs and 20 radio programs
3.1	% of youth who believe that diversity in society is an asset for the development of the country	59%	65%
3.1.1	% increase in constructive participation of youth in decision-making processes at all levels	Over the baseline period recorded 44 non-constructive conflict events involving youth. The base value of 44 fact - it is 100%	Over the endline period recorded 5 non-constructive conflict events involving youth. Progress is 88%.
3.2	% of youth that have participated in community development activities	63%	74%

Outcome: 3	**Media for Peace (UNDP)**		
	This project supported local mass media in promoting ethnic diversity, interethnic harmony, and national unity in the Kyrgyz Republic through the production of TV programs on peacebuilding issues in the three main languages of Kyrgyzstan. This project aimed at promoting a sense of professional responsibility in the mass media in a variety of peacebuilding areas.		
	Implementing Partners: Secretariat of the National Council on Sustainable Development, Unity Radio and TV, EITR TA and Radio, and the Public Service Broadcasting Corporation		
	Performance Indicator	**Baseline**	**Evaluation**
1.1	% increase in audience sample, that has been exposed to media outputs produced by the project, believing that media outputs have increased their appreciation for diversity and a common civic identity	N/A	62% agree TV creates positive atmosphere, 58% believe TV promotes harmony
1.1.1	% increase in audience sample, that has been exposed to TV talk show on sustainable development broadcast on OTRK, believing that watching the talk show has increased their understanding of how they can practically promote peace building		30 of 44 outlets broadcasted Strategy 2017. 48 journalists trained, 110 articles developed.
1.1.2	% increase in audience of TV talk show on sustainable development broadcast on OTRK	N/A	N/A
1.2	% increase in audience sample, that has been exposed to media outputs produced by the project, believing that media outputs have increased their understanding of how they can practically promote peace building	N/A	62% agree TV creates positive atmosphere, 58% believe TV promotes harmony

1.2.1	% increase in audience sample of media consumers in targeted areas where media programmes (produced by the project) are broadcast who acknowledge access to media outputs in their language (disaggregated for gender, age, ethnic or linguistic group	N/A	N/A
1.2.2	number and percentage of media programmes (features, debates, episodes, documentaries, etc.) broadcast as result of the project (disaggregated by language and kind of media outputs, e.g. radio, TV, etc.) that promote respect for diversity and a common civic.	N/A	N/A

7.4 Annex 4: Evaluation Matrix

Evaluation Matrix
PBF Evaluation – Kyrgyzstan PPP

Category 1: Political and Strategic Implications

Key Questions:

1. Assess to what extent the PBF Envelope of support has made concrete and sustained impact in terms of building and consolidating peace in Kyrgyzstan, either through the PPP direct action or through catalytic effects which added value to the peacebuilding programming context.
2. Assess critical peacebuilding gaps to be addressed in future support
3. To what extent were the PPP and project Theories of Change relevant for addressing peacebuilding needs in Kyrgyzstan?

Areas of Analysis:

1. PPP Outcomes
2. PPP Added Value (Catalytic Effects)
3. Peacebuilding Relevance
4. Peacebuilding Gaps

No.	Key Question	Data Tools	Data Analysis Modules

	1.0 To what extent did the PBF portfolio as a whole from 2013-2016 achieve higher level results in the three priority areas?	• Document Analysis Exercises
		• PPP Oral History Exercise
		• Semi-Structured Interview Guides
		  o National Stakeholders/External Observers
		  o Implementing Partners
		  o AO Head (Case Study)
		  o District Representatives (Case Study)
		• Timeline Exercise (Case Study)
		• Thematic FGDs (Case Study)
			• PPP Process Consolidation
			• TOC Analysis
			• AO Case Study
			• Document Synthesis

No.	**Sub-questions**	**Judgment Criteria**	**Data Analysis Modules**
1.1	To what degree do critical laws, policies, reforms, and human rights mechanisms exist to uphold the rule of law and improve access to justice, respect, protection, and fulfillment of human rights?	1.1.1. Legislation supports equality before the law and non-discrimination	Document Synthesis
		1.1.2 New laws, policies, developed with PPP support	Document Synthesis
1.2	To what degree do state institutions have sufficient capacity to take forward human rights and justice obligations	1.2.1 Corrective measures in the implementation of laws are acted upon as a result of oversight groups	Document Synthesis

		1.2.2. Legal and judicial stakeholders trained through PPP project specific activities	Document Synthesis
		1.2.3 Women and ethnic minority in enforcement entities	Document Synthesis
		1.2.4. Responsiveness of state institutions to human rights and justice obligations	Document Synthesis
1.3	To what extent are rights-holders empowered to articulate and demand change?	1.3.1 Cases brought to human rights and justice institutions	Document Synthesis
		1.3.2 Citizen trust in national state institutions increases	Document Synthesis
		1.3.3 Dialogue on justice issues exists and includes diverse groups	Document Synthesis
		1.3.4 Women, Youth, and ethnic minorities involved in decision-making forums and leadership of peacebuilding activities	Document Synthesis
1.4	How effectively have LSGs supported conflict resolution, dialogue and mediation to reduce inter-communal tension?	1.4.1 Disputes taken up and documented by formal or informal local institutions	Document Synthesis
		1.4.2 Violent disputes decreased	Document Synthesis
1.5	To what extent have PBF-funded interventions fostered social cohesion and trust in LSG offices?	1.5.1 Citizen trust in LSGs is increased	Document Synthesis
		1.5.2 People believe that LSG members and religious leaders are working to promote peaceful relations	Document Synthesis
		1.5.2 Social Cohesion Increased	Document Synthesis
1.6	To what extent has there been increased roles for youth, women, and minority groups within local communities?	1.6.1 LSG led local grievance mechanisms include underrepresented groups (women, youth, ethnic minorities)	Document Synthesis
		1.6.2 Youth in targeted districts mobilize across ethnic lines to formally demand access to services	Document Synthesis
		1.6.3 Change in youth participation in community development activities	Document Synthesis PPP Process Consolidation AO Case Study
		1.6.4 Change in women's participation in community development activities	Document Synthesis
		1.6.5 Change in minority participation in community development activities	Document Synthesis
1.7	To what extent has the PPP promoted multi-lingual education?	1.7.1 Students, teachers, administrators and parents support MLE	Document Synthesis
		1.7.2 State application of a balanced language policy through multilingual education through policies, manuals, and systems	Document Synthesis
1.8		1.8.1 State institutions support measures to improve participation of minorities in public life	Document Synthesis

	To what extent have PBF supported interventions led to a greater ascription of a common civic identity?	1.8.2 Initiatives supporting inter-ethnic and intercommunity dialogue and respect for diversity	Document Synthesis PPP Process Consolidation AO Case Study
		1.8.3 Population in target communities support minority rights	Document Synthesis PPP Process Consolidation AO Case Study
		1.8.4 Media programs promote respect for diversity and a common civic identity	Document Synthesis PPP Process Consolidation AO Case Study
		1.8.5 Citizens have a positive disposition toward others	Document Synthesis PPP Process Consolidation AO Case Study
No.	**Key Question**		
	2.0 How catalytic, relevant and sustainable was the PPP, and PBF investment in the PPP, for ongoing peacebuilding programming?		
No.	**Sub-questions**	**Judgement Criteria**	**Sources**
2.1	To what extent did the PBF portfolio as a whole, and the way it was implemented, contribute added value for future peacebuilding processes in Kyrgyzstan?	2.1.1 PPP investments seen as innovative and pioneering in terms of taking risks compared to other donors	Document Synthesis PPP Process Consolidation AO Case Study
		2.1.2 PPP seizes important political opportunities for greater peacebuilding impact	
		2.1.3 PPP is the reference document for other donors PB programmes, attracting other funding to peacebuilding in Kyrgyzstan or Central Asia	
		2.1.4 PPP supported activities/approaches being mainstreamed into other projects by the local stakeholders and/or other donors/RUNOs/INGOs in the country (or in other contexts)	
		2.1.5 Government commitment to peacebuilding is increased	
		2.1.6 Processes unblocked that contribute to other peacebuilding efforts	
		2.1.7 Synergies verified across outcome areas of the PPP (e.g. networks created that serve as platforms for other peacebuilding efforts)	
		2.1.8 Integration of key stakeholders in more inclusive manner in PBF support and in the design, implementation and oversight of the PPP.	
2.4	What are key peacebuilding gaps remaining to be addressed?	2.4.1 Peacebuilding Gaps in PPP TOCs	TOC Analysis PPP Process Consolidation
		2.4.2 Peacebuilding gaps in PPP Operationalization of TOCs that led to missed opportunities of the PPP and of PBF funding	

		2.4.3 Perception of peacebuilding gaps critical to be addressed in future support	
No.	**Key Question**		
	3.0 What are key lessons learned from for future peacebuilding programming?	3.0.1 TOC alignment and gaps	PPP Process Consolidation TOC Analysis AO Case Study Document Synthesis
		3.0.2 Key innovative practices	
		3.0.3 Key sustainability barriers and successes	
		3.0.4 Important approaches for maximum impact	

Category 2: PPP Process Considerations – Evaluation Dimensions & Management

Key Questions:

1. Assess how relevant, efficient, effective, sustainable, and gender sensitive the PBF support and PPP management has been to Kyrgyzstan
2. To what extent were inclusive decision-making, ownership and engagement and overall timeliness and responsiveness integrated into the management systems for the PBF and PPP in the 2014-2016 operational period?

Areas of Analysis:

1. PPP Development Process
2. PPP Operationalization Process
3. PPP Implementation Process
4. JSC, RUNO, PBF Management functions

No.	**Key Question**	**Data Tools**	**Data Analysis Modules**

	4.0 To what extent have PBF process and PPP management been responsive, efficient, and effective?	• Document Analysis Exercises
		• PPP Oral History Exercise
		• Semi-Structured Interview Guides
		  o National Stakeholders/External Observers
		  o Implementing Partners
		  o AO Head (Case Study)
		  o District Representatives (Case Study)
		• Timeline Exercise (Case Study)
		• Thematic FGDs (Case Study)
			• PPP Process Consolidation
			• Document Synthesis

No.	**Sub-questions**	**Judgement Criteria**	**Sources**
4.1	How efficient was the PPP development process?	4.1.1 Timely development 4.1.2 Responsive 4.1.3 Process relied on lessons learned from PBNPA and IRF evaluations 4.1.4 TOC development factors	PPP Process Consolidation Document Synthesis

		4.1.5 Decision-making transparent 4.1.6 Decision-making strategic	
4.2	How Relevant was the PPP for addressing key peacebuilding needs?	4.2.1 Theory of change for PBF Portfolio connected to PBNPA analysis	
		4.2.2 Number of alternative TOCs identified that provide enhanced relevance	TOC Analysis PPP Process Consolidation
		4.2.3 PPP projects' theories of change connected to PPP TOC	
		4.2.4 PPP aligned with peacebuilding priorities in UNDAF	PPP Process Consolidation
		4.2.5 PPP integrated into GoK peacebuilding priorities	PPP Process Consolidation
4.3	How efficient was the PPP Operationalization process?	4.3.1Timely development 4.3.2 Responsive 4.3.3 TOC development high quality 4.3.4Decision-making transparent 4.3.5 Decision-making strategic 4.3.6 Project selection process in place and clear 4.3.7 RUNO selection process in place and clear 4.3.8 Clear criteria for selection	PPP Process Consolidation Document Synthesis
4.4	How effective were the management processes for the PPP implementation phase?	4.4.1 Timely processes 4.4.2 Strategic analysis 4.4.3 Responsive to adjustments 4.4.4 Seized important political opportunities? 4.4.5 Risk factors assessed and managed? 4.4.6 Projects were innovative and complementary	PPP Process Consolidation Document Synthesis
4.5	How sustainable are the Peacebuilding gains from the PPP?	4.5.1 Degree of Government commitment	
		4.5.2 Degree of institutional capacity	
		4.5.3 Degree of UN Commitment	PPP Process Consolidation
		4.5.4 Degree of social commitment	
		4.5.5 External and Internal Political Forces	
No.	**Key Question**		
5.0 How effective and efficient were the arrangements in-country and between PBSO/PBF and the UNCT for PPP Management			
No.	**Sub-questions**	**Judgement Criteria**	**Sources**
5.1	How well did the management processes with the PBF/PBSO provide good support to the PPP?	5.1.1 Decision-making processes transparent 5.1.2 Decision-making processes efficient 5.1.3 Decision-making processes led to good decisions 5.1.4 Approval processes timely	PPP Process Consolidation Document Synthesis
5.2	To what extent did the JSC processes include high degree of ownership and diverse engagements	5.2.1 Government Leadership Strength 5.2.2. Civil Society Representation 5.2.3 Stakeholder diversity	PPP Process Consolidation Document Synthesis

5.3	How responsive was the JSC to adaptation over the course of the PPP?	5.3.1 Leadership 5.3.2 Membership levels 5.3.3 Technical capacity 5.3.4 Structure 5.3.5 Government, civil society, and RUNO/UNCT ownership and engagement	PPP Process Consolidation Document Synthesis
5.4	What was the level of technical capacity of the JSC for project cycle management?	5.4.1. Factors contributing to supporting or inhibiting timely project processes 5.4.2. JSC support bodies functioning effectively 5.4.3. Quality Assurance of monitoring data and reports 5.4.4. Oversight of PPP 5.4.5. Early Warning and Risk Management systems in place and used	PPP Process Consolidation Document Synthesis
5.5	How strategic were the JSC decisions regarding the PPP?	5.5.1 Degree of project complementarity 5.5.2 RUNOs actively collaborated for common strategic objectives 5.5.3 PPP and projects well anchored into national frameworks and UNDAF for Kyrgyzstan 5.5.4 Degree of strategic analysis carried out by JSC	PPP Process Consolidation Document Synthesis
5.6	What was the degree of technical capacity of the individual RUNOs and their implementing partners	5.6.1 Absorption capacity of RUNOs for implementation 5.6.2 Semi-Annual and Annual Reviews and report quality 5.6.3 RUNOs reporting against higher-level outcomes	PPP Process Consolidation Document Synthesis
5.7	To what extent were the gender considerations mainstreamed throughout PBF support to Kyrgyzstan via the PPP and individual projects?	5.7.1 Projects supporting gender responsive peacebuilding 5.7.2 Women involved in decision-making forums and leadership of peacebuilding activities 5.7.3 Change in women's participation in community development activities 5.7.4 LSG led local grievance mechanisms include women 5.7.5 Women's committees functioning effectively	PPP Process Consolidation Document Synthesis
5.8	To what extent were Gender and Do No Harm principles integrated into project cycle management and implementation	5.8.1 Gender sensitivity present in all four phases: Design, implementation, monitoring and reporting 5.8.2 Sufficient gender expertise available in the UNCT to support gender integration 5.8.3 Do no harm principles integrated into daily management and oversight processes	PPP Process Consolidation Document Synthesis
	Key Question		
	6.0 What are important lessons for international PBF Management of PPPs?	6.0.1 Number of lessons learned for management of PPP and PBF with international application including successes and challenges	PPP Process Consolidation Document Synthesis

7.5 Annex 5: Evaluation Team Mission Schedule

General Calendar

Sunday	Monday	Tuesday	Weds	Thursday	Friday	Saturday
Pre-Mission May 15-21	22 May - Arrival	23 May – Team Only	24 May – PBF Focal Point/ JSC	25 May – JSC	26 May - JSC	27 May – External Observers & Implementing partners (NGOs)
Pre-Mission Skype Interview with personnel based outside of Kyrgyzstan	Arrive Bishkek Evening	Team only meeting and organization	Meeting with PBF Focal point Meeting with JSC Co-Chair	Meeting with JSC Co-Chair JSC RUNO Representatives (Group Interviews by Outcome)	JSC Interviews Government Representatives JSC Interviews Civil Society	External Observers and Continued Skype calls as necessary Bishkek Current and Former PBF and JSC and RUNO Staff
28 May – Data Organization and Analysis	29 May – JSC and State Commissions	30 May - Batken	31 May – Leylek/Isfana	1 June - Kulundu	2 June – Osh	3 June - Shark
Preliminary Data Analysis and Organization	Continued interviews with JSC GoK representatives if necessary Other State Agencies with knowledge of PPP (as necessary): NGOs and others:	Depart Bishkek Arrive 12:30 Provincial Authorities and State Agencies with knowledge of PPP UN agency field offices (e.g. UNDP, UNICEF, etc.) Implementing partners (NGOs) related to Kulundu and other PPP Projects	Travel Isfana District Level Meetings (4-5) with available persons from the following groups: District Authorities and State Agencies with knowledge of PPP Implementing partners (NGOs) from the PPP or PB related to Kulundu if located in the District	Early morning to Kulundu Interviews with Project Participants and Key Stakeholders related to PPP Travel Batken Evening	Leave for Osh Provincial Authorities and State Agencies with knowledge of PPP UN agency field offices (e.g. UNDP, UNICEF, etc.) Implementing partners (NGOs) related to Shark and other PPP Projects	Early morning to Shark Interviews with Project Participants and Key Stakeholders related to PPP Travel Osh Evening

4 June – Osh	5 June – Kara Suu	6 June - Jalalabad	7 June – Suzak District	8 June – Suzak AO	9 June – Bishkek	10 June – Data Analysis
Data Organization and Analysis – Team Only	Travel Kara Suu Early Morning District Level Meetings (4-5) with available persons from the following groups: District Authorities and State Agencies with knowledge of PPP Implementing partners (NGOs) from the PPP or PB related to Shark if located in the District Travel to Jalalabad	Meetings (4-5) with available persons from following groups: Provincial Authorities and State Agencies with knowledge of PPP UN agency field offices (e.g. UNDP, UNICEF, etc.) Implementing partners (NGOs) related to Suzak and other PPP Projects	District Level Meetings (4-5) with available persons from the following groups: District Authorities and State Agencies with knowledge of PPP Implementing partners (NGOs) from the PPP or PB related to Suzak if located in the District	Interviews with Project Participants and Key Stakeholders related to PPP Travel Osh – Fly to Bishkek	Additional Interviews and Consultations in Bishkek Donor Representatives Skype calls with outside of Kyrgyzstan stakeholders	Data Analysis and Preliminary Conclusions and Recommendations
11 June – Data Analysis	12 June	13 June	14 June - Travel	15 June	16 June	17 June
Data Analysis and Preliminary Conclusions and Recommendations	PBF/JSC Secretariat Debriefing	Departure				

7.6 Annex 6: List of Persons Interviewed

Name	Position/Title
New York PBF and PBSO	
Tammy Smith	PBF – Monitoring and Evaluation
Yun Jae Chun	PBF – Monitoring and Evaluation
Miroslav Jenca	Assistant Secretary General – Department of Political Affairs
Brian Pozun	Programme officer – Department of Political Affairs
Mari Yamasita	Deputy to the Assistant Secretary General for Peacebuilding
Elisabeth da Costa	Human Rights Officer – OHCHR
Marc-André Franche	Director of PBF
Lance Clark	Independent Consultant – Review of the United Nations Peacebuilding Fund (2013)
NATIONAL LEVEL	
PBF Secretariat (Current and Former)	
Mirlan Mamyrov	Former PBF Secretariat Manager, currently UNRCCA Representative
Ulan Shabynov	PBF Secretariat, Head
Naoki Nikei	Peace and Development Advisor
Yulia Aleshkina	Former M&E Specialist
Claudio Alberti	PBF Secretariat, former M&E Advisor
Joint Steering Committee Members (Current and Former)	
Government of Kyrgyzstan	
Mira Karybaeva	Advisor to the President of Kyrgyzstan, co-chair of JSC
Nadiia Yusupova	President's Office, Advisor
Zakir Chotaev	State Commission for Religious Affairs
Gulnaz Isaeva	State Commission for Religious Affairs
Bagyshbek Raimbekov	GAMSUMO
Asel Osmonova	Ministry of International Affairs (MIA)
Dinara Alieva	MIA
Indira Sharshenova	State Personnel Service, Head of Department, Focal Point
Alisherov Nurdin,	State Personnel Service, Head of Department on Education and External Affairs
Mederbek Akim Uulu	National Commission on State Language, Deputy Chair
Ainura Ismankulova	National Commission on State Language
Aibek Shatenov	Ministry of Justice
Civil Society/Oversight Group Representatives	
Dinara Oshuranhunova	Coalition for Civil Society and Democracy
Zulfia Kochorbaeva	NGO Agency for Social Technologies
Tatyana Temirova	NGO Alga/ACSSC
Gulsana Kangeldieva	NGO Dom Mira
United Nations Country Team	
Alexander Avanessov	Resident Coordinator UNCT (JSC Co-Chair)
Gulzina Karimova	UNHCR - Project Manager “Building Trust and Confidence”
Lucio Valerio Sarandrea	UNDP - Project Manager “Improving the Rule of Law and Access to Justice”
Olga Tkachenko	UNODC - “Increasing Equal Access to Law Enforcement”
Jypara Rakisheva	UNODC - “Increasing Equal Access to Law Enforcement”
Peter Naderer	OHCHR
Erkin Isakulov	UNHCR - Project Manager “Building Trust and Confidence”
Gulsana Turusbekova	UNICEF/UNDP - Project Manager “Strengthening Capacities of LSGs
Gulzhigit Ermatov	UNICEF/UNDP - Project Manager “Youth as change makers and peace builders
Anara Aitkurmanova	UNW - Project Manager “Building a Constituency for Peace
Artur Bukalaev	UNICEF/UNDP - Project Manager “Youth as change makers and peace builders”
Lira Duishebaeva	PDP Project Manager, now WFP
Nora Suyunalieva	UNFPA - Project Manager “Multi-Sectoral cooperation for inter-ethnic peacebuilding”
Nazira Kozubekova	OHCHR

Bea Ferenci	OHCHR project manager for the 2 projects under Outcome 1 (Peace and Reconciliation: RoL and HR) and 3 (Unity in Diversity)
Laura Macini	OHCHR Human Rights Officer, Project manager
Implementing Partners	
Jamal Frontbek Kyzy	Mutakalim NGO, Founder and Director
Tajykan Shabdanova	Foundation for Tolerance International (FTI)
Nina Bagdasarova	Centre for Social Integration Policy
Lidia Shulgina	Centre for Social Integration Policy
Gulnara Sharshekeeva	Public Defenders' Office
Tynchtykbek Bakytov	Y-PEER NGO, Youth for Peaceful Change Project, trainer-mobilizer
Darika Amanbaeva	Y-PEER NGO, Youth for Peaceful Change Project, coordinator
Gulnara Salohudinova	Y-PEER, Formed Director
Elnura Kalybaeva	Institute for Youth Development NGO, Unity in Diversity Project
Venera Sydykova	Director of Lawyers Training Centre (ATC)
Nurdin Sulaimanov	Director of the NCPT (National Centre for the Prevention of Torture)
Nazgul Turdubekova	Head of Coordination Council of the NCPT
Zairbek Ergeshov	SCRA
Damira Kaimova,	Prosecutor's Training Center
External Observers/Others	
Deirdre Tynan	ICG, Project Director, Central Asia
Atyrkul Rakishevna	OHCHR Consultant on Minorities, Study of Best Practices on Increasing Minorities Participation
Chinara Esengul	Peace Nexus Foundation, Regional Advisor for Central Asia
Bakyt Makhmutov	Embassy of Switzerland, Senior Advisor / Policy and water resources
Claudia Hock	EU Delegation, Project manager, Cooperation section
Ram Saravanamuttu	World Food Programme, Country Representative in KR
Jamie Brockbank	British Embassy, Portfolio Manager for Central Asia
Chuck Thiessen	PPP Endline and Baseline Research – Professor University of Coventry UK
Dan Smith	Former director of International Alert, Chair of the Advisory Board of PBF
Jomart Ormonbekov	Former UN RCCA
Katinka Pascher	OSCE (Human Rights, torture prevention, legal reform, women's rights/Gender focal point)
PROVINCIAL LEVEL	
State Authorities	
Absalam Abdiraimov	GAMSUMO and Public Reception Centre, Batken
Kubanychbek Saikalov	State Agency on Youth Affairs, Batken
Aikynov Khaid	Ombudsman in Batken province
Gulaim Momunova	Ministry of Interiors, Deputy Head of Department of Internal Affairs of Batken
Keldibek Mergenov	Ministry of Foreign Affairs, Expert
Talaybek Ibragimov	Deputy Akim of Batken District
I.K. Murzabekov	Department on Religious Affairs, Head of Department, Osh province
Talant Kaimov	Osh City Administration, Head of Economics, Finance and Investment Department
Kairinisa Mamatova	Osh City Administration, Head of Department;
Gulnaz Zairova	Osh Landscaping Department, investment specialist
Suhrob Tursunbaev	GAMSUMO, Specialist of Interregional Department, Osh province
Gulnar Sulaimanova	Uzgen City Administration, Specialist on Gender and social issues
Bedelbai Mamatov	#10 K. Datka Territorial Board, Head
Aizhamal Karamurzaeva	Attaché, MIA in the Southern region
Bakyt Teshebaev	Department of International Affairs, Public Security, Senior Inspector, Osh city
Zhazgul Kudaiberdieva	Department of Internal Affairs in Osh province, Inspector on Personnel Service
Nargiza Shamshieva	Department of Internal Affairs in Osh province, 10th department
Kemelbek Berdibaev	District Department of Internal Affairs, Deputy Chief, Karakuldzha, Osh province
Aijamal Karamyrzaeva	MFA Osh
Daniyar Tashiebaev	Vice Mayor of Nookat city
Yrysbek Izabekov	Office of the Plenipotentiary Representative of the KR Government in Jalal Abad, Deputy
Asylbek Sheraliev	State Agency on Youth Affairs, Head of Department of Youth Committee, Jalal Abad

Alima Amanova	Ombudsman, Head, Jalal Abad
Maktymkan Boronova	Department of Internal Affairs in Jalal Abad province, Senior Inspector
Ainura Kalieva	Department of Internal Affairs in Jalal Abad province, Senior Inspector
Sanjarbek Amanbay uulu	MFA attaché in Jalal Abad province
N. Kaisorbaev	Representative of GKDR KR
A. Kaparov	GAMSUMO in Jalal Abad province
P. Sheraliev	Public Council Chair under APPP KR in Jalal Abad province
United Nations Agency Representatives	
Akyn Bakirov	UNDP Programme Staff, Batken
Sarvarboi Turdiboev	UNDP Programme Staff, Batken
Abdymitalip Akhmatjanov	UNICEF / Former UNDP Staff, Batken
Zakhid Madrakhimov	OHCHR, Osh
Tuimakan Subankulova	UNDP, Osh
Gulnaz Kolsarieva	UNDP, Osh
Gulnara Zhenishbekova	UNICEF, Osh
Dildora Khamidova	UN Women, Osh
Ilkom Abdukhalilov	UNHCR, Jalal Abad
Implementing Partners	
Tugolbai Abdumalikov	Initiative Youth Club
Mahamadamin Kanatov	Youth center Amir-Temur
Nazgul Akylbek Kyzy	Youth of Osh
Pazyl Asanbek	Yntymak TV
Rustam Faizov	Yntymak TV
Nurgul Sultanova	FTI, Osh
Tashbolot Joroev	University of Osh
Liliana Abdivalieva	University of Osh
Gulsana Abytova	Jenskiy Bank Mira NGO
Aida Bektasheva	PF “Centre for Human Rights & Democracy”, Project Coordinator
Muhammadjan Nasirov	PU "Ozgon Altyn Door", Head
Mavluda Tynaeva	PU "Ensan Diamond", Specialist
Alima Kadyrova	PU "Ensan Diamond", Specialist
Nusratullo Akhmadov	Southern Branch of "Interbilim" Center, Expert
Altynai Satyvaldieva	Southern Branch of “Interbilim” Center, Coordinator
Altynai Galieva	Southern Branch of “Interbilim” Center, Lawyer
Aleksandr Bekmurzin	Southern Branch of “Interbilim” Center, Coordinator
Liana Abdibalieva	“New Rhythm” NGO
Gulya Bektasheva	Human Rights & Human Development NGO
Valentina Gritsenko	Spravedlivost NGO, Head
Nurzhan Raimjanov	Spravedlivost NGO, Lawyer
Cholpon Ergeshova	Abad NGO
Chynara Zhusupova	PF “NGO Coordination and Support Center”, Head
Mairamber Adylbekov	"Young citizens development" NGO
Mislimkan Aidarova	University of Batken
Ergeshaly kyzy Aichurek	University of Batken
Robert Abasbekov	FTI Batken, Head
DISTRICT LEVEL	
State Authorities	
Zheenalieva Begimay	District Officer of MIA of Leylek district
Baimurat Bekmuratov	Head of Leilek State Administration
Ziyadullo Habibullaev	Public Reception Centers
Zairbek Baizokov	Social Department Specialist of the Mayor's Office
Zhavlonbek Tuichiev	Former Vice Mayor
Zarlyk Turgunbaev	Mayor of Kara-Suu
Daniyar Mamyraimov	Head of Police Department, Kara Suu town
Taalaibek Torogeldiev	Coordinator on Crime Prevention
Abdumukhtar Mamatov	Akim of Suzak district
Asylkan Ramankulova	Deputy Akim on Social Affairs, Suzak district
Torogeldi Turkbaev	The 1st Deputy Akim
Almaz Duyshobaev	Agency for Youth Affairs, Suzak district

Nurbek Zhanybekov,	Former Head of Suzak Police Department
Eshnazar Tatibaev	High School “Issyk Kul”, Director, Isfana
Abdulyahim Abdrakhmanov	Accountant, Isfana town municipality
Zhavlonbek Tuichiev	Isfana municipality
Zairbek Baizakov	Isfana “Taza Suu”, Chair
Atabek Kalmatov	GAMSUMO, secretary on Leilek district
Begimai Zheenalieva	Leilek Police Officer
Halyskan Baimurzaeva	Women’s Council of Suzak District
Implementing Partners	
Bakhram Rakhmankulov	Club of Young Politicians
Chinara Mamedova	Aizhan NGO
Berdi Sadikov	Aizhan NGO
Mavlyan Mamatkulov	Sputnik NGO, Kyzyl-Kiya
Abdirasul Komilov	Lawyer
Gulsana Satyeva	Independent Monitor
Sonunbuu Kamchibekova	ADI NGO
Meerim	Peer Educators, Team Leader,
Jannatay Asanova	Bilek NGO
Dilshat Mavlanov	Youth of Osh NGO
Baiysh Joldoshev	PU "Ak Tash Birimdigi", Head (Karasuu)
Rabiya Kazybekova	PU "Ak Tash Birimdigi”
Jumagul Karabaeva	FTI Project Coordinator
Gulipa Mamatazimova	Zyrp NGO
Davran Salimov	Project Coordinator
Nadyrbek Kachkynbaev	Rural Advisory Service (RAS), Jalal Abad
Turat Kalimbetov	Abad NGO
Mutara Abdilatipova	Dilbaray NGO, Suzak district
Nurgul Sultanova	FTI, Osh-Shark AO
Baiyush Zholdoshov	“Birimdik Ak Tash” NGO, Head, Karasuu
Nazgul Akylbek kyzy	“Youth of Osh” NGO
Nurtaza Abdiev	Young leader, Young Media Group
Asan Kubanychbek uulu	Young leader, Young Media Group
Salik Isakov	Young leader, Young Media Group
MUNICIPALITY LEVEL	
Local Authorities	
Azamat Abdrazakov	Local deputy of Ak-Sai municipality
Erkin Jolchiev	Head of the Aksai village
Oskonbai Tashbaltaev	Kulundu AO, Secretary
Azamat Asralov	Kulundu AO, Specialist on Investment
Bakytbek Mashirapov	Head of Kulundu Police Station
Saparaly Adinaev	Head of Maksat village
Arslanbek Oktomov	Medical Point, Head (ФАП) in Maksat village
Sahidin Amanov	Head of Bulak-Bashy village
Abdysaly Karabekov	Association of Water Users Head, Bulak-Bashy village
Sharapat Nurmatova	Kulundu AO, Social Specialist
Talgat Aidarov	Deputy of Aiyl Kenesh, Shark
Talaibek Tezekbaev	Head of Shark AO
Jenish Nurjanov	Deputy of Aiyl Kenesh, Shark
Vohid Alymjanov	AO specialist, Yrys AO
Ismail Turdukulov	Kara-Darya AO, economist, Suzak district
Taalaibek Halilov	Yrys AO, Head, Suzak district
Zhyldyzkan Choibekova	Kyzyl Tuu AO, social worker
Arstan Asanov	Yrys AO, Head
Shuhratilla Sheraliev	Atabekov AO, Head, Suzak district
Tanzilla Halikova	Deputy of Yrys Aiyl Kenesh
Akmal Mamadaliev	Deputy of Yrys Aiyl Kenesh
Bakytbek Kulmatov	Youth Center Chair, Local Kenesh Deputy, Suzak
Almazbek Duishobaev	Youth Council of Suzak district

Turat Kalimbaev	Yrys AO, Chair of village
Akhmatov Abdymitalip	Deputy AO
Bakhodir Aka	Local Council Member
Apsalam Usupov	Head of Aiyl Kenesh
Rabiya Kazybekova	Ak Tilek AO, social worker, Karasuu
Gulipa Mamatazimova	Ak Tilek AO, specialist
Inashkan Mamatalieva	Association of water users, accountant, Ak Tilek AO
Zhumagul Karabaeva	Ak Tilek AO, specialist
Zhalal Nurzhanov	Ak Tilek AO, specialist
Project Participants	
Karabotoeva Cholpon	Activist of the women's council Samarkandek village
Nurali Paiziev	Coordinator on Crime Prevention
Tashbalta Abdibapov	Kulundu Youth Center facilitator
Bakyt Kulmatov	Kulundu Youth Center facilitator
Gulyaim Kalykulova	Health Committee Chair, Librarian, Maksat village
Urkuya Sattarova	Women Council Chair, Maksat village
Gulmira Khalilova	School Director, Maksat village
G. Isakova	School administration of a school "40 let Kyrgyzstan "in Kulundu
S. Arzybaev	School administration of a school in Maksat village
Talant Shamshiev	Teacher, Kulundu AO Peer educators from My Safe and Peaceful School and My Prosperous Farm components of BCP project
Usmanali Ahmadaliev	Teacher (My prosperity farm)
Aidarali Ismanov	Lyceum #31, student
Narzia Rajapova	Pensioner (My prosperity farm)
Aigerim Duishenkul kyzy	School pupil (My prosperity farm)
N. Kurmanbek kyzy	School pupil (My prosperity farm)
N. Rashikhan kyzy	School pupil (My prosperity farm)
Bekbolot Orozaliev	School pupil (Safe school)
Narzilu Urunbai kyzy	School pupil (Safe school)
G. Erkaboeva	School pupil (Safe school)
Belek Omur uulu	School pupil (My prosperity farm)
Zhumabek Kadyrov	Teacher
Talant Shamshiev	Teacher
Asylkan Nabieva	Teacher
Gulnara Isakova	Director of school "40 лет Кыргызстана"
Jumabek Kadyrov	Madrasah
Hurshid Pazylov	Youth Leader, Shark AO
Allaberdi Toktobaev	Entrepreneur, project beneficiary
Gulchehra Toktobaeva	Entrepreneur, Shark AO
Masuda Sabo	Entrepreneur, Shark AO
Rano Yulchieva	Director of Ibn Sina secondary school
Mematillo Osmanov	Youth Center "Amir Temir"
Tashbolot Joroev	Osh SU, Shark
Guliza Borboeva	Osh SU
Bolotbek Isakov	Professor, MLE in Jalal Abad
Roza Akmatzhan kyzy	Student, MLE programme
Aida Ergeshova	Student
Jyldyz Subanalieva	Student
Azamat Bakyt uulu	Participant of youth trainings from Jalal Abad
Kurmanjan Sultanova	Participant of youth trainings from Jalal Abad
Aida Madylbaeva	AUCA student (MLE)
Marzhana Kadyrova	AUCA student (MLE)
Dmitriy Dio	AUCA student (MLE)
Nikolay Shulgin	Dean of Student Life – AUCA, Musical director of Theater "Mirrors"
Meerim Abdysamat kyzy	School pupil
Anarbek Sadykov	High School after Gagarina, Director, Leilek
Buaisha Sulaimanova	Teacher, school Navoi
Tlailahol Burhanova	Gymnasium #1, teacher
Bekbolot Turdubaev	Pupil, Navoi school

Mubara Ergeshova	Women's Council, Suzak
Halima Surma	Women's Council
Surma Yusupova	Teacher, High school #24, Yrys AO
Ravmanoi Ziyaeva	School Director, Atabekov AO
Argen Baktybek uulu	Youth Member, volley ball, Suzak
Kerimkul Raiymkulov	Youth Member, volley ball, Suzak
Almamat Myrzaev	Veterinary specialist, Karasuu
Talgat Aidarov	Entrepreneur (STO, vulcanization)
Anarbek Sadykov	Director of Gagarin School in Isfana
Aisha Teshebaeva	Women's Council. International village, Kulundu
Buzeinep Tashbekova	Karlygash NGO, Women Council Head
Grand Total	**261 people (47% women)**

7.7 Annex 7: Case Study Demographic Summaries

7.7.1 Kulundu Municipality

1.1 Date of establishment and administrative-territorial division:

Kulundu Ayil Okmotu was formed "01" June 1996 on the basis of the former village committee. Aiyl Aymak (hereinafter AA) consists of 6 settlements, of which 5 villages have an official status and are registered in statistical records. AA is located at a distance of 50 km from the district center of Isfana and at a distance of 185 km from the regional center of Batken.

1.2 Territory:

The total area – 46,296 Hectares.
Height above sea level is 630 m.
The distance to the regional center is 50 km.
The distance to the regional center is 185 km.
Distance to the airport - 50 km.
The distance to the railway station is 20 km.

1.3 Bodies of local self-government:

31 deputies were elected to the representative body - the "Kulundu" local (ayil) kenesh, including 5 women, 26 men from multi-member districts. There are 5 permanent commissions in the Aiyl Kenesh. Representation of young people (18-28 years) in the AK deputies.
The executive and administrative body – Aiyl Okmotu, the staff of the AO staff is 18 people, including 3 men and 15 women. Six of them are village heads.

Poverty reduction and social protection - The overall poverty indicator as of 01/01/2014

№	Name of villages	Total number of households	Number of passports filled on family	Extremely poor families				Poor families	
				Number of families with income up to 200 soms per month	% of families with monthly income up to 200 soms	Number of families with monthly income from 200 to 500 soms	% of families with monthly income from 200 to 500 soms	Number of families with monthly income from from 500 to 700 soms	% of families with monthly income from 500 to 700 soms
1	Maksat	255	96	28	18.1	24	18.8	44	28.5
2	International	789	349	66	49.1	102	13.7	163	22.0
3	Kulundu	2,213	1,000	335	16.8	65	3.1	517	26.0
4	Razzakov	821	367	73	9.8	92	12.4	178	24.0
5	Akaryk	926	436	87	12.1	103	14.4	221	30.9
6	Bulak bashy	312	133	38	53.1	23	7.6	72	23.9
	Total in AO	5,316	2,381	627	13.5	409	8.8	1,195	25.8

Note: the share of extremely poor and poor households in the total aggregate for AA was 51.3% or 2,231 households in total (the average size of households in 2014 was 9,395 people).

7.7.2 Shark Municipality

1.1 Date of establishment and administrative-territorial division:

Shark AO was established on October 20, 1994 on the basis of the former collective farm named after Kalinin, which was established in 1927. Shark AA consists of 6 settlements, 4 of which have an official status and are registered in the statistical register. Shark AA is located at a distance of 2 km from the regional center of Osh.

1.2 Territory:

Total area - 1,207 hectares
The height above sea level is 1150 m.
The distance to the regional center is 20 km.
The distance to the regional center is 5 km.
Distance to the airport - 11 km.
The distance to the railway station is 1 km.

1.3 Characteristics of geographic and climatic conditions:

Shark AA is located close to the major cities of the southern region of the Kyrgyz Republic - the city of Osh. In administrative terms, it is a rural government. It is one of the most ancient villages of Kyrgyzstan, the history of which is more than one thousand years old.

The winter period is short, relatively warm. Spring and autumn in the past decade is characterized by heavy rain. Summer is hot and dry.

The population is 42,406 people, of which 20,458 are women and 22,948 are men. Representatives of about 10 ethnic groups live in Shark, including Kyrgyz 9237, Uzbeks 31 224, Russian 16 and others: Turks, Kazakhs, Tatars, Tajiks, Uighurs, Koreans, Buryats, Chechens - 2025 people. The following financial institutions operate in Shark AA: 4 regional branches of commercial banks, and 4 micro credit companies.

1.4 Bodies of local self-government:

31 deputies were elected to the representative body - Shark Aiyl Kenesh (October 25, 2012), all men. The national composition of the deputy corps: Kyrgyz-7, Uzbeks-24. In the city kenesh there are 6 permanent commissions on budget, financial issues, municipal property and taxes, on social issues, youth policy and sport, on economic policy, on legality, organizational and legal issues for public organizations.
The executive and administrative body - the village of Shark, the staff of the village of Shark is 35 people, including 30 men and 5 women.
There are 10 secondary schools, 6 kindergartens, 1 "Rehabilitation center for disabled children" in Shark AA. In the secondary school after T. Musayev", the Secondary School after Mombekova, the Secondary School Top-Terek are taught in the Kyrgyz language, in the secondary school "Parpieva", School "Machak", School "Hamza", School "Ibn Sino" 125, secondary school "Altybaev", secondary school №124 training in the Uzbek language. Kindergartens are taught in Kyrgyz, Russian and Uzbek. There is a family medicine center, and a central hospital, 8 FAPs, 20 pharmacies. There are 20 mosques and 1 madrasah in AA.

Workable residents and especially young people with higher education who have qualifications are located outside the county and the Republic in search of work abroad. After the events of 2010, there was a large outflow of more than 12 percent of young people and the able-bodied population into labor migration. Basically, the Uzbek part of the population left, because of the security issue, discrimination based on ethnicity and the desire to obtain Russian citizenship. To date, this indicator has decreased due to the return of the population to 12 percent. Today, out of the population, 12 percent of the population is basically out (from 18 to 35 years old) in search of work outside the county and the country. This is due to the fact that there are no enterprises, low wages, no hope in the future.

4.1 The overall poverty indicator as of 01/01/2014

№	Villages	Total number of households количество дворов	Number of passports filled on family	Extremely poor families				Poor families	
				Number of families with income up to 200 soms per month	% of families with monthly income up to 200 soms	Number of families with monthly income from 200 to 500 soms	% of families with monthly income from 200 to 500 soms	Number of families with monthly income from from 500 to 700 soms	% of families with monthly income from 500 to 700 soms
1	Shark	2,228	128	34	27.8%	71	55.0%	23	18.0%
2	Tashlak	2,742	154	43	27.9%	84	55.1%	26	16.9%
3	Imam-Ata	575	88	24	27.2%	50	56.7%	14	15.9%
4	Madaniyat	365	103	27	26.2%	58	56.3%	18	17.4%
5	Top-Terek	110	151	42	28.0%	86	57.0%	23	15.0%
6	Furkat	80	124	35	28.0%	70	56.7%	18	14.8%
7	Padavan	2,258	105	29	27.9%	60	57.2%	16	14.5%
	Total in AO	8,278	853	234	28.0%	479	57.2%	138	15.9%

Note: Of the 8,278 households to poor households, there are 1,241 households, or 15 percent.

7.7.3 Suzak Municipality

1.1 Date of establishment and administrative-territorial division:

Suzak AO is located in the Suzak district of the Jalal-Abad region of Kyrgyzstan. The region is located in the south-western part of the region.[84]

The aimak includes 9 villages with Suzak (administrative center). The Suzak AO includes the following villages:

- Suzak
- Dostuk
- Aral
- Blagovechenka
- Jany-Dyikan
- Kamysh-Bashy
- Kyr-Zhol
- Sadda

The village of Suzak is both a district center and an administrative center of AO. Distance from a regional center Jalal-Abad city is 7 km away, from Bishkek - 600 km.

The territory of the settlement (ha, location, geography) - 22,890,000 m2
Above the levels of the sea 1,080 m
The total number of households is 7598.

Population and ethnic/age composition:

Total population – 38,449 people, incl. 19,973 men and 18,476 women. The majority of the population of Uzbeks - 81.4 percent;

- Up to 16 years – 14,835, up to 30 years – 21,520,
- Up to 59 years – 36,104 persons, over 60 – 2,345 persons,

[84] Data incorporated from http://reforma.kg/sites/default/files/documents/suzak.pdf

Kyrgyz – 4,591 people, Uzbek – 30,456 people
And other nationalities – 3,402 people, incl. Turks - 2.4%, Kurds - 0.4%, Russians - 0.3%, etc.

Economic activity and social objects

Many residents left for labor migrants for Russia

There are 6 FAPs, 12 schools, 8 kindergartens in the Suzak AO.
Budget of AO is subsidized by 20 percent, the total AO budget for 2015 is 42,600,000 soms.
The AO inhabitants are mainly engaged in farming and cattle breeding.

The amount of collected taxes to the local budget	241.500.000 soms
The amount of state subsidies from the republican budget	4.997.5000 soms

The following problems were prioritized by local population:

1) low trust between the police and the public and access of population to the police;
2) traffic accidents;
3) low level of legal literacy of the population.

Other priority problems are related to the border conflicts or distribution of religious extremism in the villages of Sarda, Kamysh-Bashy, Jany-Dyikan, Tosh and Blagoveshenka

7.8 Annex 8: Project by Project ToC Analysis

Outcome 1				
Outcome level ToC	**In order to** address human insecurity and peacebuilding challenges related to the lack of access to justice (including in relation to past conflicts), weak protection and promotion of human rights, insufficient participation and representation of minorities, unequal application of the law, lack of accountability, impunity and lack of trust in state institutions, **it is essential to** ensure equal access to justice and rights, uphold the rule of law, and empower civil society by: (i) developing relevant legal, policy and operational frameworks; (ii) enhancing the capacity of national and local state bodies to upheld the rule of law and implement those frameworks; and (iii) empower citizens – especially youth, women and other marginalized groups such as minorities – to participate in decision-making forums, in legislation implementation processes, and demand from duty-bearers respect and protection of human rights.			
Project title (RUNO)	*Building Trust and Confidence Among People, Communities, and Authorities (UNHCR)*	*Peace and reconciliation through strengthening the Rule of law and human rights protection (OHCHR)*	*Improving the Rule of Law and Access to Justice for Sustainable Peace (UNDP)*	*Peace and Trust: Equal Access to Law Enforcement and Justice (UNODC)*
Project Level ToC	People with complaints/ grievances will benefit from well-established procedures to report their concerns and to solve them with the authorities without fear or reprisals, meeting their obligations as citizens. In turn, local authorities (AO), including LSGA and the police will be able to deal with those critical issues in a conflict sensitive manner and in accordance with the rule of law through feedback mechanisms and individual institutions. These mechanisms will trigger positive changes at several levels (horizontally and vertically): (i) LSGs will be more responsive to the concerns of populations and more effective in addressing them (listening to populations; impartial monitoring and problem solving); (ii) polarised/ disputing communities will solve their problems through dialogue and implementation of problem solving activities together with the authorities; (iii) the advocacy capacity of local NGOs as local actors of change will be strengthened; (iv) National bodies, learning from those regional examples, will improve human rights protection	**If** (i) legislative drafters are aware about international and constitutional human rights standards relevant to new legislation on justice administration, and judicial actors are capacitated to ensure an equal application of such standards in practice; (ii) effective coordination between the state structures to promote an holistic implementation of human rights mechanisms' recommendations is built; and the capacities of independent monitoring mechanisms are strengthened; (iii) dialogue between duty bearers and rights holders about the root causes of the June 2010 violence can take place, access to justice for victims of human rights violations that have occurred during and in the aftermath of violence is strengthened; **then** the level of public trust in state institutions will increase, which is essential for achieving stability and peace in K."	**If** (i) institutions are accountable; (ii) policies and legal frameworks are revised/developed and implemented in line with international norms and standards; (iii) citizens are aware of their rights and institutions charged with acknowledging and protecting those rights, trusting that formal mechanisms will be effective and fair therefore prepared to engage these institutions on a regular basis; **this will** a) create an enabling environment for the just and equitable resolution of disputes and grievances of citizens; b) facilitate an increase of citizens trust in state institutions and justice delivery; increase citizens awareness of their rights to justice under participation in policy formulation and decision-making. These changes should result in more frequent practice of peaceful resolution of conflicts and disputes, greater abidance of the law, and lesser violence/tensions in society.	**If** policies and procedures to increase participation and representation of women and minorities in the police are effectively implemented; internal and external oversight mechanisms are strengthened; and dialogue platforms involving the police, local self-government bodies and the population are in place; **then** transparency, accountability and effectiveness of the police will increase, leading to stronger public confidence in the police and other state institutions.

	without discrimination and incentivize/ enable decision makers at national level to make legislative changes and structural reforms, improving governance.			
Activities	Dialogue/feedback mechanisms integrating LSGs (incl. police, oversight agencies, government representatives), communities and other relevant actors for problem solving/addressing grievances. Capacity development of local stakeholders to engage in open dialogues and address local conflict factors. Provision of legal assistance and counselling. Funding f0r community mobilization peacebuilding initiatives/small-scale projects identified during dialogue mechanisms and which address grievances that have the potential to cause conflict (e.g. house/land or property rights, safety and security, house, access to livelihoods). Situation monitoring in areas of intervention, alongside LSGs and Ombudsman's Office. Advocacy and sharing of information and learning.	- Support for the drafting of legislation aligned with international HR standards, and oversight of the judicial reform process - Advisory, institutional and technical support to judiciary system institutions and oversight bodies and HR organizations on criminal legislation and practices compliant with international human rights standards - Updating training curricula and modules for trainings; conduct of ToT: all in line with new criminal legislation on new legislation and human rights. Expert advice on HR protection and conflict mitigation for young lawyers Information/awareness and expert activities on mechanisms and tools for justice of past violence and HR violations.	Support, through expert advice, research and training, to law drafters and advocacy groups for the development of legal, policy and regulatory frameworks; related advocacy (e.g. representation issues in public service) and of effective implementation mechanisms Advocacy and trainings for conflict sensitive design and review of those frameworks Facilitate/assist dialogue platforms (between duty bearers and rights holders) and research on key issues (land rights, border, judiciary reform,...) to inform policy decision Capacity development of watchdog and oversight institutions Provision of legal aid and support for legal awareness campaigns (with a focus on minorities and vulnerable groups)	Data collection on representation issues in the police force, including gender assessment Trainings to police force on gender sensitivity, complaints handling and assistance to GBV victims Development of regulations and plans of action for the police force (representation, gender aspects, engagement with communities) and piloting them. Development of complaints mechanisms, operating procedures, trainings and information campaigns on the use of complaints mechanisms Capacity development to police performance oversight institutions/CSOs
Obs.	Activities and indicators aligned with ToC. From evaluation interviews with stakeholders at local level, there was a good understanding of the underlying logic behind the project. Validity of ToC confirmed by project endline assessment indicating significant decrease in local level conflicts and 50% improvement in perception of LSG work in project locations. By comparison, outcome indicator on level of citizen trust in LSGs and national state institutions shows a	Activities and indicators aligned with thematic focus of the ToC. ToC only partially tested. Transitional justice or "Justice for the past" component – that would have allowed the project to effectively apply its logic – was not implemented due to lack of political will of national authorities.	Activities and indicators aligned with ToC. From evaluation interviews with stakeholders at local level, there was a good understanding of the underlying logic behind the project. Active participation in Project activities and engagement of Project expert in inter-agency WG is mentioned as indicative of the increased level of trust between representatives of the state and civil society. Endline study indicates a	Activities and indicators aligned with ToC. ToC only partially tested. Lack of political will by the national authorities to address the issue of representation in the police force (gender; minority) – no change (or even negative change with regard to this indicator. Introduction of competitive recruitment in 2 sectors of

	much smaller increase (6% for national state institutions and 8% for LSGs - PPP endline study conducted 1 year after end of UNHCR project).		slight increase for this indicator, but lower than the target. Other factors external to project likely to influence.	the police could lay the ground for some change.

Outcome 2					
Outcome level ToC	**Strengthening the capacity** of LSG bodies for inclusive dialogue and community peacebuilding initiatives (and of the State Agency on Local Self-governance and Inter-ethnic relations, established in 2013 to support LSGs), namely: (i) to monitor tensions/inter-community relations, (ii) to implement measures to prevent violent conflict; (iii) to address criminal activity in partnership with civil society ; (iv) to promote social inclusion of vulnerable groups in local politics and (v) to improve public service delivery to bring closure to past conflicts (e.g. over access to basic services or resources); **And,** alongside, empowering civil society (including women, youth, religious leaders, private sector, other CSOs/committees) to manage intra- and inter-community tensions, and be more pro-active in demanding and engaging with authorities for problem solving and responsive feedback; **Will** improve the state and society ability to address peacebuilding challenges and prevent conflict, reducing local level tensions, improving security and trust in LSGs (and state authorities).				
Project title (RUNO)	*Strengthening Capacities of LSGs for Peacebuilding (UNDP, UNICEF)*	*Building a Constituency for Peace (UN Women)*	*Building Trust and Confidence … (UNHCR)*	*Multisectorial Cooperation for Interethnic Peace Building in Kyrgyzstan (UNFPA)*	*Youth for Peaceful Change (UNICEF, UNDP, UNFPA)*
Project Level ToC	**If** (i) state institutions, selected LSGs, and citizens in these LSGs are capacitated to ensure the implementation of policies that reduce local inequalities and conflict, including discriminatory approaches to local governance; (ii) these actors partner on peace building initiatives; (iii) performance and inclusiveness of the targeted LSGs continues to improve; **Then** these will contribute to: a) more stable and transparent relations, and more inclusive dialogue and decision-making at local level; b) reduce segregation; c) bridge divisions and increase trust between different ethnic groups /communities, and between communities and local and central authorities; d) and ultimately a more stable Community environment and a	**If** communities engage in joint action towards improving their situation and the livelihoods of their members while being supported by local formal and informal institutions that are convened by LSGs integrating the community and providing for equal access to opportunities; **Then** threats to peace, injustice and stability are met across ethnic, economic, gender and religious divisions. What unites the community has become more important than what differentiates one citizen from another. Youth avail themselves of the option to stay and engage in their community rather than migrate, based on newly acquired skills to effectively use available land resources in the context of enhanced personal security of young women and men, also in conflict prone (border) areas and across conflict divides, thus consolidating peace by creating a stake of individuals and communities in the rule of law and increased loyalty to the state that	Same as in Outcome 1	**By:** (i) effectively engaging religious and community leaders (who play crucial roles in lives of rural communities) in shaping non-violent social values and culture, promoting responsible behaviours, respect for diversity and civic responsibility in the communities; (ii) engaging the LSGs and building their capacity in formulating and implementing human rights and gender responsive policies; (iii) using communication channels by which formal (state) and informal leaders (community actors, religious leaders, media) to engage communities in peace dialogue; **The project will:** a) promote dialogue and interaction within/between communities and with the LSGs; b) address misunderstanding, frustration, fear and distrust among communities;	**If** (i) youth have equal opportunities to positively engage in society, and (ii) their grievances are voiced and better addressed; **Then** youth will: a) respect diversity, and b) be less likely to resort to violence.

	reduction in civil disturbances and local conflicts.	provides for security and an environment where young people can gain value from deploying skills.		and c) contribute to peace and reconciliation.	
Activities	Expert support and on the job training to develop/ strengthen state authorities' capacities (GAMSUMO, SCRA), notably for support to LSGs (to reduce discrimination, bridge social/ethnic divisions). Conflict Monitoring Center (in GAMSUMO) and developing central state, LSGs and CS monitoring and EW capacities. Rapid response funds for activities/works addressing emerging tension. On the job training and coaching for conflict sensitive local development planning. Spaces/opportunities for State-society dialogue and interactions. CS oversight mechanisms and capacities. Awareness raising/ information and sensitization on religious diversity and tolerance, including unpacking perceptions that link religious trends and ethnic groups. Local capacities and systems to detect and address vulnerabilities.	"My Prosperous Farm" course and school gardens (9th graders). "My Safe and Peaceful School" curricula by student peer educators (11th graders) – e.g. sensitization against GBV and human rights violations; celebrating diversity and human rights Trainings of LSG staff, members of formal and informal local institutions and justice sector on human rights, gender issues and conflict analysis and prevention tools.		Peacebuilding Community Action Toolkit for Religious and community leaders. Advocacy trainings for peacebuilding and Reconciliation for these leaders. Introduction of 'Education for Peace Program' in the curriculum of the targeted madrasahs. Engaging madrasahs students in interethnic cultural outreach initiatives (e.g. festivals). Guidance and trainings for institutional and operational response to GBV. Radio and TV series awareness and sensitization against all forms of violence (behavioural change communication).	Vulnerability analysis focusing on Young women and male at risk. Civic participation and leadership modules + ToT for professional youth work/skills development. Youth action plans Training and mentoring of youth (role models; business and economic skills and opportunities).
Obs.	Activities and indicators aligned with ToC. From evaluation interviews with stakeholders at local level, there was a good understanding of the underlying logic behind the project.	Youth beneficiaries interviewed have stated and illustrated relevant positive effects at personal level and in the school community as a result of the activities. However, the link between activities (and age groups targeted) and the ToC is in some cases unclear and the project ToC too general to provide useful guidance for how activities lead to the intended effects (e.g. youth and LSGs; link to migration). In interviews at local level, it was apparent the poor understanding of the underlying ToC logic by some of the project stakeholders. Assumptions on youth-LSG interaction underestimated local culture/mentality.		Activities (and indicators) aligned with ToC, and valid precursors for engaging with closed religious groups/ communities, and promoting dialogue and interaction with other communities/groups and with LSGs. Difficulties of engaging religious groups and actors (at state and community level) needs to inform better underlying assumptions (e.g. on incentives for engaging). Project logic/ToC not systematically understood.	Activities (and indicators) only partially aligned with ToC. No strong understanding among interviewed beneficiaries of the project peacebuilding objectives and underlying logic. Business logic dominates.

Outcome 3			
Outcome level ToC	Language has become a central issue to social integration. Proficiency in languages spoken by a country's inhabitants can help create a unified civic identity, while preserving cultural diversity. The implementation of a multilingual education policy can help increase knowledge of Kyrgyz among all citizens, while at the same time fostering language diversity by ensuring that citizens can preserve their native language without facing discrimination or barriers to participation in public life. Media can also play a role in promoting a common civic identity within cultural diversity, namely by ensuring conflict-sensitive and balanced coverage of interethnic issues. **Therefore**, (i) promoting multilingual and multi-cultural education and awareness will address the high prevalence of violence in society, particularly against children and youth in schools and families. The best practices generated from the project can be used by State institutions and civil society to scale up multilingual and multicultural education approaches, and will enable more effective participation and representation of minorities in public life. (ii) Media initiatives promoting respect for diversity, minority rights and social accountability, giving voice to women and minorities will enhance their opportunity to actively participate in peacebuilding and decision-making processes, and the production of media outputs.		
Project title (RUNO)	*Unity in Diversity (UNICEF/OHCHR)*	*Media for Peace (UNDP)*	*Youth for Peaceful Change (UNICEF, UNDP, UNFPA)*
Project Level ToC	"If all ethnic groups of Kyrgyzstan speak the state language while having an opportunity to learn their mother tongues, know more about the different cultures and are aware of the rights of minorities, and participate on equal footing in public life, then the society of Kyrgyzstan will become more inclusive, which is essential for ensuring a durable peace".	No specific project ToC in project document available to the team. No reference to such a ToC in project annual report.	Same as in Outcome 2
Activities	Expert support to review policy and norms for implementation of MLE models, and for enhancing minority participation in institutions. Methodological materials and resource labs for teachers' training Piloting of MLE models (30 schools; 5 pre-schools) Free state language courses for youth, parents and state officials from various ethnic groups Trainings and advocacy campaigns on minority rights protection and respect for diversity, including minorities' participation in public life. Multicultural dialogue – youth centres; exchange programmes	Medialabs: training young journalists, producers and editors in the field of peacebuilding. Production of media outputs for mass audiences, in majority and minority languages, promoting respect for diversity and a common civic identity, and discussing critical peacebuilding issues supported by PBF in Kyrgyzstan (e.g. natural resource management, cross-border, MLE, gender issues, etc.)	
Obs.	Activities aligned with the ToC. Project indicators geared towards outputs, while PPP outcome indicators capture disposition towards the intended types of change. Evaluation interviews with stakeholders at local level indicate broad understanding of the underlying logic behind the project, but also often the dominance of socio-economic logics.	Activities and indicators aligned with project objectives and outcome ToC. Apparent the dominance of business/ employment logic (in interviews by the evaluation team)	

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7.10 Annex 10: Data Collection Tools

Document Review Tool Example

NOTE: The actual review tool is an excel spreadsheet with multiple tabs. The following document is the word version of the tool to show the general format.

Document Review Tool Example.docx

Oral History

Oral History Interview Guide
JSC/PBF Secretariat

This interview guide is not an actual oral history guide. However, the intent is to elicit a thick description/narrative regarding the history of the PPP from its establishment to PPP operationalization through implementation and conclusion. These reflections are intended to triangulate with the existing documentation available regarding the PPP.

The guide is designed to elicit a more empirical description of the processes by having respondents describe the history in a long narrative based on 3-4 starting questions related to each phase of the PPP. For each starting question, there are a series of probes. These probes are intended to be reminders to the interviewer of key items to be explored based on the Scope of Work guiding questions.

This guide can be either applied to individuals or in a group interview, but it is not considered to be a focus group discussion. Individuals interviewed with this guide should be those who are knowledgeable about at least one of the phases of the PPP process – and preferably should be knowledgeable about the entire phase.

Section 1: PPP Development

1) We'd like to start by hearing your description of the history of the PPP from its development to conclusion. I'd like to start with hearing from you how the PPP was developed. In 2012, the initial IRF projects were ending and there began discussions on the development of a PRF – or PPP. Starting from that time, can you walk us through your experience of the history of the development of the PPP? What happened first?

- PBNPA analysis and Evaluation report from IRF taken into account?
- Transparency of decision-making?
- Inclusive process?
- Timely processes?
- How strong was the commitment of the GoK?
- UNDAF taken into account?
- GoK priorities taken into account?
- How were the PPP ToCs developed?
- How innovative and risk taking was the PPP?
- Were there things not included that should have been?
- How opportunistic was the PPP in seizing important political opportunities?
- Were opportunities missed?
- Gender consideration – Addressed needs, gender mainstreaming in processes, gender responsive?

2) What were some of the key advantages to this process?
3) What were some of the key challenges in this process?
4) If you could start this whole process over again, what would you do differently? And Why?

Section 2: PPP Operationalization

5) Now we'd like to move on to the PPP Operationalization phase – the project proposal and selection process. Starting in that phase, can you walk us through your experience of the development and selection of the individual projects? What happened first?

- Transparency of process?
- Inclusiveness
- Timely?
- Strategic decisions in process selection?
- Connection of projects to PPP, UNDAF, GoK?
- Gender Considerations
- How were Project TOCs developed?
- How was geographic selection determined?
- How innovative and risk-taking were the projects selected?
- What were some gaps in peacebuilding needs that couldn't be addressed?
- How much was complementarity taken into account?

6) What were some of the advantages of this process?

7) What were some of the challenges?

8) If you could start this process over again, what would you do differently? And Why?

Section 3: PPP Implementation

9) Now we'd like to move on to the PPP Implementation phase – the project level implementation and PPP management processes. Starting in that phase, can you walk us through your experience of the implementation of the PPP? What happened first?

- JSC composition and role
- Civil society participation in JSC
- Government Leadership strong?
- RUNO Engagement strong?
- Timely processes
- How opportunistic for seizing political opportunities?
- Inclusive and collaborative JSC?
- Implementation capacity of RUNOs?
- How strategic was coordination and collaboration among RUNOs?
- Gender Considerations
- Reporting and M&E processes

10) What were some of the successes of the implementation management?

11) What were some of the challenges in the implementation management?

12) If you could start this process over again, what would you do differently for management of the implementation? And Why?

13) What do you see as the primary contributions of the PPP to peacebuilding in Kyrgyzstan?

Section 4: Catalytic Effects

14) In retrospect, looking back over this PRF, what do you see as some of the added value effects that may be precursors to future peacebuilding actions that happened because of the way the PRF was implemented through the PPP?

- Unblocking processes / trigger policy changes
- Catalyzing other funding
- Adaptation or mainstreaming of innovative activities
- Networks created/supported by project activities become a platform f.i. for inter-ethnic, intra-faith, local authorities-community dialogue and civic engagements across those divides
- Innovative or risk-taking promotion
- Opportunistic for seizing political opportunities
- Inclusive, collaborative (change of mindset with regard to public authorities (state/local)
- Strategic mentality [I see this as being about promoting stakeholders understanding of interlocking conflict drivers and how to unpack them – Is this what you were thinking about?]

15) If involved in the IRF phase as well> Now that both the IRF and PRF phases have been completed, what would you say have been the advantages and disadvantages when comparing between these two modalities?

Section 5: Sustainability and Future Directions

16) In your perspective, how sustainable are the peacebuilding gains achieved by this PPP?

17) What are some factors that are supporting or inhibiting sustainability?

18) What do you see as important peacebuilding gaps to consider in future programming?

19) What are some key lessons learned from this process that can be applied to other contexts?

Semi-Structured Guides

Semi Structured Interview Guides

These guides are designed to be a "semi-structured" interview guide. A semi-structured interview guide is one that is intended to provide some guidance to a conversation, but it is not intended to be read word for word nor followed exactly such as a fixed-response questionnaire.

A different guide has been developed to be tailored to each stakeholder group. However, the numbers in parentheses are to show the linkage between each interview guide question and the corresponding themes in the evaluation matrix.

All notes are recorded in a response matrix and all responses for a particular evaluation matrix theme will be analyzed in combination at the end of the field phase to determine emergent themes and patterns across the responses.

For the actual interview, the interviewer should re-phrase the questions as they see fit to make them appropriate for their audiences. Questions can also be omitted if they are not relevant to the group or if they do not seem to be generating good data and insights. Semi-structured interview guides should be seen as general skeletons, but it is up to the facilitator to provide the "meat" to the conversation. A normal semi-structured guide is organized as follows:

1. General, **open-ended**, questions that allow respondents to answer in whatever form comes to their mind first.
    a. It is important to note what people say first and to allow them to express themselves in their own words.
2. Underneath each open-ended question are a series of short checklists called "**probes**".
    a. **These are not to be read as part of the question**. Probes are intended to serve to remind the facilitator about items they may wish to inquire about more deeply as follow up.

Each section covers a different segment of the Evaluation TOR and Matrix. The facilitator should only cover a segment if the respondent has sufficient experience or insights to address the segment.

Depending on the stakeholder and its knowledge/degree of engagement with the PPP/projects, the interviewer should foresee 1.5 hours on average for each interview.

The interviewer should introduce itself and clarify the purpose of the evaluation, as well as the confidentiality of the interview (i.e. when quoting KIs, attribution will be made to categories of stakeholders, not individuals or organizations)

Semi Structured Interview Guide
JSC/PBF Secretariat

Section 1: PPP Development

1. What do you see as some of the main challenges and successes of the PPP development phase? (4.1)

2. To what degree did you see the recommendations from the Needs assessments and IRF evaluation taken into account in terms of interventions and stakeholders? (4.1)
    a. youth, women, corruption, government capacity, early warning systems, rumor control (media), language, police inclusion, political mediation, political parties

3. Looking back from the PBF's early engagement through the IRF-funded projects, what main changes did you see in programming approaches? (4.1)

4. What were some of the challenges and successes in developing the PPP theories of change? (4.1)

5. In retrospect, how relevant do you see the three theories of change in the PPP for identifying the key/central peace building issues in Kyrgyzstan? (2.2)
    a. Gaps that couldn't be addressed for some reason?

6. Were there any political/strategic issues you felt should have been addressed or are missing under the PPP? (2.2)

7. How well integrated do you see the PPP into: (2.2)
    - Government of Kyrgyzstan priorities
    - UNDAF/UNCT?

Section 2: Operationalization of the PPP

8. We would like to hear your perspective on the process for the operationalization of the PPP. What were some of the successes and challenges in the project selection phase? (4.2)
    a. Criteria/Logic?
    b. Interests and Positions?
    c. What types of projects were NOT selected?

9. In retrospect, how well do the collection of PPP projects contribute to the key strategic challenges/opportunities for <Kyrgyzstan/Central Asia Region>? (4.2)

10. How well do you see the final collection of projects representing the PPP Theory of Change? (2.2)

11. How innovative were the range of projects supported? (2.1)
    a. Which ones were seen as riskier
    b. More traditional

Section 3: PPP Efficiency, Effectiveness and Gender

12. In general, were the PPP interventions implemented in a timely and cost effective manner? (4.3)
    a. What were the most significant barriers to efficient implementation?

13. How responsive was the PPP to new challenges or barriers to implementation (4.3)
    a. What adjustment were made based on lessons learned

14. How did you see gender considerations integrated into PPP interventions (5.7)
    a. Response to women's needs
    b. Women inclusion in decision-making
    c. Women inclusion in project monitoring

15. Did you feel there was sufficient gender expertise available in the UNCT to support integration of gender into programming? (5.7)

16. To what extent did the PPP projects and implementing partners work in complementarity? (5.5)

17. To what degree were early warning and risk management systems in place and used by the PPP? (5.4)

18. How responsive was the PPP in seizing important political opportunities for greater peacebuilding impact (5.3)
    - Positive examples
    - Missed opportunities

Section 4: Impact & Sustainability

Impact

19. In retrospect, what do as you see as being the primary contributions of the PPP to peacebuilding in Kyrgyzstan? (1.0)

    Note: Table below is only for facilitator reference purposes

Outcomes	**Degree of Contribution**
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other	

Sustainability

20. In your perspective, how sustainable are the peacebuilding gains achieved in this PPP cycle? (2.3)
    - By outcome?
    - By project?

21. What are some factors that are supporting or inhibiting potential sustainability of the gains? (2.3)
    - Government commitment – which sectors
    - Institutional capacity – Local, state, national, civil society
    - Stakeholder dynamics
    - External and internal political forces
    - Other social forces

Section 5: Management

In this section, we'd like to explore in more detail the dynamics of the PPP management structure and the various support entities that we touched on earlier.

PBF/PBSO

22. How well did the management processes with the PBF/PBSO provide good support to the PPP? (5.1)
    - Successes/Challenges

23. How would you rate the decision-making processes within the PBF/PBSO? (5.1)
    - Transparent
    - Responsive
    - Strategic
    - Timely

24. How timely were the PBF/PBSO management processes? (5.1)
    - Approvals delays

- Disbursement delays
- Others

JSC

25. To what extent did the JSC processes include a high degree of ownership and diverse engagements? (5.2)

26. What changes or adaptations did the JSC go through over the course of the PPP? (5.3)
    - Leadership
    - Membership levels and categories
    - Technical capacity for management
    - Government ownership and engagement
    - Civil society ownership and engagement
    - RUNO/UNCT ownership and engagement

27. What was the level of technical capacity of the JSC for managing the PPP? (5.4)
    a. Strategic discussions?

28. How successful was the use of the JSC support bodies for management of the PPP supported projects (5.4)
    - Successes/challenges

29. To what degree did the JSC engage in context analysis for early warning? (5.4)

RUNOs

30. How would you rate the technical capacity of the RUNOs for meeting the PPP/PBF expectations for project management? (5.6)
    - Specific dimensions (management and implementation)
    - Variations among RUNOs

31. How would you rate the technical capacity of the implementing partners for project management? (5.6)

32. How did you see principles of gender sensitivity and do no harm being integrated into the PPP projects and their management? (5.8)

Section 6: Value Add, Lessons Learned and Future Directions

33. If involved in the IRF phase as well> Now that both the IRF and PRF phases have been completed, what would you say have been the advantages and disadvantages when comparing between these two modalities?

34. What types of catalytic effects from the PPP processes have you seen contributing to peacebuilding in Kyrgyzstan? (2.1)
    a. Has the PBF catalysed additional support/commitment (political, financial) by (i) national stakeholders, and (ii) donors/international actors?
    b. Has the PBF catalyzed additional innovative programming adaptation by (i) national stakeholders, and (ii) donors/international actors?
    c. Networks as a platform for other peacebuilding?
    d. Government commitment or changes
    e. Innovative and Risk Taking Programming

35. What do you see as the most important lessons learned for peace building programming to take into account? (3.0)

36. What do you see as the most important lessons learned for PPP management? (6.0)

37. Looking ahead, what do you feel should be the next peacebuilding priorities in Kyrgyzstan? (2.4)
    a. What would be the most meaningful change towards lasting peace?

External Observers, GoK, Donors

Section 1: Introduction

1. What has been your role in peacebuilding work in Kyrgyzstan?

2. To what degree are you familiar with the overall PPP? (e.g. observer in the JSC; used by Ministries you engage with as a reference/guiding document; ...) Were you involved at all with the previous IRF?

Section 2: Relevance

1. In your view, how relevant was the PPP for addressing the key peacebuilding needs in Kyrgyzstan?

2. How well integrated do you see the PPP into: (2.2)
   - Government of Kyrgyzstan Priorities
   - UNDAF alignment

3. How responsive was the PPP in seizing important political opportunities for greater peacebuilding impact? (5.3)

Section 3: Impact & Sustainability

Impact

1. In retrospect, what do as you see as being the primary contributions of the PPP to peacebuilding in Kyrgyzstan? (1.0) Note: Table below is only for facilitator reference purposes

Outcomes	**Degree of Contribution**
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other	

Sustainability

1. In your perspective, how sustainable are the peacebuilding gains achieved by the PPP cycle? (2.3)
   - By outcome?
   - By project?

2. What are some factors that are supporting or inhibiting potential sustainability of the gains? (2.3)
   - Government commitment – which sectors
   - Institutional capacity – Local, state, national, civil society
   - Stakeholder dynamics
   - External and internal political forces
   - Other social forces

Section 4: Value Add, Lessons Learned and Future Directions

1. To what degree do you see donors and others using the PPP as a reference for their own programming? (2.2, 2.3)

2. Have you seen synergies or complementarity between PPP and other peacebuilding action? (2.3)

3. What types of catalytic effects from the PPP processes have you seen contributing to peacebuilding in Kyrgyzstan? (2.1)
    a. Has the PBF catalysed additional support/commitment (political, financial) by (i) national stakeholders, and (ii) donors/international actors?
    b. Has the PBF catalyzed additional innovative programming adaptation by (i) national stakeholders, and (ii) donors/international actors?
    c. Networks as a platform for other peacebuilding?
    d. Government commitment or changes
    e. Innovative and Risk Taking Programming

4. *<If involved in the IRF phase as well>* Now that both the IRF and PRF phases have been completed, what would you say have been the advantages and disadvantages when comparing between these two modalities?

5. What do you see as the most important lessons learned for peace building programming to take into account? (3.0)

6. What do you see as the most important lessons learned for PPP management? (6.0)

7. Looking ahead, what do you feel should be the next peacebuilding priorities in Kyrgyzstan? (2.4)
    a. What would be the most meaningful change towards lasting peace?

Implementing Partners (Non-JSC)

Section 1: Introduction

. What has been your role in this project? (if the project is a follow-up from a previous IRF project, was he/she involved in the IRF project? – if so, this would be a potentially relevant KI for getting informed views on the development of the PPP and advantages of the Peacebuilding Recovery Facility (PRF) of the PBF),

1. How long have you been connected to the project?
2. To what degree are you familiar with the overall PPP?

Section 2: Project Development

Project Development

1. How would you describe the process that was used for the development of this project? (4.2)
    a. Inclusive process
    b. Level of government commitment
    c. Other dynamics

2. Can you describe the process that was used to develop the Theories of Change for the Project? (4.2)
    a. Collaborative and Consultative
    b. Any particular interests dominated
    c. Intentional reference to PPP TOC

3. In retrospect, how relevant do you see the project theories of change (and the one in the PPP) for identifying the key/central peace building issues in Kyrgyzstan? (2.2)
    a. Gaps that couldn't be addressed for some reason?

Section 3: Operationalization of the Project

1. We would like to hear your perspective on the process for the operationalization of the project in the PPP. What was the process for selecting this project to be included in the PPP? (4.2)
    a. Criteria/Logic?
    b. Interests and Positions?
    c. Clear communication?
    d. Delays?

2. How innovative is this project in the peace building context? (2.1)
    a. Factors making it innovative
    b. Factors making it traditional

Section 4: Evaluation Dimensions: Efficiency, Effectiveness, and Gender

1. In general, were the Project interventions implemented in a timely and cost effective manner? (4.3)

2. What were the most significant barriers to efficient implementation? (4.3)

3. How responsive was the project to new challenges or barriers to implementation (4.3)
    a. What adjustment were made based on lessons learned
    b. Any adjustments made as a result of changes in context, if any?

4. How responsive was the JSC and other PPP Management bodies to challenges or barriers to implementation for this project? (4.3)
    a. Adjustments on lessons learned?
    b. Connected/Not connected

5. How would you describe how gender considerations integrated into Project interventions (5.7)
    a. Response to women's needs
    b. Women inclusion in decision-making
    c. Women inclusion in project monitoring

6. To what extent did the project (and implementing partners) work in complementarity with other PPP supported projects? (5.5)

7. How responsive was the project in seizing important political opportunities for greater peacebuilding impact? (5.3)
    a. Positive examples
    b. Missed opportunities

Section 5: Impact & Sustainability

1. In retrospect, what do as you see as being the primary contributions of the project to peacebuilding in Kyrgyzstan? (1.0)

Outcomes	**Degree of Contribution**
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other elements mentioned:	

Sustainability

2. In your perspective, how sustainable are the peacebuilding gains achieved in this project cycle? (2.3)
    a. By level
    b. By stakeholder

3. What are some factors that are supporting or inhibiting potential sustainability of the gains? (2.3)
    a. Government commitment – which sectors
    b. Institutional capacity – Local, state, national, civil society
    c. Stakeholder
    d. Political or social forces

Section 6: Management

In this section, we'd like to explore in more detail the dynamics of the PPP management structure and the various support entities that we touched on earlier.

PBF/PBSO

1. How well did the management processes with the PBF/PBSO provide good support to the Project? (5.1)
    a. Successes/Challenges
    b. Relevance?

JSC

2. How would you rate the management processes within the JSC as they impacted the project? (5.4)
    a. Success/Challenges
    b. How strategic were the JSC decisions regarding the project (if any)?

RUNOs

3. How would you rate the technical capacity of the RUNO for the project for meeting the PPP expectations in project management? (5.6)
    a. Dimensions of managements
    b. Dimensions of implementation

4. How did you see principles of gender sensitivity and do no harm being integrated into the project and its management? (5.7)

Section 7: Value Add, Lessons Learned and Future Directions

1. What are some of the most important types of catalytic effects from the project processes have you seen contributing to peacebuilding in Kyrgyzstan? (2.1)
    a. Has the PBF catalysed additional support/commitment (political, financial) by (i) national stakeholders, and (ii) donors/international actors?
    b. Has the PBF catalyzed additional innovative programming adaptation by (i) national stakeholders, and (ii) donors/international actors?
    c. Networks as a platform for other peacebuilding?
    d. Government commitment or changes
    e. Innovative and Risk Taking Programming

2. What do you see as the most important lessons learned for peace building programming to take into account? (3.0)

3. What do you see as the most important lessons learned for PPP management? (6.0)

4. Looking ahead, what do you feel should be the next peacebuilding priorities in Kyrgyzstan? (2.4)
    a. What would be the most meaningful change towards lasting peace?

Section 8: AO Case Study Questions (To be used only with implementing partners who were involved in implementation in the selected AOs)

The evaluation is doing a case study of the impact of the project on the AO <xxx> in this province. We'd like you to describe your perceptions of the project and its impact in that AO in particular.

1. What types of activities did the project carry out in this AO? (5.6)
    a. Main participants?

2. How were the processes for implementation in the AO? (5.8)
    a. Inclusive participatory
    b. Gender Sensitive
    c. Ethnic minorities involved
    d. Sensitive to language and politics

3. What were the successes and challenges for implementation in this AO? (5.6)

4. Compared to three years ago, what do you see as the primary changes for peacebuilding that have happened in this AO? (1.0)

Outcomes	**Degree of Contribution**
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other elements mentioned:	

5. Compared to other AOs that you have worked with that were not involved in this project, do you see any qualitative difference between this AO in terms of programming and peacebuilding compared to other AOs not connected to the project? (1.0, 2.1)

6. Have you seen any catalytic effects in the AO as a result of the PPP projects implemented there? (2.1)
    a. Has the PBF catalysed additional support/commitment (political, financial) by (i) national stakeholders, and (ii) donors/international actors?
    b. Has the PBF catalyzed additional innovative programming adaptation by (i) national stakeholders, and (ii) donors/international actors?
    c. Networks as a platform for other peacebuilding?
    d. Government commitment or changes
    e. Innovative and Risk Taking Programming

Provincial and District Level Stakeholders

Section 1: Introduction

The evaluation is doing a case study of the impact of the project on the AO <xxx> in this province. We'd like you to describe your perceptions of the project and its impact in that AO in particular.

1. To what degree are you familiar with the AO and the project activities?

Section 2: Project Implementation

1. In retrospect, how relevant do you see the project theories of change [***Facilitator***: elaborate on the rationale behind the relevant projects if necessary] or identifying the key/central peace building issues in the AO? (2.2)
    a. Gaps that couldn't be addressed for some reason?

2. How innovative is this project in the peace building context? (2.1)
    a. Factors making it innovative
    b. Factors making it traditional

3. In general, were the Project interventions implemented in a timely and cost effective manner? (4.3)

4. What were the most significant barriers to efficient implementation? (4.3)

5. To what extent did the project (and implementing partners) work in complementarity with other projects happening in the district? (5.5)

6. How responsive were the projects in this district for seizing important political opportunities for greater peacebuilding impact? (5.3)
    a. Positive examples
    b. Missed opportunities

Section 3: AO Case Study Questions (To be used only with implementing partners who were involved in implementation in the selected AOs)

1. Compared to three years ago, what do you see as the primary changes for peacebuilding that have happened in this AO? (1.0)

Outcomes	**Degree of Contribution**
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other elements mentioned:	

2. Compared to other AOs that you have worked with that were not involved in this project, do you see any qualitative difference between this AO in terms of programming and peacebuilding compared to other AOs not connected to the project? (1.0, 2.1)

3. Have you seen any catalytic effects in the AO as a result of the PPP projects implemented there? (2.1)
    a. Has the PBF catalysed additional support/commitment (political, financial) by (i) national stakeholders, and (ii) donors/international actors?
    b. Has the PBF catalyzed additional innovative programming adaptation by (i) national stakeholders, and (ii) donors/international actors?
    c. Networks as a platform for other peacebuilding?
    d. Government commitment or changes
    e. Innovative and Risk Taking Programming

4. Looking ahead, what do you feel should be the next priorities for building peace in the AO? What are some challenges yet? (2.4)
    a. What would be the most meaningful change towards lasting peace?

Municipality (AO) Level Stakeholders

Section 1: Introduction

1. What has been your role in the AO?
    a. For how long?

2. Which projects do you remember being implemented for peacebuilding in this AO?

3. How connected were you with any of these projects?

Section 2: Development and Relevance

1. Would you describe the process that led to the development of the project/s? (4.3)
    a. How did you first hear about the projects?
        i. Inclusive?
        ii. Transparent
        iii. Government commitment

2. From your perspective, how relevant were the project/s in this AO for achieving peacebuilding outcomes? (2.2)
    a. What were some gaps for peacebuilding that weren't being addressed by the project/s

3. How innovative did you see the project activities? (2.1)
    a. Originality/traditional

4. How well integrated do you see the project/s into: (2.2)
    a. Local Government Priorities
    b. Other development and peacebuilding work in the area

5. How has the project/s enabled the AO to address strategic political/governance and security challenges in the AO? (1.0)

Section 3: Evaluation Dimensions: Efficiency, Effectiveness, and Gender

1. Based on your observations, how well did it seem that the management processes with the implementing partners provide good support to the projects? (4.3)
    - Successes/Challenges

2. In general, were the project/s interventions implemented in a timely and cost effective manner? (4.3)

3. How did you see the processes for implementation? (5.8)
    - Inclusive and participatory
    - Gender sensitive
    - Ethnic minorities represented
    - Sensitive to language and politics

4. What were the most significant barriers that you saw to efficient implementation? (5.6)

5. How responsive did you see the projects in addressing new challenges or barriers to implementation (5.6)
    - What adjustment were made based on lessons learned

6. To what extent did the project (and implementing partners) work in complementarity with other PPP supported projects? (5.5)

7. How responsive was the project in seizing important political opportunities for greater peacebuilding impact? (5.3)
    - Positive examples
    - Missed opportunities

Section 4: Impact and Sustainability

<u>Impact</u>

1. In retrospect, what do as you see as being the primary contributions of the Projects to building peace in the AO? (1.0)

Outcomes	Degree of Contribution
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other elements mentioned:	

2. If you had to pick one story or example that best illustrates the type of change brought about by these projects, which story or example would you share? Why did you select this one? What did you like about it?

Story Summary	
Criteria for Selection	

Sustainability

3. In your perspective, how sustainable are the peacebuilding gains achieved in this project for the AO? (2.3)

4. What are some factors that are supporting or inhibiting potential sustainability of the gains? (2.3)
   - Government commitment – which sectors
   - Institutional capacity – Local, state, national, civil society
   - Stakeholder dynamics
   - External and internal political forces
   - Other social forces

Section 5: Community Changes

For this next section, we'd like you to reflect a bit on what things were like in the AO three years ago and how they are now on the following factors. Compared to three years ago....

1. To what degree have seen national legislation changes having an impact at the local level?	
2. To what degree have police and judicial agencies been more responsive and open to inter-ethnic dynamics?	
3. To what degree has the capacity of the local government changed in terms of being able to address disputes or tensions?	

4. How are the inter-ethnic relationships in AO now compared to three years ago? Same/better/worse?	
5. What is the sense of common civic identity in the AO now? Do people feel stronger social cohesion?	
6. How well functioning are the youth organizations (such as the youth committees) in this community? • Meet regularly • Stable membership • Active • Contain multiple group membership	
7. How well functioning are the women's organizations (such as the Women's Council) in this community? • Meet regularly • Stable membership • Active • Contain multiple group membership	
8. How well are ethnic minorities integrated into local government entities now compared to three years ago? E.g. AO, AK, Council of Elders, Schools, local police, etc.	
9. Beyond the AO, do you see differences in how women, youth, and ethnic minorities are represented in national government bodies – including legal and judicial law enforcement?	
10. How responsive are the state institutions to human rights and obligations now compared to three years ago?	
11. How well do the Public Reception Centres function in this area?	
12. How well do you see the functioning of GAMSUMO compared to three years ago?	
13. How would you rate the level of empowerment of youth, women and minority groups in the AO compared to three years ago? What examples do you see?	
14. How much trust do you think people have in the local government bodies now compared to three years ago?	
15. To what extent are youth, women and minority groups play increased roles in the governance and civil life of the AO now compared to three years ago?	
16. Does the AO school use Multilingual education?	
17. How much support do you see in the AO for using MLE from the different stakeholders (government, parents, students, schools)? Barriers?	
18. When you think of media – especially TV and radio – how much do you hear messages of peace and solidarity on the programmes compared to three years ago? Same/more/less?	

What types of catalytic effects have you seen from the projects being implemented in this AO? (2.1)

a. Has the project catalysed additional support/commitment (political, financial)
b. Has the PBF catalyzed additional innovative programming adaptation
c. Networks as a platform for other peacebuilding?
d. Government commitment or changes
e. Innovative and Risk Taking Programming
f. Increased social cohesion and inclusivity

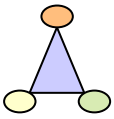
Section 6: Lessons Learned and Future Directions

1. What do you see as the most important lessons learned for building peace in this AO? (3.0)

2. What do you see as the most important lessons learned for managing projects like these in the AO? (6.0)

3. Looking ahead, what do you feel should be the next priorities for building peace in the AO? What are some challenges yet? (2.4)
    a. What would be the most meaningful change towards lasting peace?

Timeline and Thematic FGD Exercises

Session: FGD		
☑	**Session Objective**	Participants engage in description of the context of the AO in terms of peacebuilding elements.
◷	**Schedule**	60 minutes
⓵	**Facilitators**	Evaluation Team
	**Methodology**	Step 1: One a sheet of paper, the facilitator should have a list of the possible dimensions being addressed by PPP. These are to help with memory as the respondents describe their community changes and to serve as prompts as they discuss. a. Social Cohesion b. Interethnic relations c. Legal systems and responsiveness d. Violent disputes settled peacefully e. Public Reception Centres Responsiveness f. AO Capacity for dispute resolution g. Police Relations h. Women's empowerment i. Youth empowerment j. Violence incidences k. Discrimination l. State institution responsiveness m. Media messaging Step 2: The facilitator should ask people to remember back to 2013. • *Think back to 2013. If someone would have asked you to describe the peace conditions in the AO at that time, what would you have said? What were some things that were challenging for peace? What are some strong peace conditions in the community?* o As people start describing, take notes under the relevant categories to build a picture of what the community was like. It doesn't matter which theme or order they describe them o As they talk, the facilitator should try and get people to describe the most specific incidents or stories that they can. o Use the list of dimensions to ask them to talk about different things they've seen.

<table>
<tr><td colspan="4">Session: FGD</td></tr>
<tr><td></td><td></td><td colspan="2">Step 3: After the participants have described 2013 all of the activities that they can repeat the process for 2016.
• Now, let's think about 2016. If someone would have asked you to describe the peace conditions in the AO at that time, what would you have said? What were some things that were challenging for peace? What are some strong peace conditions in the community?

Don't forget to prompt for the same dimensions in the 2013 description.

Step 4: The facilitator now asks participants: Now that you've described these changes, what would you say has been the biggest factors that have contributed to either more or less peace now? What caused these conditions to change?

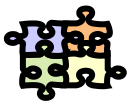
The facilitator should write down comments around the causes noting successes, challenges, and why.

Note which projects were present in the AO and which types of factors are being highlighted. Are some projects being mentioned more than others?

Step 5: After they have reflected on the community context, then the facilitator should ask the Semi-Structured related to future directions

• Thinking of the future, what are the three most important activities that should be continued to be supported for peacebuilding?

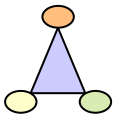
• Thinking of the future, what are the three most important pieces of advice for peacebuilding work?

The note taker should write these responses into the accompanying timeline open-ended questions matrix apart from the rest of the notes on the timeline</td></tr>
<tr><td>  </td><td>Documentation</td><td colspan="2">Flipcharts summary observations titled “patterns and conclusions”

These notes should be added to the excel spreadsheet under the file “FGD Group xxx Village xxx”</td></tr>
<tr><td rowspan="3">🕮</td><td rowspan="3">Resources, Materials and Preparation</td><td>Participants</td><td>N/A</td></tr>
<tr><td>Facilitators</td><td>Interview guide</td></tr>
<tr><td>Logistics</td><td>Need to select meeting space that can accommodate 10-12 people

No new materials needed</td></tr>
</table>

Session: Timeline Exercise		
☑	**Session Objective**	Building a chronology regarding the range of activities by cycle and identifying successes and challenges
🕒	**Schedule**	1.5 hour
🛈	**Facilitators**	Evaluation Team Members

	**Methodology**	Step 1: Facilitator should tape three flipcharts on a wall lengthwise where all participants can see them. Each flipchart should be labelled for a different year:
		• Flipchart 1: 2014
		• Flipchart 2: 2015
		• Flipchart 3: 2016
		
		Step 2: Near the top of the flipchart, draw a single line from one end to the other, and label one end the beginning year of the cycle and the other end the ending year.
		Below the line on the left side of the flipchart write down categories to correspond to each project implemented in the AO:
		• Building Trust and Confident
		• Youth for Peaceful Change
		• Strengthening LSG
		• Etc.
		These categories should be spaced down the side of the flipchart so that there is room between each
		
		Step 2.5: The facilitator should then tape a blank flip chart with the title "Activities' at the top in front of the group.
		
		Step 3: The facilitator should ask people to remember back to that year, when they first saw these projects being implemented by the various partners in that year:
		• *Now that you have described in general the changes in the community, I'd like us to talk about these listed projects that have been implemented here in more detail. Think back over the past three years. What types of activities do you remember these projects doing in the communities?*
		  • *What type of activities do you remember happening in the LSG Strengthening project (for example)?*
		
		  o As people start listing activities, write them down on the "Activities" flipchart. It doesn't matter which theme or order they describe them
		  o As they talk, the facilitator should try and get people to describe the most specific activities or meetings that they can.
		  ▪ For Example: Instead of people saying "Trainings" – have them recall specifics – "training on conflict resolution" or "meeting with Public Reception Centres" etc.
		
		Step 3.5: After the participants have listed all of the activities that they can remember, then the facilitator should ask them to place the activities on the timeline flipcharts
		• *Try and remember what you saw happening. What do you remember first? What happened next? And later? And so forth.*
		
		As participants start talking about the early years, write down the activities according to roughly the year that these started. Align the activities with one of the five themes. As participants run out of ideas, use follow up probes of the themes
		
		Try to fill in activities for all the years of the cycle and also for each of the themes
		
		Step 4: The facilitator now asks participants: *Now that you've described the activities, think of each year at a time. What do you remember were some of the successes? What were some of the challenges in these projects? What types of things made the activities challenging?*

<table>
<tr><td colspan="4">Session: Timeline Exercise</td></tr>
<tr><td></td><td></td><td colspan="2">The facilitator should write down comments in a smaller different colour marker around the activities noting successes, challenges, and why.

Step 5: After completing one period of time, the facilitator should repeat the process with the next period of time until all three flipcharts are filled.

Step 6: After they have reflected on the activities and the successful and challenging ones, then the facilitator should ask the FGD questions related to relevance, equity and ownership and future directions from the semi-structured interview guide.

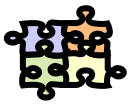
1. Which of these activities addressed the needs that are most important or pressing for peacebuilding in the community?
a. What are some significant needs that are not being addressed by the activities?

2. Were these activities including under-represented groups (women, youth, ethnic minorities)?
a. Were they fairly implemented?

3. What would you say has been the biggest change or impact for peace that you've seen as a result of these projects? Has that been a positive or negative change?

4. Thinking of the future, what are the three most important activities that should be continued to be supported for peacebuilding?

5. Thinking of the future, what are the three most important pieces of advice for peacebuilding work? What would be, from your perspective, the most meaningful sign of positive change in your community?

The note taker should write these responses into the accompanying timeline open-ended questions matrix apart from the rest of the notes on the timeline</td></tr>
<tr><td>  </td><td>Documentation</td><td colspan="2">The three flipchart papers summarizing the activities, successes, and challenges for each year.

The facilitator or note-taker should open a new Excel sheet called “Timeline Groupxxx AO xxx” and record in their the data from each individual flipchart using roughly the same structure – years across the top, themes running down the side, and activities filled in as best can be aligned with descriptions of successes and challenges as noted by the group.</td></tr>
<tr><td rowspan="3">🕮</td><td rowspan="3">Resources, Materials and</td><td>Participants</td><td>N/A</td></tr>
<tr><td>Facilitators</td><td>Facilitation Guide</td></tr>
<tr><td>Logistics</td><td>Pens
Flipchart Paper
Markers
Tape</td></tr>
</table>

Response Matrixes

Evaluation Response Matrixes

Oral History

Objective	Observations/Notes
General Comments/Transcripts	

PPP Development (4.1)	
PBNPA and Evaluation Taken into account (4.1)	
Transparency of decision-making	
Inclusive process	
Timely	
Commitment of GoK	
UNDAF & GoK alignment	
Gender considerations	
PPP ToC	
Innovation	
Gaps	
Opportunistic for opportunities	
Missed opportunities	
Advantages to processes	
Challenges to processes	
Do Over – integrate what	
Operationalization of PPP (4.2)	
Transparency	
Inclusive	
Timely	
Strategic decision-making	
Alignments to UNDAF, GOK	
Gender considerations	
Project TOCs	
Geographic selection	
Innovative and risk taking	
Gaps	
Complementarity	
Advantages	
Challenges	
Do-Over	
PPP Implementation (4.3)	
JSC composition and role	
GoK leadership	
RUNO	
Timely processes	
Opportunistic for political opportunity	
Inclusive and collaborative	
Implementation capacity	
Strategic coordination and collaboration among RUNOs	
Gender considerations	
Reporting and M&E processes	
Successes	
Challenges	
Do-over	
Primary contributions of PPP to peacebuilding	
Catalytic Effects (2.0)	
Unblocking processes	
Catalyzing funding	
Adaptation and mainstreaming	
Networks	
Innovation	
Opportunistic	
Inclusive/collaborative	
Strategic	
Sustainability and Future Directions	
Comparison IRF/PRF(2.3)	
Gains (2.3)	
Barriers (2.3)	
Gaps (3.0)	
Lessons learned (6.0)	

JSC/PBF Secretariat

Objective	Observations/Notes
General Comments/Transcripts	
PPP Development	
Challenges and Success (4.1)	
Integrated Lessons Learned (4.1)	
Main changes from IRF (4.1)	
TOC Development (4.1, 2.2)	
TOC Relevance (2.2)	
Missing Issues (2.2)	
Integrated into Frameworks (2.2)	
Operationalization of PPP	
Challenges and Success (4.2)	
Projects key strategic (4.2)	
Connection to PPP TOC (2.2)	
Innovation (2.1)	
PPP Evaluation Dimensions	
Timely and Cost Effective (4.3)	
Responsive to barriers (4.3)	
Gender consideration (5.7)	
Gender expertise (5.7)	
Complementarity (5.5)	
Early Warning/Risk (5.4)	
Responsive to political opportunities (5.3)	
Impact (1.0)	
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other	
Sustainability	
Gains Sustainable (2.3)	
Factors and challenges (2.3)	
Management	
PBF/PBSO	
Good support?5.1	
Rate decision-making processes 5.1	
Timely5.1	
JSC	

Ownership (5.2)	
Changes and adaptations (5.3)	
Technical capacity (5.4)	
Support bodies (5.4)	
Early warning/risk (5.4)	
RUNOs	
Technical capacity (5.6)	
IP capacity (5.6)	
Gender and do no harm (5.8)	
Catalytic and Lessons Learned	
Comparison IRF/PRF (3.0, 6.0)	
Catalytic effects (2.1)	
Lessons learned programming (3.0)	
Lessons learned Management (6.0)	
Peacebuilding Gaps (2.4)	

National Stakeholders, Externals, Donors

Objective	Observations/Notes
General Comments/Transcripts	
PPP Relevance	
Relevance for key issues (2.2)	
Integration (2.2)	
Responsive to political opportunities (5.3)	
Impact (1.0)	
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other	
Sustainability	
Gains Sustainable (2.3)	
Factors and challenges (2.3)	
Catalytic and Lessons Learned	
PPP as a reference for programming? (2.2, 2.3)	
Complementarity and Synergies (2.3)	
Catalytic effects (2.1)	

IRF/PRF Comparison (3.0, 6.0)	
Lessons learned programming (3.0)	
Lessons learned Management (6.0)	
Peacebuilding Gaps (2.4)	

Implementing Partners

Objective	Observations/Notes
General Comments/Transcripts	
PPP Development	
Challenges and Success (4.2)	
TOC Development (4.2, 2.2)	
TOC Relevance (2.2)	
Missing Issues (2.2)	
Operationalization of PPP	
Challenges and Success (4.2)	
Innovation (2.1)	
PPP Evaluation Dimensions	
Timely and Cost Effective (4.3)	
Barriers (4.3)	
Responsive to barriers (4.3)	
Gender consideration (5.7)	
Complementarity (5.5)	
Responsive to political opportunities (5.3)	
Impact (1.0)	
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other	
Sustainability	
Gains Sustainable (2.3)	
Factors and challenges (2.3)	
Management	
PBF/PBSO	
Good support?5.1	
JSC	

Successes and challenges/strategic (5.4)	
RUNOs	
Technical capacity (5.6)	
Gender and do no harm (5.8)	
Catalytic and Lessons Learned	
Catalytic effects (2.1)	
Lessons learned programming (3.0)	
Lessons learned Management (6.0)	
Peacebuilding Gaps (2.4)	
AO Case Study	
Types of activities (5.6)	
Quality of process (5.8)	
Success/challenges (5.6)	
Community Changes (1.0)	
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other elements mentioned:	
AO Comparison (1.0, 2.1)	
Catalytic Effects (2.1)	

Evaluation Response Matrix
Provincial and District Representatives

Objective	Observations/Notes
General Comments/Transcripts	
Project Implementation	
Relevant for peace issues AO (2.2)	
Innovative (2.1)	
Timely and efficient (4.3)	
Barriers (4.3)	
Complementarity (5.5)	
Responsive for political ops (5.3)	
Community changes (1.0)	
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	

Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	
Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other	
AO Comparison (1.0, 2.1)	
Catalytic Effects (2.1)	
Next priorities for peace (2.4)	

Evaluation Response Matrix
AO Head and AO representatives

Objective	Observations/Notes
General Comments/Transcripts	
Development and Relevance	
Successes and challenges (4.3)	
Relevance for AO (2.2, 2.4))	
Innovative (2.1)	
Integrated (2.2)	
Strategic governance and security challenges (1.0)	
Evaluation Dimensions	
Management (4.3)	
Efficiency (4.3)	
Implementation (5.8)	
Barriers (5.6)	
Responsive to barriers (5.6)	
Complementarity (5.5)	
Responsive to opportunities (5.3)	
Project Contribution (1.0)	
Development of laws, policies, reforms	
Upholding the rule of law and improving access to justice and protection	
Building local government capacity to reduce tensions	
Improving inter-ethnic relationships	
Development of language policy/mainstreaming of MLE	
Development of a common civic identity	
Increased social cohesion in targeted areas	

Increase trust in local authorities	
Inclusion of women, youth, and ethnic minorities in local and state judicial and law enforcement	
Inclusion of women, youth, and ethnic minorities in local decision-making processes	
Inclusion of women, youth, and ethnic minorities in peacebuilding initiatives	
Responsiveness of state institutions to human rights obligations/Public Reception Centers	
Empowerment of rights holders	
Improved role of media as promoting peace and solidarity	
Functioning of AO/LSG	
Functioning of Women's Councils	
Functioning of Youth Committees	
Functioning of state agencies (GAMSUMO)	
Other elements mentioned:	
MSE (2.2, 1.0)	
Criteria (2.2., 1.0)	
Sustainability	
Gains (5.3)	
Barriers Factors (5.3)	
Community Changes (1.0)	
• To what degree have seen national legislation changes having an impact at the local level?	
• To what degree have police and judicial agencies been more responsive and open to inter-ethnic dynamics?	
• To what degree has the capacity of the local government changed in terms of being able to address disputes or tensions?	
• How are the inter-ethnic relationships in AO now compared to three years ago? Same/better/worse?	
• What is the sense of common civic identity in the AO now? Do people feel stronger social cohesion?	
• How well functioning are the youth organizations (such as the youth committees) in this community? • Meet regularly • Stable membership • Active • Contain multiple group membership	
• How well functioning are the women's organizations (such as the Women's Council) in this community? • Meet regularly • Stable membership • Active • Contain multiple group membership	
• How well are ethnic minorities integrated into local government entities now compared to three years ago? • • E.g. AO, AK, Council of Elders, Schools, local police, etc.	

• Beyond the AO, do you see differences in how women, youth, and ethnic minorities are represented in national government bodies – including legal and judicial law enforcement?	
• How responsive are the state institutions to human rights and obligations now compared to three years ago?	
• How well do the Public Reception Centres function in this area?	
• How well do you see the functioning of GAMSUMO compared to three years ago?	
• How would you rate the level of empowerment of youth, women and minority groups in the AO compared to three years ago? What examples do you see?	
• How much trust do you think people have in the local government bodies now compared to three years ago?	
• To what extent are youth, women and minority groups play increased roles in the governance and civil life of the AO now compared to three years ago?	
• Does the AO school use Multilingual education?	
• How much support do you see in the AO for using MLE from the different stakeholders (government, parents, students, schools)? o o Barriers? o	
• When you think of media – especially TV and radio – how much do you hear messages of peace and solidarity on the programmes compared to three years ago? Same/more/less?	
Catalytic and Lessons Learned	
Catalytic Effects (2.1)	
Lessons learned peacebuilding (3.0)	
Lessons learned management (6.0)	
Next Peacebuilding Challenges 2.4)(	

7.11 Annex 11: List of Acronyms

AK	Aiyl Kenesh (Local Council)
AO	Aiyl Okmotu (Municipality level governance structure)
DME	Design, Monitoring and Evaluation
ET	Evaluation Team
FGD	Focus Group Discussions
FHH	Female Headed Household
FTI	Fostering Tolerance International
GAMSUMO	State Agency for Local Self Governance and Interethnic Relations
GO	Governmental organization
IR	Inception Report
IRF	Immediate Response Facility
JSC	Joint Steering Committee
KII	Key informant interview
LSG	Local Self Government
MLE	Multilingual Education
MoES	Ministry of Education and Science
MoI	Ministry of Interior
MoLSD	Ministry of Labour and Social Development
NGO	Non-Governmental Organization
NPM	National Preventative Mechanism
OBLAST	Provincial Level Administrative area in Kyrgyzstan
OECD	Organization for Economic Cooperation and Development
PB	Peacebuilding
PBF	Peacebuilding Fund
PBNPA	Peacebuilding Needs and Priorities Assessment
PBSO	Peacebuilding Support Office
POM/UIM	Local level police
PPP	Peacebuilding Priority Plan
PRF	Peacebuilding and Recovery Facility
PVE	Preventing Violent Extremism
RC	Resident Coordinator
ROCA	Regional Office for Central Asia
RUNO	Recipient United Nations Organizations
TBD	To be determined
TOC	Theory of Change
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development