

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

<p>Project Title: Women and Girls as Drivers for Peace and Prevention of Radicalization</p>	<p>Recipient UN Organization(s): UNFPA, UNICEF, UNDP, UNODC</p>
<p>Project Contact: Mr. Meder Omurzakov, UNFPA Assistant Representative, OIC Country Director</p> <p>Address: 160 Chuy avenue, Bishkek, Kyrgyzstan Telephone: (+996) 312 611202 E-mail: omurzakov@unfpa.org</p>	<p>Implementing Partner(s) – name & type (Government, CSO, etc): Department for Ethnic and Religious Policy and Collaboration with Civil Society (Office of the President), State Commission on Religious Affairs, Ministry of Labor and Social Development, Ministry of Interior, Muftiyat, Local Self-Governance (LSG) bodies in selected districts, CSO working with women in religious communities</p> <p>Project Location: Bishkek and suburbs, Tokmok, Karabalta, Osh, Karasuu, Nookat, Aravan, Uzgen, Djalalabad, Suzak, Kyzyl Kia, Kadamjai, Uch Korgon, Kulundu</p>
<p>Project Description: The project is aimed at promoting women's and girls' participation and engagement in efforts to prevent violent extremism (PVE). The expected outcome of the project will be increased resilience of women and girls against violent extremism. The project fills a strategic peacebuilding gap by engaging excluded groups of women and girls in the prevention of violent extremism as part of the overall agenda for peace and security.</p>	<p>Total Project Cost: 1 mln USD Peacebuilding Fund: 1 mln USD Government Contribution: 0 Other: 0</p> <p>Proposed Project Start Date: 01 January 2017 Proposed Project End Date: 30 June 2018 Total duration (in months)¹: 18 months</p>
<p>Gender Marker Score²: 3</p>	

¹ The maximum duration of an IRF project is 18 months.

² PBSO monitors the inclusion of gender equality and women's empowerment all PBF projects, in line with SC Resolutions 1325, 1888, 1889, 1960 and 2122, and as mandated by the Secretary-General in his Seven-Point Action Plan on Gender Responsive Peacebuilding.

Project Outcomes:

Outcome 1: Women and girls from conservative religious backgrounds empowered to claim their rights, have improved understanding of radicalization risks and take preventive measures.

Outcome 2: Law enforcement institutions, local authorities, legal aid providers and social workers are capacitated to engage excluded groups of women and girls in inclusive dialog to ensure access to public service.

PBF Focus Areas³ which best summarizes the focus of the project (*select one*):

Focus Area 2: Promote coexistence and peaceful resolution of conflicts:
(2.3) Conflict prevention/management

³ PBF Focus Areas are:

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

(1.1) SSR; (1.2) RoL; (1.3) DDR; (1.4) Political Dialogue;

2: *Promote coexistence and peaceful resolution of conflicts (Priority Area 2):*

(2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management;

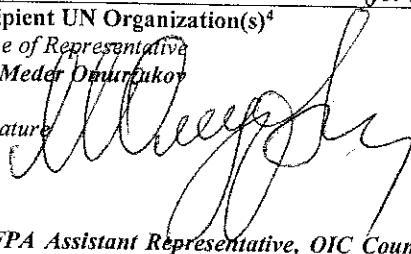
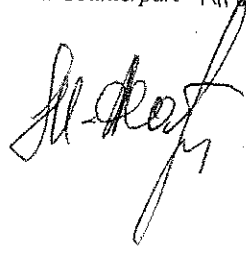
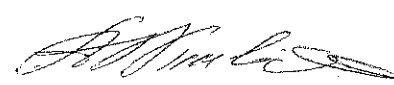

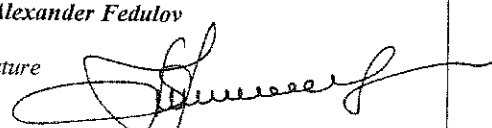
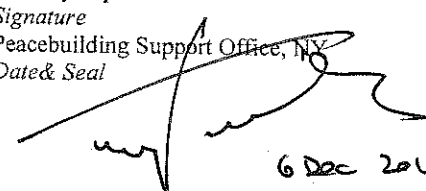
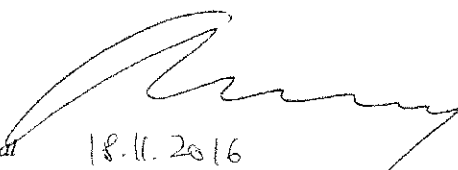
3: *Revitalise the economy and generate immediate peace dividends (Priority Area 3);*

(3.1) Employment; (3.2) Equitable access to social services

4) *(Re)-establish essential administrative services (Priority Area 4)*

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

IRF PROJECT DOCUMENT

(for IRF-funded projects)	
<p>Recipient UN Organization(s)⁴ <i>Name of Representative</i> Mr. Meder Dnuurfukov</p> <p><i>Signature</i> </p> <p><i>Title</i> UNFPA Assistant Representative, OIC Country Director</p> <p><i>Date & Seal</i> 16.11.2016</p>	<p>Representative of National Authorities <i>Name of Government Counterpart</i> Mira Karybaeva</p> <p><i>Signature</i> </p> <p><i>Title</i> President's office, Deputy Head</p> <p><i>Date & Seal</i> 18.11.2016</p>
<p>Recipient UN Organization(s) 2 <i>Name of Senior UN Representative</i> Ms. Aliona Niculita</p> <p><i>Signature</i> </p> <p><i>Title</i> UNDP Deputy Resident Representative in the Kyrgyz Republic</p> <p><i>Date & Seal</i> 17.11.2016</p>	<p>Recipient UN Organization(s) 3 <i>Name of Senior UN Representative</i> Ms. Yukie Mokuo</p> <p><i>Signature</i> </p> <p><i>Title</i> UNICEF Resident Representative in the Kyrgyz Republic</p> <p><i>Date & Seal</i> 17.11.2016</p>
<p>Recipient UN Organization(s) 3 <i>Name of Senior UN Representative</i> Mr. Alexander Fedulov</p> <p><i>Signature</i> </p> <p><i>Title</i> Head of UNODC Programme Office in the Kyrgyz Republic</p> <p><i>Date & Seal</i> 18.11.2016</p>	
<p>Peacebuilding Support Office (PBSO) <i>Name of Representative</i> Peacebuilding Support Office, NY</p> <p><i>Signature</i> </p> <p><i>Date & Seal</i> 6 Dec 2016</p>	<p>Resident Coordinator (RC) <i>Name of Representative</i> Mr. Alexander Avnessov</p> <p><i>Signature</i> </p> <p><i>Date & Seal</i> 18.11.2016</p>

⁴ Please include signature block for each RUNO receiving funds under this IRF.

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PROJECT COMPONENTS:

I. Peacebuilding Context and Rationale for PBF support

a) Peacebuilding context:

Kyrgyzstan, after experiencing dramatic political unrest in 2010, is more politically stable now but the country is still vulnerable to a number of destabilization trends: contested border delimitation, the management of scarce transboundary resources (such as water, land, and pastures), and entrenched corruption in government agencies, women and youth unemployment, marginalization, and interethnic tension.

Against this backdrop, there are indications that religious radicalization has been on the rise across the country. By 2016, the Kyrgyz government officially banned 20 religious organizations, 14 of which are considered terrorist or extremist in nature. The number of registered extremist offenses such as the distribution of banned publications and plotting terrorist attacks increased threefold between 2010 and 2015.⁵ Approximately 500 Kyrgyz citizens, primarily from the southern regions, have reportedly joined rebel groups in Syria. Religious radicalism is present not just in the south, but also in other parts of the country. Various groups, known as *salafi* and *takfirist* circles and professing the rejection of secular order, have established a presence in northern provinces, engaging in extensive proselytizing among various layers of society, including Russian-speaking communities.⁶

*Causes of religious radicalism in Kyrgyzstan*⁷

UNCT research initiated in 2016 indicates that the secular state's exclusion or marginalization of Muslims causes religious radicalism. A second explanation links rising radicalism to support from global extremist groups espousing the creation/restoration of an Islamic Caliphate (and therefore regime change in the countries concerned). A third view posits that radicalism disguises unresolved inter-ethnic problems in Central Asia. Uzbeks and Tajiks predominate in Islamic radicalism because they take more formal approach to Islam than the Kyrgyz who led a traditionally nomadic lifestyle. In the Kyrgyzstani context, the rise in religious radicalism is associated with historical legacies, government repression of religious dissent, and a growing appeal of global radical groups. Each of these conditions requires separate attention.

Historical legacy and geography.

Following the collapse of the USSR, a series of developments have allowed religious radicalism to resurface in Kyrgyzstan. When the state loosened controls over religion, Kyrgyzstan witnessed a staggering rise in religiosity demonstrated by the

⁵ Presentation by Emil Jenebekov, Head of Department on the Analysis of Religious Situation, 10th Directorate of the Ministry of Internal Affairs, at the OSCE/ODIHR National Roundtable on Freedom of Religion, Bishkek, 3 February, 2015. A late September 2016 attack against the Chinese Embassy in Bishkek, which was allegedly carried out by terrorists with ties to rebel groups in Syria, underscored the potential for violent extremism.

⁶ In November 2015, Kadyr Malikov, a prominent theologian and a staunch critic of the ISIS and other radical groups, was attacked by two young men who were later identified as ISIS followers by Kyrgyz law enforcement agencies. "ISIS followers who attacked religious expert Kadyr Malikov detained in Turkey: police," AkiPress, November 11, 2015, <http://akipress.com/news:569212/>.

⁷ Anna Matveeva, "Religious Radicalization Leading to Violent Extremism in Kyrgyzstan", Unpublished report, June 2016. See also: International Crisis Group, Kyrgyzstan: State Fragility and Radicalisation, October 2016.

mushrooming of mosques and seminaries across the country.⁸ As the country opened up to the outside world, various foreign religious groups, including those with a radical agenda, established a foothold in the country.

State crackdown on religious dissent.

A series of events in the late 1990s and the early 2000s – the infiltration of South Kyrgyzstan by the Islamic Movement of Uzbekistan (IMU) in 1999 and 2000, and a rise in the public visibility of Hizb-ut-Tahrir (HT) – prompted the government to backtrack on religious liberalization and ushered in a tougher government approach in dealing with religious radicalism. The state repressive policies toward religious dissent had a number of effects. First, despite government's strict controls, membership in banned groups continued to rise throughout the 2000s and early 2010s, prompting many experts to link the growing appeal of radical groups to weak governance, deep economic recession, and the spread of various social vices (including HIV).⁹ Second, faced with increasing state repression, many groups went underground and began using more secretive methods of recruitment, making it difficult for authorities to monitor them. Third, internal splits within underground groups emerged, leading to the formation of more extremist and violent groups some of which reportedly planned terrorist attacks.

Rising ideological appeal of global radical groups

The political turmoil in the Middle East in 2011 and the formation of the Islamic State of Iraq and Syria (ISIS) has attracted immense attention from Kyrgyz Muslims in recent years. Utilizing sophisticated digital platforms and employing an extensive network of recruiters, the ISIS and other rebel groups in the Middle East have been making appeals to the global identity of Kyrgyz Muslims and reaching out to the socially-marginalized and disenfranchised groups in Kyrgyzstan.¹⁰ These recruitment campaigns are designed to persuade Kyrgyz Muslims that they must not be indifferent to injustices against Muslims in other parts of the world, including in Syria.

The causes of female radicalization in Kyrgyzstan

Women are rapidly growing as a proportion of religious radicals. According to the Interior Ministry, by 2016 women constitute between 7 and 23 percent of the 2,000 known Islamic extremists in Kyrgyzstan, up from 1.1 percent in 2005. Women made up 23 percent of those who are accused of committing extremist offenses. Every fourth Kyrgyz national leaving for Syria is a woman.

Recent studies indicate that there are different pathways (push and pull factors) to female radicalization in Kyrgyzstan.¹¹ Ideological persuasion plays an important role, with recruiters utilizing social media and various informal venues, including Islamic study circles, traditional weekly or monthly gatherings of girls and women, and family events. Material rewards or benefits also play a key role in pulling women from low-income backgrounds towards radical groups. In some cases, women from low-income backgrounds are lured into Turkey and then

⁸ According to the State Commission for Religious Affairs (SCRA), “while in 1990 there were 39 mosques operating in Kyrgyzstan, in 2014 that number reached 2,362 mosques, 81 Islamic schools,” and Islamic University as well as ‘68 registered Muslim centres, foundations and association involved in educational, awareness-raising and charitable activities and the construction of places of worship.” About 5,600 students, with almost half of them girls, are enrolled in madrasas.

⁹ International Crisis Group, *Kyrgyzstan: State Fragility and Radicalisation*, October 2016.

¹⁰ Anna Matveeva, “Religious Radicalization Leading to Violent Extremism in Kyrgyzstan.”

¹¹ Anna Matveeva, “Religious Radicalization Leading to Violent Extremism in Kyrgyzstan;” International Crisis Group, “Women and Radicalisation in Kyrgyzstan.”

Syria by offers of jobs as nannies or nurses. In other cases, shuttle traders who frequently travel to Turkey serve as recruiters for Syrian rebel groups by offering women jobs in the shuttle trading sector. Nevertheless, pressure from family and peers appears to be a primary factor driving women into the camp of religious radicals. Majority of women who join banned groups follow the footsteps of their male relatives (husbands, fathers, and brothers).¹²

Two groups of women are particularly vulnerable to recruitment by various homegrown radicals and rebels groups in Syria.¹³ The first “high risk group” comprises girls and young women from conservative religious and ethnic minority backgrounds. When they reach 16-17, they come under increasing pressure from relatives to marry men from conservative backgrounds. This category of women is also easily manipulated by religious radical ideologues because they have limited secular schooling and knowledge of radicalization risks. Finally, women in this category have few prospects for employment. Faced with these push and pull pressures, they are forced to marry men known for membership in banned religious groups as long as these men respect their religious practices and provide materially for them.¹⁴ They are also more inclined to travel to Syria and become wives for Syrian rebels than the girls who have better marriage and employment options.¹⁵

The second “high risk” group includes women whose relatives reportedly joined rebel groups in Syria and other Middle Eastern countries. Women in this category come under a variety of pressures. First, they experience harassment with police frequently raiding their houses, subjecting them to lengthy interrogations about the whereabouts of their relatives in Syria, and extorting large sums of money.¹⁶ Such punitive police actions lead to women's strong disillusionment with the secular state system and cause them to isolate themselves from society.¹⁷

Second, many women in this category lack viable sources of livelihood, they find it hard to find employment, and they face hurdles in accessing the state social safety net system (healthcare, social security, unemployment allowances, retirement funds, child daycare centers). In some cases, local service providers refuse to serve these women because they lack documents.¹⁸ In other cases, women themselves avoid male-dominated government offices due to their conservative beliefs and their fears of causing police scrutiny.

¹² Anna Matveeva, “Religious Radicalization Leading to Violent Extremism in Kyrgyzstan.”

¹³ Ibid.

¹⁴ For example, Farida, a sixteen-year-old girl from the Aravan region of Osh, married Bakhtiyar, a man serving a three-year sentence for membership in HT. The *nikah*, or Islamic marriage ceremony, was conducted by phone, and the wedding never took place. The groom and the bride did not see each other before the groom's release from prison. Interviews conducted by a UNDP consultant in Osh, June 2016.

¹⁵ After her husband left to Syria in May 2012, Malika, an Uzbek woman and a mother of three children from Nookat, had lost the main breadwinner. Because she was the second wife, she had no support from her ex-husband's family and relative. She also could not apply for child support allowance because she did not know how to apply. When she could not pay the rent for the apartment, she found herself out in the street. She eventually departed for Syria with her children when her husband sent her some money for obtaining documents and for traveling. When her husband died in a battle, Malika remarried a Tajik national fighting alongside one of Syrian rebel groups. Interviews conducted by UNDP consultant in Osh, June 2016.

¹⁶ In one profile case, an Uzbek woman and her husband from Osh were detained by Kyrgyz police for allegedly assisting her sister-in-law to leave for Syria. The woman and her husband were released after paying \$2000 in bribes. Interviews conducted by a UNDP consultant in Osh, June 2016.

¹⁷ Following the tragic deaths of her husband and her eldest son in the Syrian civil war, Dilorom, a sixty-year-old woman from Osh, was subjected to numerous interrogations from the police. She was forced to pay bribes to avoid imprisonment. She felt strongly about leaving for Syria to escape police harassment, but she did not have money to travel to Syria. Interview conducted by a UNDP consultant in Osh, June 2016.

¹⁸ Interviews conducted by a UNDP consultant in the Aravan region of Osh province, June 2016.

Third, they face social ostracism and domestic abuse. Some of these women are second, third or even fourth wives of Syrian fighters or members of homegrown banned Islamic groups, and they are often not recognized by their husbands' relatives.¹⁹ Their children often lack birth registration documents, making it very hard to obtain state child support allowances. Because they are also subjects of various gossips in community, they have few friends. Faced with these serious hurdles, they have strong incentives to isolate themselves from society, depend on material support from members of banned religious groups, and seek to reunite with their male relatives in Syria.

Critical needs. Responding to female radicalization has posed a serious challenge to the authorities because of several reasons. First, the problem is novel in the Kyrgyzstani context, and the Kyrgyz authorities lack knowledge on best practices. The police continue to rely on interdiction and punitive approaches rather than on preventative approaches emphasizing efforts to address risk factors and develop resilience at community level based on police-public partnerships. Second, authorities face serious budgetary and staff constraints, they lack capacities, and tools and partnerships for an effective and strategic approach.²⁰ Third, Kyrgyzstan's religious organizations such as the Muslim Spiritual Board of Muslims (Muftiyat) are poorly equipped to work with female Muslims. Although women make up half of the country's observant population, the Muftiyat lacks a department that works with women.²¹ Fourth, experience in implementing other critical PBF projects proves that women from excluded groups are receptive to external interventions and educations. For example, PBF GPI project has successfully engaged religious women in election process.

In sum, female radicalization issue is not well researched in Kyrgyzstan. There were only few sporadic interventions by international NGOs. However, the UN system in Kyrgyzstan has made strenuous efforts to study PVE and create evidence base for future projects. For example "Study on religious radicalization leading to violent extremism in Kyrgyzstan" by Anna Matveeva, international consultant; 2016 survey on religious situation in the country conducted by UNDP and State Commission on Religious Affairs; field interviews with women from risk groups in Osh; interviews with religious women NGO "Mutakalim" and etc. Therefore, the project is developed mainly based on assumptions which were grounded on the above mentioned studies and developed in close collaborations with main stakeholders. The project designers recognize experimental and catalytic nature of the project.

b) Mapping of existing peacebuilding activities and gaps:

PBF supported numerous peacebuilding initiatives in Kyrgyzstan. For example, in the aftermath of the June 2010 violence, UNHCR, UNODC, UNDP, UNICEF, UNFPA carried out several PBF-supported projects designed to increase trust, confidence, dialogue, and cooperation among various actors - communities, law enforcement agencies, and local authorities in select locations.

Other partners have also contributed to peacebuilding work. PBF, Swiss Government, and BPPS jointly funded a project that aimed at developing mechanisms for constructive dialogue

¹⁹ Anna Matveeva, "Religious Radicalization Leading to Violent Extremism in Kyrgyzstan."

²⁰ In 2016, the Ministry of Interior formed a group of female police officers tasked with work on prevention of radicalisation to violence among women. This group operates within the Ministry's Counterterrorism Unit.

²¹ Information made available by Mutakallim, a Bishkek-based non-profit organization that advocates the rights of Muslim women.

between cross-border communities in Kyrgyzstan and Tajikistan. Acting through such NGOs as Search for Common Ground, UK FCO AND UK CSSF provided funding to projects that sought to build partnerships and consolidation of joint efforts to PVE and increase collaboration across various dividing lines through common ground policy making, religious tolerance, and community resilience. USIP provided support to a CVE-related project that aimed at increasing collaboration between state and non-state stakeholders in working with vulnerable communities.

Despite contributions from these projects, a number of gaps remain in the peacebuilding context in Kyrgyzstan. First, the previous PBF projects were primarily focused on peacebuilding and conflict prevention immediately after the June 2010 events. Second, while these projects sought to tackle CVE, they paid insufficient attention to changing nature and sources of religious radicalization in Kyrgyzstan. In particular, they paid little attention to the rising role of women in radical groups. Third, geographic focus of the projects also varied. Majority of these projects targeted provincial and *raion* (district) communities, and only a limited number of projects paid attention to people residing at the level of *ayil aimaks*, or cluster of small villages. Detailed mapping is attached in the Annex B.

c) Rationale for this IRF:

Rational for PBF Support

This will be the first joint UN intervention aimed at preventing violent extremism which is in line with Plan of Actions to Prevent Violent Extremism of UN Secretary General and Seven Point Action Plan on Gender Responsive Peacebuilding. The project specifically focuses on women and girls from conservative religious backgrounds at the community level. This project will contribute to:

1. Reducing the risk of violent extremism - as mentioned above, the risks of spreading of religious radicalization among women and girls and its linkages to VE are increasing, while they are still at the level conducive to preventative and developmental responses; Various studies including GCTF and OSCE "Good practices on women and countering violent extremism" and the 2016 ICG brief "Kyrgyzstan: State Fragility and Radicalization" recommend engaging women and girls at local level to build resilience and credible response to violent extremism.
2. Piloting risk taking and pioneering gender specific interventions with PBF support - support will allow the UN agencies to develop unique methodologies, initiatives, expand its circle of partnerships and non-conventional coalitions beyond a 'comfort zone,' experiment with new approaches and take measured risks, such as in engagement with LSG, security sector, faith-based organizations and civil society;
3. First project to address PVE focusing on women and girls from conservative religious backgrounds through a multitrack approach - this will be the first UN joint program intervention to directly tackle the issue and produce interventions on community level,

Relevance to peacebuilding

The proposed project is of strategic importance to peacebuilding because religious radicalization and VE directly threaten stability and security of the country and the region, undermine coherence of society and can jeopardize the peacebuilding achievements that Kyrgyzstan made under the previous PBF program. In 2013, the Peacebuilding Needs and Priorities Assessment already identified that the spread of radicalized religious ideology represents a peacebuilding challenge, which has only grown in significance since. Further research conducted within the UN Peace Building Fund between 2014 and 2016 also highlights prevention of radicalization as a major concern for local communities

and populations.²² The peacebuilding response will be to combine human rights, preventative and developmental approaches, creating confluence between the two and achieving a balanced security/developmental nexus.

The project will employ different avenues, relevant for peacebuilding which cumulatively should lead to making peace entrenched. Work on overcoming alienation of women and girls from conservative religious backgrounds and promoting their empowerment and civic participation increases integration and is crucial not only for CVE, but for development of society as a whole. The program will promote peacebuilding tools, such as dialogue, detecting risks and identifying early signs of violent radicalization and taking preventive measures, enhancing community resilience, and building capacities of local bodies in inclusive participation of women and girls in community life.

Catalytic effects

It is envisaged that an investment into knowledge, skills and engagement of women and girls from conservative religious backgrounds and local partners will produce an effect of spin-off initiatives. Supply of expertise will stimulate their thinking while establishment of new partnerships outside of traditional developmental milieu, such as between women and girls, formal and informal authorities will expand possibilities for building trust and consolidating communities. Moreover, the project will offer an opportunity for piloting and extraction of lessons that can be useful in advancing the field of counter- and de-radicalization.

An interaction platform between women and girls, local authorities, independent experts, religious and cultural figures, and the UN will have multiple catalytic effects, including on the development of new ideas, modes of interaction and on participants themselves. In order to overcome the issue of observant female resistance to entering male dominated spaces, and fear of attracting police attention, the project ensure the preliminary awareness activities will be conducted with local authorities, police and other stakeholders. Lastly, it is envisaged that donors can get interested in the piloted approaches and feel more confident about engagement in the sensitive field.

II. Objectives of PBF support and proposed implementation

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

Geographic scope

The project will be implemented in eight local communities. The communities were selected based on several criteria and consultations with relevant government institutions (State Commission on Religious Affairs, State Agency for Local Self-Governance and Inter-ethnic Relations, Ministry of Internal Affairs, Ministry of Labor and Social Development, civil society and experts). The results of recently conducted Gender in Society Perception Study shows that religious norms are more strongly supported in Djalalabad, Naryn and Osh regions and Osh city. First, these communities have higher number of girls and women at high-risk of joining religious radicalism. These communities were previously identified in the Peace Building Priority Plan (PPP) for Kyrgyzstan as having been affected by violent conflict or being susceptible to conflict. Second, although the previous PBF projects had had an impact on the reduction of conflict potential in these communities, they did not specifically target religious radicalization among women. Third, RUNO has pre-existing

²² UNODC, Crime Prevention Assessments in 12 PBF Priority Locations, GSPS unpublished report, October 2016

partnerships and relationships with a variety of actors in those communities, which will be very helpful in gaining access and enlisting participation of high-risk groups.

The Project Theory of Change

IF women and girls from conservative religious backgrounds are socially included and prevented from marginalization, and if duty bearers are able to recognize early signs of radicalization, engage with women and girls in a sensitive manner to ensure their access to social services, THEN the resilience of communities to radicalization and violence extremism will be increased BECAUSE the root causes leading to the phenomenon will be addressed.

Outcome 1: Women and girls from conservative religious backgrounds empowered to claim their rights, have improved understanding of radicalization risks and take preventive measures

Output 1.1: Women and girls from targeted groups have knowledge and skills in exercising women's rights and are able to identify early signs of violent radicalization

Activity 1.1.1 Strengthen capacity of women from conservative religious backgrounds in detecting risks and contributing to prevention of violent radicalization.

This activity is aimed at identifying and supporting women-potential leaders from conservative religious and ethnic minority backgrounds in target communities. For example, there are already a number of women-leaders, so-called "atyncha", who interpret Koran and act as peer educators for young women. Under this activity, implementing partners will provide intensive training programs (leadership schools) for identified women and girls to develop their knowledge and skills in exercising women's rights, religious tolerance; risk detection and preventive approaches to radicalization; legal rights and obligations in dealing with law enforcement, local governance and social protection bodies. The unique training module will be developed in partnership with the RUNOs experts, religious leaders, national and civil society partners and beneficiaries in a participatory way. In order to ensure sustainability of interventions women support center under the Kazyat in the South will be established in partnership with the State Commission on Religious Affairs. The center will provide legal and theological consultations for women. After completion of the project the center will be transferred to the State Commission on Religious Affairs.

Output 1.2: Capacitated women and girls implement initiatives on PVE and engage community members and duty bearers

Activity 1.1.2. Community initiatives and awareness campaigns

Upon completion of the training program, the trained women will engage in educational and informational campaigns aimed at reducing susceptibility of communities to violent extremism. Each participant will develop and implement at least one community project. Possible interventions include: seminars with formal and informal local authorities; informal meetings, such as tea-gatherings, door-to-door campaigns, meetings with young mothers in and around kindergartens. These small scale community initiatives will be aimed at building religious tolerance; understanding legal rights and obligations; social protection net procedures.

In order to strengthen local initiatives, at least 20 innovative raising awareness products will be developed in partnership with capacitated women and NGO partners, they will include information materials, such as interactive exhibitions, stands, comics, mobile phone based video-trails, TV programs, popular social media platforms, such as whatsapp, facebook, and regional platforms targeted at providing information on exercising women's rights, religious tolerance; risk detection and preventive approaches to radicalization; legal rights and obligations in dealing with law enforcement, local governance and social protection bodies

Outcome 2: Law enforcement institutions, local authorities, legal aid providers and social workers are capacitated to engage excluded groups of women and girls in inclusive dialog to ensure access to public service

Output 2.1. Law enforcement institutions, social workers and local administration representatives have knowledge and skills to apply socially-inclusive and gender-sensitive approach to PVE

Activity 2.1.1. Awareness raising on prevention of radicalization among selected duty-bearers. Frontline service providers (e.g. local police, local self government representatives, local crime prevention centers, women's committees, elderly courts, religious leaders, teachers and civil society activists) will be trained so that they will better understand what makes people vulnerable to radicalization and are able to detect signs of radicalization and implement activities aimed at prevention of radicalization in their communities, including by challenging violent extremist ideologies and supporting access to services for vulnerable people, in particular women and girls. Target duty bearers will facilitate various dialogue platforms and outreach events for community members with focus on women and girls from excluded communities. This will enable them to work with the targeted women and girls in local communities to increase resilience to violent extremism and support individuals at risk.

Activity 2.1.2. Increase responsiveness of selected duty bearers to women at risk of radicalization.

The project will help local self-government (LSG) representatives, social workers, teachers and relevant local civil society activists to understand the rights, needs and perspectives of the women at-risk. These duty bearers will also be provided with the skills of detecting conditions that lead to radicalization. They will be able to outreach these at-risk groups in a manner informed and sensitive to vulnerabilities to stigma and discrimination, because of their profile. LSG representatives, service providers and other relevant social sector professionals will be encouraged to provide guidance to women at risk to (re-)connect to wider communities through existing formal and informal, cultural platforms that will help the latter in establishing sense of belonging and to relate positively to the community identities. Women in "high risk" groups will be able to obtain social allowances, enrolling children in daycare centers, and assisting in getting employment. The duty bearers will be enabled to work with the targeted women and girls in local communities to increase resilience to violent extremism and support individuals at risk.

Output 2.2. Free legal aid guaranteed to women and girls at risk through newly adopted law²³

²³ The Law on free legal aid was endorsed by the Parliament on 10 November 2016

Activity 2.2.1. Working with a network of lawyers to provide legal counseling to women at high-risk of becoming radicalized.

UNDP has provided support in developing and endorsing a new law on free legal aid, as well as contributed to development of network of free legal aid centers in regions in partnership with the Ministry of Justice. These centers will be involved into the project activity focusing on legal counseling to women and girls with conservative religious backgrounds. Such counseling can help women be better protected from police harassment and be aware about their legal and social rights (renewing passports, receiving birth certificates, help with divorce and cases of domestic violence, bride kidnapping and early marriages).

b) Budget:

Table 2: Project Activity Budget

Outcome/ Output number	Output name	Output budget by RUNO	UN budget category (see table below for list of categories)	Any remarks (e.g. on types of inputs provided or budget justification)
Outcome 1: Women and girls from conservative religious backgrounds empowered to claim their rights, have improved understanding of radicalization risks and take preventive measures.				
Output 1.1	Women and girls from targeted groups have knowledge and skills in exercising women's rights and are able to identify early signs of violent radicalization	UNFPA – 277,180 <i>Sub-total: 277,180</i>	Staffing, contractual services, travel	<i>Including 35,000 USD allocated for final evaluation, Monitoring costs were allocated across all outputs in each Agency</i>
Output 1.2	Capacitated women and girls initiate implement initiatives on VE and engage community members and duty-bearers	UNDP - 183,820 <i>Sub-total: 183,820</i>	Staffing, contractual services, transfers and grants to counterparts, travel	
Outcome 2: Law enforcement institutions, local authorities, legal aid providers and social workers are capacitated to engage excluded groups of women and girls in inclusive dialog to ensure access to public service				
Output 2.1	Law enforcement institutions, social workers and local administration representatives have	UNICEF - 185,180 UNODC – 188,400 <i>Sub-total: 373,580</i>	Staffing, contractual services, travel	

	knowledge and skills to apply socially-inclusive and gender-sensitive approach to PVE			
Output 2.2	Free legal aid guaranteed to women and girls at risk through newly adopted law ²⁴	UNDP – 100,000 <i>Sub-total: 100,000</i>	Staffing, contractual services, travel	
		<i>Sub-total by RUNOs:</i> UNFPA 277,180 UNDP 283,820 UNICEF 185,180 UNODC 188,400 <i>Sub-total project:</i> 934,580		
Indirect Support Costs (7%)		UNFPA 19,403 UNDP 19,867 UNICEF 12,963 UNODC 13,188 <i>Sub-total ISC: 65,421</i>		
		TOTAL PROJECT: 1,000,000 By RUNOs: UNFPA 296,582 UNDP 303,687 UNICEF 198,143 UNODC 201,588		

Table 3: Project budget by UN categories

PBF PROJECT BUDGET					
CATEGORIES	Amount Recipient Agency UNFPA	Amount Recipient Agency UNDP	Amount Recipient Agency UNICEF	Amount Recipient Agency UNODC	TOTAL
1. Staff and other personnel	54,000	46,800	35,000	40,000	194,400

²⁴ The Law on free legal aid was endorsed by the Parliament on 10 November 2016

2. Supplies, Commodities, Materials	0	0	0	0	0
3. Equipment, Vehicles, and Furniture	0	0	0	0	0
4. Contractual services	17,000	36,000	25,000	20,000	98,000
5. Travel	5,000	7,000	4,000	9,000	20,000
6. Transfers and Grants to Counterparts	160,180	184,020	116,180	114,900	564,180
7. General Operating and other Direct Costs	6,000	10,000	5,000	4,500	23,000
8. Independent end of project evaluation	35,000	0	0	0	35,000
Sub-Total Project Costs	277,180	283,820	185,180	188,400	934,580
9. Indirect Support Costs (7%)*	19,403	19,867	12,963	13,188	65,421
TOTAL	296,582	303,687	198,143	201,588	1,000,000

* The rate shall not exceed 7% of the total of categories 1-7, as specified in the PBF MOU and should follow the rules and guidelines of each recipient organization. Note that Agency-incurred direct project implementation costs should be charged to the relevant budget line, according to the Agency's regulations, rules and procedures.

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

	RUNO 1: NAME?	Key Source of Funding (government, donor etc)	Annual Regular Budget in \$	Annual emergency budget (e.g. CAP)
Previous calendar year	UNFPA	UNFPA regular resources	1,756,885	
Current calendar year	UNFPA	UNFPA regular resources	1,075,017	
Previous calendar year	UNDP	Donor	40,836,8557	
Current calendar year	UNDP	Donor	26,570,571	

Previous calendar year	UNICEF	UNICEF regular and other resources	9.1 mln.	
Current calendar year	UNICEF	UNICEF regular and other resources	6.8 mln.	
Previous calendar year	UNODC	donor	3.6m	
Current calendar year	UNODC	donor	2.6m	

III. Management and coordination

a) Project management:

The current Joint Steering Committee (JSC) was established in 2014 and will function until the end of 2016. The JSC is co-chaired by Head of the Office of the President of the Kyrgyz Republic and the UN Resident Coordinator (RC) in the Kyrgyz Republic. In 2017, Project Steering committee will be established to oversee implementation of the project.

UNFPA Kyrgyzstan will serve as lead agency for the coordination of the project. The project is based on a unique partnership of 4 agencies, which complement each other: UNFPA has strong capacity of working with women and religious leaders; UNDP has extensive experience working with local self-government bodies and provision of free legal aid; UNICEF has comparative advantage in terms of social protection; UNODC's value added includes expertise on terrorism prevention and experience with community policing.

The project will closely coordinate with the envisaged YPI I project to complement each other and maximize results. Project steering committee meetings will be organized at least once in 2 months to ensure adequate coordination between RUNOs and discuss implementation of the project. The RUNOs will coordinate implementation of activities with other peacebuilding projects in the project locations including Search for Common Ground (YPI I), Safer World and other partners working in PVE. RUNOs will take part in PPP outcome meetings organized by the PBF secretariat to improve coordination with other PBF projects and ensure information exchange.

b) Risk management:

Table 5 – Risk management matrix

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
Political and social unrest	medium	high	The RUNOs will constantly work with the government partners UN Agencies, donors, civil societies and monitor situation on the ground.

Implementation capacity of local stakeholders and implementing partners	medium	high	The RUNOs will establish rigorous selection process of implementing partners and monitor implementation.
Lack of skills of local communities to recognize early signs of radicalization and violent extremism	medium	high	The RUNOs will increase awareness of local communities about radicalization and violent extremism. The RUNOs will good practices with local communities on prevention of radicalization.
Closed nature of religious communities	medium	high	The RUNOs have established good relationship with religious leaders during implementation of previous PBF projects and have access to the religious communities.
Patriarchal views of society	medium	medium	The RUNOs will increase awareness of women and girls about their rights, empower and involve them in project activities. The RUNOs will also work with men and boys to increase their understanding about gender equality and receive their support for the project.

c) Monitoring & evaluation:

Approximately 7% of the total budget will be allocated to M&E. A final independent evaluation will be carried out at the end of the project. The budget for this is USD 35,000. Monitoring, reporting and evaluation of the project will follow the PBF monitoring and evaluation arrangements as outlined in the PBF Guidelines. The project's Results Framework provides a basis for project monitoring. During the first three months of project implementation RUNOs will develop an M&E plan with a clear division of responsibilities and timeframe. At the beginning of the project, implementing partners in collaboration with the RUNOs will carry out baseline assessment to identify baseline data for the project.

The Project Steering Committee will monitor project implementation and provide recommendations based on regular field visits to the project sites. Data collection on project implementation will be coordinated through implementing partners who will report against the common results framework of the project. Taking into account experimental nature of the project, progress under the outputs will be closely monitored by RUNOs on monthly basis to ensure good coordination, application of best practices, lessons learned and timely adjustments in the activities when needed. Pre and post test results of the trainings will be analyzed to assess

changes in the knowledge, skills and attitudes of participants. FGDs, individual interviews and mini-surveys among stakeholders and beneficiaries will be carried out to assess changes in attitude and behavior.

Quarterly meetings with implementing partners to review monitoring results will be held to inform project implementation. A meeting to monitor progress of project implementation, identify project progress against the outputs and indicators will be held in the middle of the project implementation and recommend changes and adjustments. The MIA, MLSD, SARA, LSGs and implementing partners will participate in the meeting. The external final evaluation will be conducted to measure progress of the project, achievement of outputs, outcomes and indicators.

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

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

AA Functions

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

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

Accountability, transparency and reporting of the Recipient United Nations Organizations

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

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

and procedures applicable to the RUNO.

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

- Bi-annual progress reports to be provided no later than 15 June;
- Annual progress reports to be provided no later than 15 November;
- Final (end of project) narrative reports, to be provided no later than three months after the operational closure of the project;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, to be provided no later than four months (30 April) after the end of the calendar year;
- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

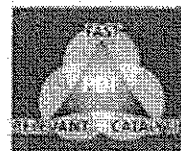
Ownership of Equipment, Supplies and Other Property

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

Public Disclosure

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

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



**PEACEBUILDING FUND
PROJECT SUMMARY**

Project Number & Title:	PBF/ Women and Girls as Drivers for Peace and Prevention of Radicalization	
Recipient UN Organization:	UNFPA, UNDP, UNICEF and UNODC	
Implementing Partner(s):	The implementing partners will be identified and selected via open tender and selection process.	
Location:	Bishkek and suburbs, Tokmok, Karabalta, Osh, Karasuu, Nookat, Aravan, Uzgen, Djalalabad, Suzak, Kyzyl Kia, Kadamjai, Uch Korgon, Kulundu	
Approved Project Budget:	USD 1, 000, 000 USD	
Duration:	Planned Start Date: 01 January 2017	Planned Completion: 30 June 2018
Project Description:	The project is aimed at promoting women's and girls' participation and engagement in efforts to prevent violent extremism (PVE). The expected outcome of the project will be increased resilience of women and girls against violent extremism. The project fills a strategic peacebuilding gap by engaging excluded groups of women and girls in the prevention of violent extremism as part of the overall agenda for peace and security.	
PBF Focus Area:	Promote coexistence and peaceful resolution of conflicts: (2.3) Conflict prevention/management	
Project Outcome:	<p><u>Outcome 1:</u> Women and girls from conservative religious backgrounds empowered to claim their rights, have improved understanding of radicalization risks and take preventive measures.</p> <p><u>Outcome 2:</u> Law enforcement institutions, local authorities, legal aid providers and social workers are capacitated to engage excluded groups of women and girls in inclusive dialog to ensure access to public service.</p>	
Key Project Activities:	<p>Activity 1.1.1 Strengthen capacity of women from conservative religious backgrounds in detecting risks and contributing to prevention of violent radicalization.</p> <p>Activity 1.1.2. Community Initiatives and Awareness Campaigns</p> <p>Activity 2.1.1. Awareness raising on prevention of radicalization among selected duty-bearers.</p>	

	<p>Activity 2.1.2. Increase responsiveness of selected duty bearers to women at risk of radicalization.</p> <p>Activity 2.2.1. Working with a network of lawyers to provide legal counseling to women at high-risk of becoming radicalized.</p>
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Annex B

Mapping of peacebuilding activities and gaps

Project outcome	Source of funding (Government/development partner)	Key Projects/Activities	Duration of projects/activities	Budget in \$	Description of major gaps in the Outcome Area, programmatic or financial
Building Trust and Confidence among People, Communities and Authorities (UNHCR).	PBF	To increase trust and confidence in the aftermath of conflict.	26 months: 01/11/2013 – 31/12/2015	1,424,246	The previous PBF projects were focused on peacebuilding and conflict prevention after 2010 events and lacks specific focus on prevention of radicalization which is one the threats to stability in the country.
Peace and Trust: Equal Access to Law Enforcement and Justice (UNODC)	PBF	To increase public confidence and trust in the police	30 months: 1/1/2014 – 30/06/2016	1,460,700	
Building a Constituency for Peace (UN Women).	PBF	Promoting gender equality.	30 months: 01/01/2014 – 30/06/2016	1,652,131	
Strengthening capacities of LSGs for peacebuilding (UNDP and UNICEF).	PBF	Support interaction on interethnic issues and conflict	30 months: 01/01/2014 – 30/06/2016	Total: 1,728,877 UNDP: 1,500,001 UNICEF: 228,876	
Multi – sectoral cooperation for inter – ethnic peacebuilding (UNFPA).	PBF	Support to interethnic dialogue and cooperation.	24 months: 01/01/2014 – 31/12/2015	822,140	
Youth for peaceful changes (UNDP, UNICEF and UNFPA).	PBF	Ensure equal opportunities for youth' engagement in public life.	30 months: 01/01/2014 – 30/06/2016	1,525,351 UNDP: 533,889 UNICEF: 509,962 UNFPA: 481,500	
Women as peaceful voters and candidates (UNDP and UNICEF).	PBF	To increase participation of women in the electoral process.	24 months: 01/01/2015 – 31/12/2016	985,000	
Cross-border cooperation for sustainable	PBF/Swiss Government/B PPS	Developing mechanisms for constructive	24 months: 01/01/2016 – 31/12/2017	5,859,972	

peace and development (UNDP, WFP, FAO, UNICEF and UN Women).		dialogue between cross-border communities Tajikistan-Kyrgyzstan			
Building the evidence base to facilitate responsive gender policy and programs for equality and lasting peace in Kyrgyzstan « Gender in Society Perception Study » (UN Women, UNFPA and IOM).	PBF	Strengthening the efforts to empower women and girls.	15 months: 01 / 04 / 2015 – 30 / 06 / 2016	700,001	

Annex C: IRF Results Framework

Country name: Kyrgyzstan										
Project Effective Dates: 01 January 2017 – 30 June 2018										
PBF Focus Area: Promote coexistence and peaceful resolution of conflicts: (2.3) Conflict prevention/management										
IRF Theory of Change: IF women and girls from conservative religious backgrounds are socially included and prevented from marginalization, and if duty bearers are able to recognize early signs of radicalization, engage with women and girls in a sensitive manner to ensure their access to social services, THEN the resilience of communities to radicalization and violence extremism will be increased BECAUSE the root causes leading to the phenomenon will be addressed.										
Outcomes	Outputs	Indicators	Means of Verification	Year 1	Year 2	Milestones				
Outcome 1: Women and girls from conservative religious backgrounds empowered to claim their rights, have improved understanding of radicalization risks and take preventive measures		Outcome Indicator 1 a The number of women and girls from excluded groups (disaggregated by age, ethnicity and community) who are aware of radicalization risks, take actions and participate in community life. Baseline: TBD Target: TBD	Reports of implementing partners	X			Baseline is conducted Trainings conducted, awareness campaign and mini projects at local level launched The target will be measured at the end of the project.			
		Outcome Indicator 1 b Level of susceptibility of women and girls from target groups to radicalization decreased Baseline: TBD Target: TBD	FGDs	X			Baseline is conducted Trainings conducted, awareness campaign and mini projects at local level launched The target will be measured at the end of the project.			
		Outcome Indicator 1c Baseline: Target:								
	Output 1.1 Women and girls from targeted groups have knowledge and skills in exercising women's rights and are able to identify early signs of violent radicalization	Output Indicator 1.1.1 Developed training module for project participants which will focus on women's rights and preventing radicalization Baseline: 0 Target: 1	Training Module	X	X		The module will be developed within 2 months			

		Output Indicator 1.3.2 Baseline: Target:																	
		Output Indicator 1.3.3 Baseline: Target:																	
Outcome 2: Law enforcement institutions, local authorities, legal aid providers and social workers are capacitated to engage excluded groups of women and girls in inclusive dialog to ensure access to public service		Outcome Indicator 2 a Perception of women and girls from target groups on public services access in communities is improved Baseline: TBD Target: TBD	Focus groups, interviews		X													Baseline is conducted X The target will be measured at the end of the project.	
		Outcome Indicator 2 b Number of capacitated selected law enforcement institutions, local authorities, legal aid providers and social workers who provide legal/social protection support and assistance Baseline: TBD Target: TBD	Reports from local authorities and implementing partners			X													Baseline is conducted X The target will be measured at the end of the project.
		Outcome Indicator 2 c Baseline: Target:																	
	Output 2.1. Law enforcement institutions, social workers and local administration representatives have knowledge and skills to apply socially-inclusive and gender-sensitive approach to PVE	Output Indicator 2.1.1 Number of successful cases on social protection of women from risk groups (obtaining social allowances and enrolling children in school etc.) Baseline: 0 Target: At least 5 cases in each target community	Implementing partner reports				X												At least 5 cases in each target community
		Output Indicator 2.1.2 Number of dialogue platforms that engage women and girls facilitated by local administrations and police Baseline: 0	Reports from implementing partners					X											Dialogue platforms established

