**One UN Programme in Kyrgyzstan 2012**

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| **Appealing Agency:** | **United Nations Development Programme**  **United Nations Volunteers** |
| **Project Title:** | Cross-border natural resources and conflict **(continuation of DAO project in 2011)** |
| **Thematic Area:** | Risk reduction and mitigation |
| **Objective:** | Mechanisms for dialogue, joint problem-solving and cooperation are in place to reduce tensions in cross-border areas |
| **Beneficiaries:** | More than 50,000 residents in Kyrgyzstan, Uzbekistan and Tajikistan, more specifically in Batken, Leylek, Alabuka districts of Kyrgyzstan, Isfara and Rasulov districts of Tajikistan and Kasansai district of Uzbekistan. |
| **Implementing Partner(s):** | * Khujand Regional Office, UNDP Tajikistan * UNDP Uzbekistan * State Administrations of Batken, Leilek and Alabuka districts of Kyrgyzstan * State Administrations of Isfara and Rasulovskiy districts of Tajikistan * State Administration of Kasansai district of Uzbekistan * Oblast Advisory Committees of Batken and Jalalabat oblasts |
| **Project Duration:** | 12 months |
| **Total Project Budget for 2012:** | $ 217,773.52  (including UNV & UNDP request for DAO funding as well as UNDP contribution of $ 73,661.48)  **Funding gap**:   * **UNDP (including UNV) - $ 144,112.05** * UNDP - $ 119,586.00 * UNV - $ 24,526.05 |
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**UNDAF Outcome**: A national infrastructure for peace (at local, regional and national levels) involving government, civil society, communities and individuals effectively prevents violent conflict and engages in peace building

**Justification:**

Kyrgyzstan is at a crucial juncture of its history.  The country has undergone the growing pains of instability and uneven development in the recent past, manifested in the form of violent protests, regime changes and ethnic unrest.  The recent ethnic violence in the south of the country is a symptom of the potentially deep divisions within the Kyrgyz social fabric.  Inaction to urgently support the peace building effort and manage risks associated to violent conflict may lead the country towards another complex crisis.  The geo-strategic location of Osh, Jalal-Abad and Batken at the heart of the drug smuggling routes of Ferghana valley, the existence of religious extremist forces forging their presence in the area and the increasing alienation of youth from the social and political development, create the potential for an explosion with grave implications for the country and the whole region.

Social tensions and the process of nation-state building with particular national identity and culture have intensified in the countries sharing the Ferghana Valley – Kyrgyzstan, Tajikistan and Uzbekistan - in the years since the fall of the Soviet Union. In the Ferghana Valley, distinguished by high population density and economic and cultural interdependence, the collapse of state-owned farms and industrial enterprises has led to widespread unemployment and poverty. Deterioration of social infrastructure has deprived many people from access to education, adequate healthcare and basic services such as potable water.

Lack of cooperation between local authorities at central, regional and local levels has led to numerous disputes and conflicts over resources (eg. canals, roads, borders etc) and their ownership and usage between residents of cross-border communities in Kyrgyzstan and Tajikistan gradually brining more and more parties into the process. Borders that were of little significance are now affecting the lives of ordinary. Cross-border tensions have negative impact on residents of cross-border communities for whom trans-border trade, joint celebration of national holidays, studies in the neighboring community, joint usage of resources such as canals, roads, electric lines are essential. The most critical situation is observed in cross border communities of Batken (Aksay, Samarkandek, Aktatyr) and Isfara districts (Vorukh, Chorku, Surh) and Leylek (Kulundu, Zhanyzher) and Rasulov (Gulhona, Proletarsk) districts which have previous experience of recurrent open conflicts and clashes in 1972, 1989 and 2000. The situation has been further exacerbated by the fact that the borders are not clearly delineated yet thus entailing negative implications on interethnic relations.

The tragic June events in southern Kyrgyzstan, a number of attacks in Tajikistan and recent violent incidents along the Kyrgyz-Uzbek and Kyrgyz-Tajik border showed the fragility of peace in cross-border areas.

Except the Ferghana Valley the Kyrgyz and Tajik communities share common borders in Chongalay-Garm area territorially pertaining to Osh and Jergetal provinces of Kyrgyzstan and Tajikistan respectively. Compared with the Ferghana Valley this region has significant enough potential for peace. Border adjacent communities tightly cooperate with each other, engage in cross-border trade and have strong cultural ties. However further target interventions strengthening peace and development in this area are crucial.

**UNDP Experience and Intervention:**

Considering existing cross-border challenges and the fact that mistrust persists between local authorities, border security forces and communities along the Kyrgyz-Tajik and Kyrgyz-Uzbek border, enhancing trans-border cooperation requires complex programmatic interventions. To address these challenges UNDP Kyrgyzstan and Tajikistan have launched a joint project aiming at strengthening trans-border cooperation between Kyrgyz and Tajik cross-border communities at municipal and district levels. Thus two joint cross-border working groups, reflecting a variety of relevant stakeholders from both countries, and an association of cross-border municipalities have been established and are well functioning.

To date in comparison with initial phase of the project significant changes have been achieved since both parties take lead in advancing cross-border cooperation, organize joint activities and meet to discuss strategies how to address common problems.

This project proposal will build on previous cross-border work between Peace and Development Programme, UNDP Kyrgyzstan and Khujand area-based office of Communities’ Programme, UNDP Tajikistan on strengthening trans-border cooperation between Batken province, Kyrgyz Republic and Sugd province, Republic of Tajikistan.

The Program has been engaged in supporting local actors to cooperate across the borders in Ferghana Valley since 2003. In doing so, it has built capacity to address local issues, mostly related to pastures and water sources, in a non-violent manner.

UNDP will continue its work on cross-border cooperation, particularly with communities and local authorities along the Kyrgyz-Tajik and Kyrgyz-Uzbek borders. Support to border communities will include training, institution building, and mentoring of cross-border working groups and key local stakeholders. Confidence-building and conflict management activities will be identified in partnership with cross-border working groups to reduce the socio-economic drivers of conflict in these areas and address tension related to the environment, sharing of natural resources, and transboundary conflicts.

Building on the best practices of UNDP’s cross-border cooperation work, the programme will pilot collaborative approaches to conflict prevention and security that will include border guards, and custom officers alongside local authorities and communities. For this purpose UNDP’s Peace and Development Programme will intensify cooperation with the project ‘Border Managemetn in Central Asia’ (BOMCA).

While the cooperation with UNDP Tajikistan will continue, it was decided during a regional meeting of UNDP Tajikistan, Kyrgyzstan and Uzbekistan that the bilateral cooperation between Uzbekistan and Kyrgyzstan should be strengthened. In the past, Cross-border cooperation along the Kyrgyz-Uzbek border was based on very informal exchanges, not involving officials from the Uzbek side. Cooperation between UNDP Uzbekistan and Kyrgyzstan will ensure that the foundation for a bilateral Kyrgyz-Uzbek cross-border cooperation will be developed and possible entry points for such cooperation will be scoped.

Working groups in cross-border communities proactively responded to local tensions, conflicts and disputes in their area. Through involvement and facilitation of working groups for example, tensions among local communities that suffered from floods this spring-summer season were reduced. During one the meetings both sides reached an agreement of how to help each other during natural disasters. For example it is more effective and time saving to bring Tajik rescue vehicles from Sugd oblast, Tajikistan in case of a disaster on the Kyrgyz side rather than waiting for rescue vehicles coming from Osh through enclaves.

In light of the successful implementation of two phases of this cross-border cooperation project in 2010-2011 and the recommendations of the programme review, a continuation of this DAO project could further strengthen cross-border cooperation and the work of the Working Groups, thereby making them sustainable in their strive to reduce remaining tensions and address issues that require cooperation between communities along the Kyrgyz-Uzbek and Kyrgyz-Tajik border.

**Key components:**

This proposed project on cross-border cooperation is a continuation of the DAO project that started in 2010. As a result of successful implementation of the first two phases of this project, cross-border working groups at the district level (rayon) and the association of cross-border municipalities were supported and mentored so that they were able to contribute to reduction of cross-border tensions and promotion of cross-border cooperation. Moreover Batken (Kyrgyzstan) and Sugd (Tajikistan) Oblast Administrations have jointly developed a strategic cooperation plan entailing the following areas: general cross border issues, cross border cooperation in energy, agriculture, transportation, public health, construction sectors, IT, scientific-technical, trade, social policy, culture, sport, youth policy and tourism, environment, and disaster management

Project activities in 2013 will focus on the following key components:

1. Conflict monitoring and early response/ preventive action

2. Capacity building of local actors (working group meetings, conflict sensitivity trainings, initiatives of cross border working groups);

3. Confidence building grants

1. Cross-border Working Groups will be supported to play an effective role in monitoring emerging tensions in order to alert district, provincial and national authorities (depending on the scope of the problem) and facilitate early responses/ preventive action.
2. In order to engage Cross-border Working Groups in conflict monitoring and early response/ preventive action, the UNDP/ UNV project will support them to develop, test and refine simple but effective methodologies to monitor and identify potential conflict risks and implement preventive action in partnership with other local conflict management structures, influential local leaders, civil society and local authorities.
3. Confidence building grants will include labor-intensive activities/ ‘Food for Work’, for example infrastructure works such as a water pipe scheme. Such grants and related activities will depend on the action plan developed by Cross-border Working Groups. Such plans will be based on thematic research and analysis (see point 1 above) that will be prepared and carried out in the Cross-border Working groups. Volunteerism of community members will be promoted as part of the confidence building grants (e.g. organization of cultural festivals promoting the coexistence and social cohesion of various groups).

**Gender and youth mainstreaming:**

Traditionally women and youth have not been actively involved in decision-making, public life and social activities in the respective cross-border communities. Within the framework of the proposed project UNDP will promote participation of women and youth in establishment and running of Working Groups and ensure that these groups are represented adequately. UNDP will increase the awareness about the need for participation and representation of women and youth in decision-making and participatory planning. Criteria will be developed for ensuring that men, women and youth are targeted in a balanced way.

**Environmental impact and environment mainstreaming:**

Water, land, pastures, man-made and natural hazards are the main clusters of environmental stress factors present in the region. Earlier analysis of the environmental situation in cross-border areas undertaken for the Early Warning Reporting System indicated that local water disputes and tensions related to irrigated lands and pastures. Such lands and pastures seem to have a higher potential for violent conflicts. This is demonstrated by conflicts in Aksay – Vorukh area and in Alabuka districts of Jalalabat Oblast.

**Partnership:**

In the framework of this project UNDP’s Peace and Development Programme will collaborate and coordinate with UNDP’s Disaster and Risk Management Programme, UNDP Environment Protection for Sustainable Development Programme, UNV, UNDP Tajikistan and Uzbekistan.

UNDP’s experiences in disaster and risk management, addressing environmental issues, working with community organizations in cross border multiethnic communities, working with migrants and refugees, etc., will be employed during the joint activities. This collaboration will help to consolidate positive experiences of cross-border cooperation for effective implementation of the project.

A close collaboration with UNV will help to promote volunteerism as a very important form of proactive citizen’s participation and community mobilization. Involving communities in cross-border cooperation activities and initiatives will offer an opportunity to individuals and communities, not only by addressing specific needs but also by helping to nurture and sustain a richer social texture and a stronger sense of mutual trust and cohesion that preserves stability.  Besides the placement of a UNV specialist in Jalalabad, a UNV Community Mobilizer & Field Coordinator will be based in the border areas to closely work with communities to promote the aspect of volunteerism in the different components of this project (volunteerism of local communities will be encouraged to participate in the various community activities that can be funded through community grants, e.g. in organizing a friendship festival that promotes diversity and coexistence between different groups in the border area). Through the promotion of volunteerism among cross-border communities, a sense of ownership for cross-border cooperation will be fostered that will ensure the sustainability of such initiatives.

In frames of proposed project, the UNDP Tajikistan Communities Programme will be assisting the UNDP Peace and Development Programme in organizing joint workshops to discuss and address cross-border issues; conducting various cross cultural and training activities; carrying out thematic researches and analyzing cross border issues. They will also support the implementation of different projects in bordering areas by involving key local actors from the Tajik side – representatives of local authorities on municipal and rayon levels, NGOs, business communities, departments for water and land issues, women and youth organizations.

Moreover, the UNDP Tajikistan Communities Programme will be providing expert and logistics support during the implementation of the project with the help of its local staff. All costs that will incur for logistics, meetings staffing in Tajikistan will be covered by UNDP Tajikistan as an in-kind contribution.

**Project management arrangements and administration:**

The cross-border challenges mentioned above are interlinked and interdependent, UNDP has decided to introduce the Area-based Approach (ABD) to address complex, area-specific and systemic development problems touching areas of poverty reduction, conflict prevention, disaster risk reduction and democratic governance.

As result of a restructuring process UNDP in the Kyrgyz Republic now has 3 area-based offices to implement the ABD approach. Implementation and quality assurance functions are now separated. A Policy Advisory Unit deals with policy advice, programme development, resource mobilization, and quality assurance while the Programme Management Unit is responsible for all aspects of implementation. This project will be implemented by the Area-Based Offices in Batken and Osh (covering Jalal-Abad), with strategic guidance from the Peace and Development Advisor in the Policy Advisory Unit who will work with UNV management in Bishkek. The Area-Based Managers and Field Specialists in the South will collaborate closely with local UNVs on actual programme implementation on the ground.

**Project Outcome:**

A national infrastructure for peace (at local, regional and national levels) involving government, civil society, communities and individuals effectively prevents violent conflict and engages in peace building

**Outcomes:** (Results of projects)

* Local tensions and immediate threats to security addressed through collaborative early warning and response mechanism involving cross border working groups
* Strengthen capacities of border communities all along the Kyrgyz-Tajik and Kyrgyz-Uzbek border to reduce tensions, manage information (collect and provide reliable information) and establish mechanisms to prevent and address causes of resource/environment/migration-based conflicts
* Preventive action implemented to reduce tensions and security threats at the local level

**Project Outputs:**

* Simple but effective conflict monitoring and response mechanism set-up and functional
* Strengthen capacity of local authorities, civil society, informal leaders, women organizations as well as other stakeholders in conflict analysis, negotiations, diversity management, strategic planning etc to increase effectiveness of services provided by government and public institutions in cross border communities
* Create sustainable mechanism of joint dialogue and response to common cross border concerns at the municipal and rayon level through setting up new and support existing working groups and association of cross border municipalities
* Mitigate the level of tensions and conflict over access to resources in cross border communities between Kyrgyzstan and Tajikistan through joint confidence building projects
* Mobilize communities to contribute as volunteers to improving cross-border relations, thereby ensuring that activities are owned by the communities.

**Location for activities:**

This project will be implemented in cross border communities of Batken and Leylek rayons of Batken oblast and Alabuka rayon of Jalalabat oblast.

**Monitoring:**

The project will be implemented during 2011 in Alabuka, Batken and Leylek rayons. The following set of activities will be launched in the framework of this project.

**Activities:**

* Conduct mapping of existing peace architecture/ local conflict management capacities/ mechanisms in each rayon. The mapping will identify the most suitable individuals/ institutions that are well placed to collaborate with the cross border working groups in monitoring conflict situations (early warning) and responding to them (early response). This may include Local self-Government/ village councils, community police, Aksakals (traditional councils of elders), Local Authority Advisory Committees, youth centers/ leaders, public preventive centers, Civil society organization, women peace committees supported by UN Women etc.
* Setting-up conflict monitoring mechanism in each rayon, linking local/ district level monitoring with Oblast Advisory Committees: A suitable NGO will follow-up on the decisions of the workshop and establish the conflict monitoring mechanism involving the OACs and other local mechanisms/ individuals identified through the mapping, etc. (training and mentoring of Oblast Advisory committees and other local mechanisms in conflict analysis/early warning monitoring techniques). OACs/cross border working groups will be mentored to analyse monitoring reports and decide which issues they can address and how.
* Support Cross-border Kyrgyz-Tajik Working Groups and Association of Cross-Border Municipalities’ efforts to address local tensions and root causes of conflicts;
* Train representatives of local authorities, civil society, women's councils, youth organizations, informal structures - the courts of elders, religious leaders, - and others in conflict sensitivity, negotiation, ethnic diversity management, strategic planning, etc.
* Support border municipalities’ initiatives on mitigation of social tensions and conflict potential through confidence building grants.
* Recruit, mobilize and engage local volunteerism to create peace and development CBOs as forums to settle cross-border and inter-ethnic issues.
* Support cross-border groups and local authorities’ efforts integrate transboundary issues (including gender and youth aspects) in local development plans
* Involve women in activities of Cross-Border Working Groups and the Association of Border Municipalities and in implementation of joint confidence building projects, both through mandatory inclusion of women in membership of working groups and consideration of women groups’ proposals during the Cross-Border Working Groups’ meetings.
* Ensure cross-cultural collaboration and inter-ethnic dialogue among Kyrgyz, Tajik and Uzbek border municipalities through cross-cultural events.
* Inform local communities, civil society, regional and national actors involved in cross-border cooperation through publishing articles in press, broadcasting TV programs and preparation and publication of the report on this project for replication of the gained positive experience. Media will be engaged specifically to promote the importance of volunteerism in peacebuilding efforts.

Monitoring and evaluation of the project will be based on the following indicators.

**Key Indicators:**

* Analysis of local tensions (through conflict monitoring mechanism), root causes of conflicts, risks and challenges
* Capacities of existing local risk management structures assessed and strengthened.
* Cross-border issues and challenges discussed and addressed during working meetings of Cross-Border Working Groups and the Association of Cross-Border Municipalities.
* # of trained representatives of border municipalities of KR, RT and RU
* # of projects/ confidence building grants implemented in border municipalities.
* Cross-border cooperation issues (including gender and youth aspects) integrated in local development plans.
* Gender balance ensured among the project beneficiaries and in the work of institutions/mechanisms for cross-border cooperation (# of female members of working groups).
* # of proposals/ confidence building grants of women groups supported.
* # of local volunteers mobilized
* # of cross-cultural events held.
* # of articles and TV programming in local mass media.
* # of prepared project reports shared with local, regional and national actors
* # of volunteers and volunteer groups established to address sustainability and cross border dialogue.

Monitoring of the project will be carried out by:

- Area Based Office in Batken and Osh

- Bishkek PMU office related staff

- representatives of UNDP Country Office

The project will be regularly monitored according to the work plan. Monitoring will help to keep track of implementation quality, and introduce necessary changes and adjustments. Monitoring will be delivered on monthly and quarterly basis through field site visits as well as narrative progress reports.

**Sustainability:**

The objective is to build and institutionalize sustainable conflict prevention capacities within state structures in cross-border areas so that local authorities can take the lead and coordinate the management of potential conflicts/ political risks in partnership with civil society and local authorities. This should include taking the responsibility for convening and managing cross-border working groups and allocating funds for their functioning, ensuring that activities can continue after the end of the project.

**Evaluation:**

Project evaluation will be conducted by representatives of UNDP Country Office and PDP management with involvement of UNV and experts. Project evaluation will help to identify how successfully the project has been implemented, whether it has reached its goals and objectives. The evaluation will take place at the end of the project.

**Project budget 2012**

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| **PROGRAMME BUDGET** | |  | **ESTIMATED UTILIZATION OF RESOURCES (US$)** | | |
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| **CATEGORY\*** | | **TOTAL AMOUNT (US$)** | **Year 1 / tranche 1** | **Year 2 / tranche 2** | **Year 3 /**  **tranche 3** |
| 1 | Staff and other personnel cost |  |  |  | 23,868.75 |
| 2 | Supplies, Commodities, Materials |  |  |  | 17,125.00 |
| 3 | Equipment, Vehicles and Furniture including Depreciation |  |  |  | - |
| 4 | Contractual Services |  |  |  | 36,278.05 |
| 5 | Travel |  |  |  | 7,524.60 |
| 6 | Transfers and Grants to Counterparts |  |  |  | 45,614.00 |
| 7 | General Operating and Other Direct Costs |  |  |  | 4,273.76 |
| **Total Programme Costs** | |  |  |  | **134,684.16** |
|  | Indirect Support Costs (7%) |  |  |  | 9,427.89 |
| **TOTAL** | |  |  |  | **144,112.05** |