



# **COUNTRY PROGRAMME DOCUMENT**

## **KYRGYZ REPUBLIC**

**November 2019**

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**Spotlight Initiative**  
To eliminate violence against women and girls

## COUNTRY PROGRAMME DOCUMENT

<p><b>Programme Title:</b> Spotlight Initiative Kyrgyzstan</p>	<p><b>Recipient UN Organizations (RUNOs):</b> UNDP, UNW, UNFPA, UNICEF, UNODC</p>															
<p><b>Programme Contact:</b> <i>Mr. Ozonnia Ojielo</i> <i>UN Resident Coordinator in the Kyrgyz Republic</i> Address: UN House, 160 Chui Avenue, Bishkek, Kyrgyzstan E-mail: <a href="mailto:ozonnia.ojielo@one.un.org">ozonnia.ojielo@one.un.org</a></p>	<p><b>Programme Partner(s):</b> - UN Partners<sup>1</sup>: OHCHR, IOM &amp; WHO - Government (including Parliament): MLSD, Mol, MoH, MoJ, MoE, MoES, LCPC, MoF, National Council on Gender, Forum of women's MPs, GPO, Ombudsman, Advokatura, Supreme Court, National Statistics Committee, Local Self Government - NGOs, CSOs, women's rights organizations, CSOs representing vulnerable groups such as migrant women, PWDs, LGBTI, etc.), FBOs, - Others: Media, Academia, private sectors, Associations (i.e. Kyrgyz Associations of Women Judges, Women's Police Association, Association of Crisis Centres, trade unions, Kyrgyz Alliance on Family Planning sub-national service providers and related institutions (health centres, etc.), schools (including Madrasa)</p>															
<p><b>Programme Country:</b> Kyrgyz Republic</p>	<p><b>Programme Location (provinces or priority areas):</b> National focus for key activities working at the national government and institutional levels as well as in policy reform/advocacy. Another 3 districts (TBC) for specific work in prevention and community mobilization.</p>															
<p><b>Programme Description:</b> The Spotlight Initiative (SI) in Kyrgyzstan will apply a comprehensive set of approaches based on social innovation, Human Rights, multi-sectoral inclusive response and survivor-centred principles to the planning, coordination, implementation and monitoring of interventions across the SI's six Outcome Areas. Particular emphasis will be placed on integrating the voices and experiences and solutions of women and girls who face multiple forms of discrimination, in line with the Sustainable Development Goals (SDG) principle of Leave No One Behind (LNOB). <b>The SI in Kyrgyzstan has sought to reflect on current or common place models of 'conducting business' in order to propose innovative alternatives aligned with commitments to gender transformative and community-led approaches guided by adaptive leadership.</b></p>	<p><b>Total Cost</b> of the Spotlight Country Programme (including estimated Unfunded Budget): <b>USD 7,816,459</b></p> <p><b>Total Funded Cost</b> of the Spotlight Country Programme (Spotlight Phase I<sup>2</sup> and UN Agency contribution): <b>USD 5 396,071</b></p> <p><b>Breakdown of Total Funded Cost by RUNO:</b></p> <table border="1" data-bbox="863 1525 1401 1771"> <thead> <tr> <th>Name of RUNOs</th> <th>Spotlight Phase I (USD)</th> <th>UN Agency Contributions (USD)</th> </tr> </thead> <tbody> <tr> <td>UN Women</td> <td>1 261 996</td> <td>84 120</td> </tr> <tr> <td>UNDP</td> <td>1 181 114</td> <td>120 248</td> </tr> <tr> <td>UNFPA</td> <td>901 529</td> <td>174 504</td> </tr> <tr> <td>UNICEF</td> <td>1 078 910</td> <td>228 282</td> </tr> </tbody> </table>	Name of RUNOs	Spotlight Phase I (USD)	UN Agency Contributions (USD)	UN Women	1 261 996	84 120	UNDP	1 181 114	120 248	UNFPA	901 529	174 504	UNICEF	1 078 910	228 282
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<sup>1</sup> See Country Programme Development guidance for a definition of Associated UN Agencies/UN Programme Partners.

<sup>2</sup> Funding from the Spotlight Initiative will be allocated by the Operational Steering Committee in two distinct phases: Phase I will entail allocating 70% of the funding envelope, Phase II will only be allocated depending on the Country Programme's overall needs and performance towards achieving results.



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 against women and girls

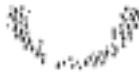
			UNODC	276 451	88 918
			<b>TOTAL</b>	<b>4 700 000</b>	<b>696 071</b>
<b>Estimated No. of Beneficiaries<sup>3</sup></b>			<b>Start Date:</b> 1 January 2020		
			<b>End Date:</b> 31 December 2022		
			<b>Total duration (in months):</b> 36 months		
			The duration of the Country Programme should be maximum of 3 years.		
<b>Indicative numbers</b>	<b>Direct</b>	<b>Indirect</b>			
<b>Women</b>	12,615	2,007,514			
<b>Girls</b>	5,422	1,289,407			
<b>Men</b>	8,372	1,886,571			
<b>Boys</b>	4,218	1,340,699			
<b>TOTAL</b>	<b>30,628</b>	<b>6,524,191</b>			

<sup>3</sup> These are illustrative numbers as district targeting decisions have not been finalized/or validated. Estimations are based on population data and assumptions that community-level interventions will be implemented in 3 districts.



# Spotlight Initiative

To eliminate violence against women and girls



Initiative  
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<p>Recipient UN Organisation United Nations Development Programme (UNDP)</p> <p>Ms. Louise Chamberlain Resident Representative in the Kyrgyz Republic Signature: <u>[Signature]</u> Date: <u>15/1/2020</u></p>	<p>Government of the Kyrgyz Republic</p> <p>Ms. Aiyamal Omurbakova Vice Prime Minister of the Kyrgyz Republic</p> <p>Signature: <u>[Signature]</u> Date: <u>04.03.2020</u></p>
<p>Recipient UN Organisation United Nations Population Fund (UNFPA)</p> <p>Ms. Giulia Vallese Country Director for Kyrgyz Republic Signature: <u>[Signature]</u> Date: <u>19.12.2019</u></p>	
<p>Recipient UN Organisation United Nations Children's Fund (UNICEF)</p> <p>Ms. Christine Jouimas Representative in the Kyrgyz Republic Signature: <u>[Signature]</u> Date: <u>19.12.2019</u></p>	
<p>Recipient UN Organisation United Nations Office for Drugs and Crime (UNODC)</p> <p>Ms. Ashita Khatun / Mr. Batyr Gekhiye, O.C. Regional Representative, Regional Office for Central Asia Signature: <u>[Signature]</u> Date: <u>23.12.2019</u></p>	
<p>Recipient UN Organisation United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)</p> <p>Ms. Uladsuren Jamsran Representative in the Kyrgyz Republic Signature: <u>[Signature]</u> Date: <u>23.12.2019</u></p>	
<p>UN Resident Coordinator Mr. Ozonnie Ojelo UN Resident Coordinator in the Kyrgyz Republic Signature: <u>[Signature]</u> Date: <u>19.12.2019</u></p>	
<p>The UN Executive Office of the Secretary General: Ms. Amina J. Mohammed</p> <p>Signature: <u>[Signature]</u> Date: <u>21 Jan 2020</u></p>	

## List of Acronyms

2030 Agenda	2030 Agenda for Sustainable Development
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CM	Child marriage
CP	Country Programme
CPD	Country Programme Document
CSIRG	Civil Society Interim Reference Group
CS-NRG	Civil Society National Reference Group
CP-NSC	Country Programme National Steering Committee
CSOs	Civil society organisations
C4D	Communication for development
DHS	Demographic household survey
DV	Domestic Violence
EOSG	Executive Office of the Secretary General of the United Nations
EU	European Union
EUD	European Union Delegation
EVAW(G)	Eliminating violence against women (and girls)
GALS	Gender Action Learning System
GoKR	Government of the Kyrgyz Republic
GPO	General Prosecutor's Office
GSPS	Gender in Society Perception Study
GTA	Gender transformative approaches
GTP	Gender transformative programming
HP	Harmful practices
HRW	Human Rights Watch
JK	<i>Jogorku Kenesh</i> (Parliament) of the Kyrgyz Republic
IOM	International Organisation for Migration
IPV	Intimate Partner Violence
LCPC	Local crime prevention committees
LGBTIQ	Lesbian, gay, bisexual, transgender, intersex and questioning
LNOB	Leaving no one behind
LSG	Local self-government
MoE	Ministry of Education of the Kyrgyz Republic
MoES	Ministry of Emergency Situations of the Kyrgyz Republic
MLSD	Ministry of Labour and Social Development of the Kyrgyz Republic
MoH	Ministry of Health of the Kyrgyz Republic
MoF	Ministry of Finance of the Kyrgyz Republic
MoJ	Ministry of Justice of the Kyrgyz Republic
MSR	Multi-sectoral response
NAP	National Action Plan for Achieving Gender Equality in the Kyrgyz Republic for 2018-2020
NCG	National Council on Gender
OHCHR	Office of the United Nations High Commissioner for Human Rights
NGM	National gender machinery
OPG	Office of Prosecutor General
RUNO	Recipient United Nations organisation
AGYPCS	State agency on youth, physical culture and Sports
SDG	Sustainable Development Goals
SGBV	Sexual and gender-based violence
SI	Spotlight Initiative
SOPs	Standard Operating Procedures
TIP	Trafficking in Persons
ToR	Terms of Reference
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework



UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNODC	United Nations Office for Drugs and Crime
UN GTG	United Nations inter-agency Gender Theme Group in Kyrgyzstan
UN RC	United Nations Resident Coordinator
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAWG	Violence against women and girls
WHO	World Health Organisation



## I. Situational Analysis

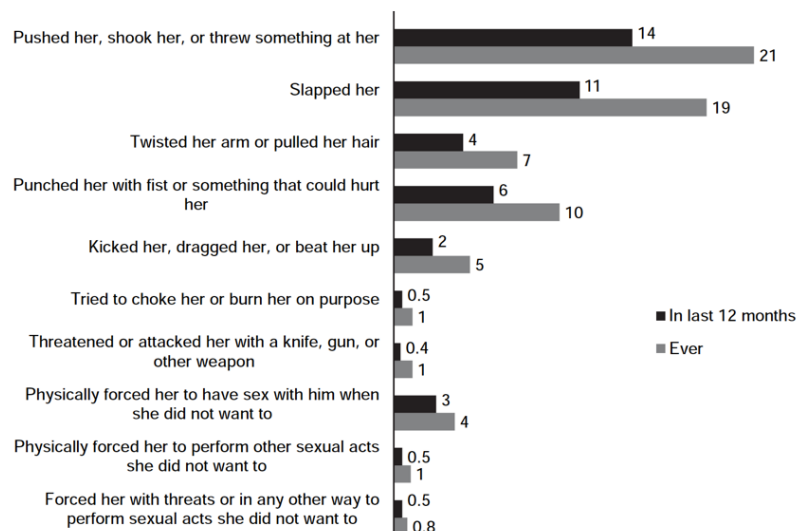
With a Gender Inequality Index (GII) of 0.392 (91<sup>st</sup> out of 189 countries) and a Gender Development Index (GDI) of 0.962, the Kyrgyz Republic is classed as a Group 2 country, with a medium-high equality ranking for Human Development achievements between women and men.<sup>4</sup> It ranks 86<sup>th</sup> (out of 144 states) in the 2018 Global Gender Gap Report, with a score of 0.691.<sup>5</sup> Patriarchal attitudes and stereotypes of the perceived role of women and girls in society are common in Kyrgyzstan, and such attitudes, beliefs, and behaviours (both individual and institutional behaviours) are entrenched in deeply rooted social norms. Furthermore, a re-emerging conservatism regarding stereotypical gender norms and roles of women and men has been observed in Kyrgyzstan and the Central Asian region in the last 10 years. This contributes to the reinforcement of strict and rigid gender roles. These social norms often take precedence over existing legal frameworks related to gender equality, including violence against women and girls (VAWG), which prevents women and girls from fully realizing their rights.

**VAWG in Kyrgyzstan is widespread.** The most common types of VAWG in Kyrgyzstan are **domestic violence (DV)** and **harmful practices (HP)** related to **child marriage** and **abduction for forced marriage**.<sup>6</sup> In Kyrgyzstan, cultural acceptance of violence – especially in the family but also in society as a whole – remains unacceptably high.

**Domestic violence.** According to Kyrgyzstan’s 2012 Demographic and Health Survey (DHS), one in four women and girls aged 15-49 who are or have ever been married, reported having experienced DV. The same survey found that 50 percent of men and 34 percent of women in Kyrgyzstan agree that a husband can hit his wife for certain reasons — including leaving the house without telling her spouse, not caring properly for the children, and even burning food. A 2015 study on spousal violence in Central Asian countries showed that 28.6 percent of women experienced *at least* one form of GBV by their spouse or partner in the previous 12 months: 16.6 percent of women reported experiencing physical violence, 2.6 percent sexual violence and 9.4 percent psychological violence.<sup>7</sup> In 2017, nearly 67 percent of violence committed reported in the previous 12 months against women/girls was committed by her current husband/partner (see Table 1 below).<sup>8</sup>

Table 1

Percentage of ever-married women age 15-49 who have experienced specific types of violence from current or most recent husband, ever and in the last 12 months, Kyrgyz Republic 2012



<sup>4</sup> UNDP. Human Development for Everyone. Briefing note for countries on the 2017 Human Development Report. Kyrgyzstan, [http://hdr.undp.org/sites/default/files/2018\\_human\\_development\\_statistical\\_update.pdf](http://hdr.undp.org/sites/default/files/2018_human_development_statistical_update.pdf)

<sup>5</sup>[http://www3.weforum.org/docs/WEF\\_GGGR\\_2018.pdf](http://www3.weforum.org/docs/WEF_GGGR_2018.pdf)

<sup>6</sup> Commonly referred to as ‘bride kidnapping’. However, in the Kyrgyz language, *ala kachuu* is two words literally meaning ‘to take and run away’ – this translation has been reformulated to ‘bride kidnapping’ in Russian. To name young women and girls who have been forcefully and, in some cases, violently, abducted for marriage ‘brides’ is a misnomer. We will use either the Kyrgyz language “*ala kachuu*” or “abduction for forced marriage” throughout this proposal.

<sup>7</sup>Ismayilova L. (2015). Spousal Violence in 5 Transitional Countries: A Population-Based Multilevel Analysis of Individual and Contextual Factors. *American Journal of Public Health*, Vol 105 (11).

<sup>8</sup> DHS 2012. ‘Is often drunk’ is the most prevalent characteristic of husband who perpetrates violence (emotions, physical and sexual) with 68.2 percent of physical violence occurring with a husband/partner who is often drunk and 49 percent of emotional violence occurring with a partner who is often drunk.





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Lastly, out of the women who had sought help after incidents of either sexual or physical violence, 73.3 percent of those women went to their own family and 23.1 percent to the family of their husband/partner. Seven percent of women have suffered from violence during pregnancy and 3 percent of women aged 30 years and above have experienced sexual violence in their lifetime.<sup>9</sup> The number of DV cases increases every year. In 2013, there were 2,327 cases of domestic violence registered, while in 2017 this number increased to 7,053.<sup>10</sup> Annually, close to 200 crimes are recorded, including homicides committed as acts of domestic violence- a figure which is likely underreported.<sup>11</sup> According to the Small Arms Survey (SAS), Graduate Institute of International and Development Studies in Geneva, Kyrgyzstan had an average femicide rate of 4 per 100,000 female population, over the period of 2004 to 2009<sup>12</sup>.

**Abduction for forced marriage (*ala kachuu*).** *Ala kachuu* is the act of abducting a girl or women to marry her. It includes a variety of actions ranging from elopement or staged abduction for consensual marriage to violent non-consensual kidnapping or abduction. Abduction for forced marriage refers to the non-consensual variety, which typically involves a young man and his friends taking a young woman by deception or force to the home of his parents or a near relative. She is held in a room until his female relatives pressure her to put on the marriage scarf. If necessary, she is kept overnight and sometimes raped, and is thus threatened by the shame of no longer being a 'pure' woman.

*Ala kachuu* occurs throughout Kyrgyzstan. To specify, based on a knowledge, attitudes and perceptions (KAP) study in 2016, 60 percent of all married people in Talas Province were reportedly perceived to be married through *ala kachuu*. In Issyk-Kul province this number was 45 percent, in Jalal-Abad and Naryn provinces this percentage ranged from 28 to 31 percent. These figures include both perceptions on both consensual and non-consensual *ala kachuu*. Non-consensual *ala kachuu* reportedly made up to 20 percent of all marriages.<sup>13</sup> The highest rates of explicitly non-consensual *ala kachuu* were found to be in Naryn and Osh provinces. The rate of *ala kachuu* in the rural areas was found to be 1.7-1.8 times higher than in the urban contexts.<sup>14</sup> Qualitative research by UNFPA found that out of 11 cases of child marriage included in the research, four involved *ala kachuu*.<sup>15</sup> There is likely a link between child marriage and fear of abduction, with adolescents agreeing to an arranged marriage to avoid the risk of kidnapping.<sup>16</sup> *Ala kachuu* itself reflects wider gender inequality in Kyrgyzstan and a denial of the rights of women and girls to bodily autonomy, and to decide for themselves who and when to marry.

**Child marriage.** While violent abduction for the purposes of forced marriage is formally recognized as a crime by the authorities in Kyrgyzstan, child marriages that do not involve abduction remain a largely hidden phenomenon and an unquestioned social norm, though this is slowly changing. Child marriage occurs in all regions of the country and among all ethnic groups Uzbeks in Osh and Kurds in Talas.<sup>17</sup> Nearly 10 percent of girls aged 15-19 are currently married. Nearly 3 percent of married adolescents (below 18) have a partner who is 10 years or older.<sup>18</sup> About 13 percent of young women ages 20 to 24 entered into an official or civil marriage for the first time before they were 18. Child marriage is also popularly *perceived* to be linked to the growing influence of Islam in Kyrgyzstan, although the religious community has taken certain actions toward ending the practice. According to a Gender in Society Perception Study (GSPS) conducted in Kyrgyzstan in 2016, 60 percent of respondents criticize parents who marry off their underage daughters (under 18). At the same time, 27 percent of respondents believe that marrying off underage daughters is purely a parents' decision. The overwhelming majority of respondents (77 percent) believe that a woman who got married at a minor age is more likely to become highly dependent on her husband and have no future professional career.<sup>19</sup>

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<sup>9</sup> Ibid.

<sup>10</sup> Joint UNCT submission to the CEDAW on the occasion of review of Kyrgyzstan's progress towards implementation of the UN CEDAW.

<sup>11</sup> Ibid.

<sup>12</sup> <http://www.smallarmssurvey.org/publications/by-type/yearbook/small-arms-survey-2011.html>

<sup>13</sup> UNFPA & NSC, 2016.

<sup>14</sup> Ibid.

<sup>15</sup> Ilibezova 2014

<sup>16</sup> Charles Becker, Susan Steiner, and Lin Zhao, 'The Social Rationale for Forced Marriage', Life in Kyrgyzstan Conference, 13 October 2017, AUCA, Bishkek [Hereafter Becker et al. 2017]

<sup>17</sup> MICS, 2018.

<sup>18</sup> Ibid.

<sup>19</sup> *Gender in Society Perception Study* (2016) UNFPA, UN Women, IOM.



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### Outcome 1 - Laws and Policies

Kyrgyzstan joined the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) without reservations in 1996 and ratified its Optional Protocol in 2002. Kyrgyzstan adheres to major international human rights instruments, including the Istanbul Convention on Preventing and Combating Violence Against Women and Domestic violence. The principles of equality regardless of one's sex are embedded in the Constitution of the Kyrgyz Republic (2010) and in the Law of the Kyrgyz Republic on “*State Guarantees of Equal Rights and Equal Opportunities for Men and Women*” (2008). The country's civil, penal, labour and family codes contain provisions that guarantee equal rights of women and men. Gender equality principles have been incorporated in the National Sustainable Development Strategy (2018-2040), and the country has adopted a National Strategy on Achieving Gender Equality (NAP for GE) (2012-2020). It is important to recognize the complexity of the legislative systems in terms of women's rights, gender equality and EVAWG. These issues, while interconnected, are not embodied in one single law. As a result, working to EVAWG in Kyrgyzstan requires a comprehensive analysis of the legal framework on women's rights in order to assess inconsistencies across legislation which exacerbate discrimination against women and girls and expose them to further vulnerability to violence. For example, areas of legislation related to family and civil law, marriage and property rights or labour and immigration can all impede efforts to provide comprehensive services to survivors. In relation to property rights, it is important to highlight that limited access to economic resources and difficulties in owning livestock and agricultural machinery is a form of economic discrimination against women.

Over the past few years, Kyrgyzstan has adopted a number of progressive laws and policies to reform the criminal justice system, including promoting gender equality and improving prevention, protection and response to VAWG. In addition to the NAP on GE, there is the 3<sup>rd</sup> NAP on UNSCR 1325, the Code of Misdemeanours (criminalizing domestic violence) (2019), the Law on Prevention and Protection Against Family Violence (2017), and a series of amendments to Criminal and Child codes aimed at curbing early and forced marriage, including kidnapping for forced marriage (2016). The Family Violence Law, which replaced a 2003 version, includes measures to improve protections for survivors of domestic abuse and strengthen police and judicial response. The law recognizes physical, psychological abuse and economic violence, the rights to social and psychological assistance for survivors, free temporary accommodation in shelters, the creation of a correctional programme for perpetrators of domestic violence and creation of crisis centres throughout the country. Relatedly, several recent amendments to the Criminal Code increased the sentences for crimes such as polygamy, child marriage and forced marriage (as well as abduction and coercion to marriage). Whilst new criminal justice and policy provisions are now in place, enforcement is weak, and the ongoing reform is fragile, poorly monitored, and undermined by inconsistent judicial practices, low level of public awareness, limited civic engagement and women's participation and increased public distrust and criticism.<sup>20</sup> Below is a summary of the key policy and legislative challenges related to gender equality, VAWG and implementation of CEDAW.

**Discrimination against women on all grounds.** Women continue to face multiple forms of discrimination based on protective grounds as ethnicity, religion, disability, age and gender identity. Kyrgyzstan's anti-discrimination legislation does not encompass intersecting forms of discrimination which can make women and girls more vulnerable to violence. One of the key aspects of discrimination that is troubling is sexual orientation and gender identity.<sup>21</sup> These patterns of discrimination are worsened by **poor implementation** of existing laws and policies. While Kyrgyzstan may be considered as having progressive gender legislation and policies in general, a clear implementation mechanism for gender equity laws is lacking, and the national strategy on gender equality is under-financed. Weakness in rule of law<sup>22</sup> means that, despite these efforts, enforcement is fragile, critical inconsistencies and legislative gaps (including in criminal, family, civil, economic

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[https://24.kg/obschestvo/107648\\_novyye\\_kodeksyi\\_lyapyi\\_nestyikovki\\_protivorechiya\\_ilojnaya\\_gumanizatsiya/](https://24.kg/obschestvo/107648_novyye_kodeksyi_lyapyi_nestyikovki_protivorechiya_ilojnaya_gumanizatsiya/)

<sup>21</sup> In 2014, a draft law banning the “propaganda of non-traditional sexual relationships” and prohibiting LGBT persons from “the organization of and participation in peaceful assemblies aiming at conveying any information or ideas on any forms of non-traditional sexual relationships to the society” was submitted to the Parliament and passed the first reading in 2014 and the second reading in 2017 <https://knews.kg/2015/02/17/komitet-jk-po-zakonnosti-odobril-zakonoproekt-o-zaprete-gey-propagandy/> In April 2019, after the peaceful march on 8<sup>th</sup> March 2019 traditionalist circles called Parliament for reviving discussions of those two bills [https://kaktus.media/doc/390300\\_aktivisty\\_vnov\\_predlagaut\\_zakonodatelno\\_zapretit\\_propagandy\\_gomosek\\_syalizma.html](https://kaktus.media/doc/390300_aktivisty_vnov_predlagaut_zakonodatelno_zapretit_propagandy_gomosek_syalizma.html).

<sup>22</sup> Weak rule of law (0.48) as per 2018 WJP.



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and property rights-related legislation) remain and the adopted domestic framework requires harmonization to the internal coordination between line ministries. This is worsened because of the **lack of requirements for funding**. For example, the new Law on Prevention and Protection Against Family Violence does not require the government to fund any of its envisioned protections. Lastly, **there is no Parliamentary-level committee designated to deal with VAWG** making efficient oversight of implementation nearly impossible.

Moreover, **gender discriminatory attitudes are rampant in the application of family and civil codes**, specifically as it relates to family rights- including alimony, maintenance, matrimonial rights, divorce, child custody, etc.

**Limited parliament interface with vulnerable groups for inclusive civic engagement into policy making and monitoring.** Vulnerable groups including women with disabilities, LGBTQI, ethnic minorities and youth have little to no opportunity to engage with Parliamentary structures in order to influence policy-making agendas and content. Increased public monitoring and civic engagement by women is crucial given the high-prevalence of VAWG in Kyrgyzstan. Similarly, inclusive civic engagement also doesn't exist for monitoring of implementation and impact of existing legislation- a process necessary to hold state actors accountable. This is worsened by poor capacity and subsequent under-utilization of the **Office of the Ombudsman** who is mandated, by law, to implement parliamentary oversight on constitutional human and civil rights through the Department for Protection of Children's, Women's and Family Rights.<sup>23</sup> Recent Ombudsman's reports are largely gender-blind.

**Punishment for domestic violence and for rape in families.** Under the Article 75 of the Code of Misdemeanours on domestic violence - rights and freedoms violated by any of family members that cause physical and psychiatric harm are subject to a mere fine, corrective labour or social work.<sup>24</sup> Harm caused outside the family requires criminal responsibility and punishment. For harm caused within the family there is lack of criminal liability and responsibility of perpetrators. This, in turn, leads to widespread DV with no little to no appropriate punishment. Under the Article 161 of the Criminal Code, in practical terms, the husband is not considered as perpetrator if he rapes his wife.<sup>25</sup>

**Impunity, low investigation rates and inadequate protection mechanism rates related to abduction for forced marriage and domestic violence.** According to the Ministry of Interior (Mol), in the last five months of 2018, citizens made 895 applications related to the abduction of girls. However, no criminal charges were brought to 727 of those applications with only 168 cases investigated. This is a common trend, in 2017, only 28 criminal cases were sent to the court with only 16 perpetrators sentenced to probation. Despite tightened punishment for the cases of *ala kachuu*, security officials often ignore complaints and encourage resolution of conflict between the families of the kidnapper and the victim. Moreover, of 7,178 family violence cases registered in 2018, only 369 serious criminal cases were initiated – approximately 5 percent. Likewise, Mol data shows that police registered 2,701 cases of DV and issued 2,623 protection orders between January and March 2019, but only 83 of these protection orders extended beyond 3 days.<sup>26</sup>

**Protection and execution of the cases of child marriage.** According to the monitoring results of implementation of NAP on Preventing Early Marriages, there is weak capacity of state agencies, such as police and courts on prevention, protection and execution of the cases of child marriage. Officials such as heads of local governments, village administrations, representatives of city administrations, reported having little to no experience of addressing formal complaints of child marriage. Moreover, the current practice of religious leaders is to register all marriage rituals conducted in the special registry journal including from Mosques around the country. However, this group is not obliged to report these data to the National Statistics Committee, challenging the process of data monitoring.

## Outcome 2 - Institutions

### ***Inequitable and gender insensitive organizational and operational culture of institutions responsible***

<sup>23</sup> The National Development Strategy of the Kyrgyz Republic for 2018-2040 recognizes the need to strengthen the efforts of the Ombudsman institute in protection of children's, women's and family rights.

<sup>24</sup> <http://cbd.minjust.gov.kg/act/view/ru-ru/111529?cl=ru-ru>

<sup>25</sup> <http://cbd.minjust.gov.kg/act/view/ru-ru/111527>

<sup>26</sup> Human Rights Watch Kyrgyzstan: "Pressure Builds to Protect Women and Girls", May 2019 at <https://www.hrw.org/news/2019/05/28/kyrgyzstan-pressure-builds-protect-women-and-girls>



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**for responding to VAWG impeding progress.** The GSPS found that among government officials, for example, there is a formal disavowing of non-consensual marriage practices. However, personal attitudes, beliefs and perceptions contrast with these 'official' points of view.<sup>27</sup> This is exacerbated by **low capacity of police, prosecutors and judges** in responding to survivors of violence and the absence of precise monitoring of the conduct of GBV cases including their compliance with procedural regulations.

**Curricula at Law departments and in-service training instruction are largely gender-blind and human rights is not a mandatory course of the tertiary-level law departments.** The GoKR has partially implemented CEDAW recommendation related to mandatory training for judges, prosecutors, police and other law enforcement officials on applications of criminal law provisions dealing with EVAWG as well as on gender-sensitive procedures for working with survivors of violence. Specifically, UN-sported programs developed practical guidance<sup>28</sup> for police on effective investigation of gender crimes against women and minors. In 2018 a total of 150 police officers were trained. In addition, on-line courses on gender were developed and endorsed.<sup>29</sup> But training to-date has been piecemeal and unsystematic and there remains a disconnect in applying concepts learned. This is in part explained by a lack of buy-in, institutional prioritization, individual attitudes, beliefs and perceptions as well as organizational culture.<sup>30</sup> Specifically, there is low gender-sensitivity among investigators, prosecutors, judges and defences lawyers- worsened by gender blind curricula at law faculties and in-service training institutions.<sup>31</sup>

**Harmful police response and court practices prevent women (and girls) from reporting and/or receiving justice in a manner aligned with survivor-centred principles.** One reason why few women report cases of violence to the police is the lack of gender sensitivity in the institution itself. This is a multifaceted problem, which includes: a lack of public trust in the capacity or willingness of the police to deal with cases of violence; a continued reliance on *aksaka*<sup>32</sup> courts, which are traditionally male dominated structures; dilapidated buildings and poor working conditions in police stations, which are unwelcoming to victims of crime; gender stereotypes amongst police officers and other criminal justice practitioners which cause victims to feel treated with a lack gravity; and, a lack of special procedures in the police combined with an overall lack of capacity of police officers to respond to cases of violence. When it comes to court practice of crimes against women and girls, "from the moment of crime to offender's conviction, victims of gender violence face multiple violations of rights, wrongful approaches and stereotypes at all stages of interaction with the law enforcement and justice system."<sup>33</sup> Lastly, an effective State funded referral mechanism for survivors of violence does not exist. (or is absent) This means there is no mechanism to ensure adequate survivor support and assistance which enables survivors to pursue justice through the formal criminal justice system rather than in *aksaka* courts or other informal processes.

**Women's participation in decision-making.** While the state adopted the amendment to the electoral code on gender quotas at the local level, there is a need for additional temporary special measures on implementation of women's participation in decision-making. In addition to the initial legislative progress of women's representation at the local level, women should participate in decision-making at the national executive level.<sup>34</sup> The number of women represented at the executive level remains extremely low with, for example, 19 women in Parliament (15.8 percent) and 2 women ministers.<sup>35</sup> Women's representation in local

<sup>27</sup> *Gender in Society Perception Study* (2016) UNFPA, UN Women, IOM.

<sup>28</sup> <https://crdp.asia/prakticheskoe-posobie-dlya sledovatelei/> Practical guidance for police on effective investigation of gender crimes against women and minors

<sup>29</sup> In 2018 It was developed by UNDP Gender Program UK funded gender project in consultation with law enforcement, forensic services and Women CSOs and local gender experts.

<sup>30</sup> <https://www.youtube.com/watch?v=328jR6z0pE4&list=PLOu-CsdLaS7QdRUqpy-mgwZiiWGrYCvDV> On-line gender courses

<sup>31</sup> In-service training still does not include mandatory courses on investigation, prosecution and adjudication of cases of rape, domestic violence, child abuse and other cases of gender-based violence. EuroPlus Consulting & Management. Kyrgyzstan final Report. Gender Study for Central Asia, January 2018.

<sup>32</sup> Community-based courts made up of male elders. But who have jurisdiction over property, torts and family law.

<sup>33</sup> Joint UNCT submission to the CEDAW on the occasion of review of Kyrgyzstan's progress towards implementation of the UN CEDAW

<sup>34</sup> Gender Study for Central Asia, Kyrgyzstan Final Report, EEAS, 2018, available [here](#).

<sup>35</sup> National Statistic Committee, Women and Men of the Kyrgyz Republic, 2018.





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government is much lower. For example, there are no women heads of district state administrations or Mayors (out of 44 and 31 respectively). On the opposite, the Supreme Court is composed by 31 judges out of which 16 are women, including the chairperson and two deputies. This proves that women are in lead position in some important institutions in Kyrgyzstan. However, social norms and gender stereotypes are so embedded in the society that even when women are in the lead position this does not necessarily make the work of the organization more gender sensitive, not to mention gender responsive or transformative.

***Ineffective coordination, low capacity, authority and multi-sectoral coordination under the leadership of the National Gender Machinery (NGM).***<sup>36</sup> The country's policy and legislative framework provides the basis for the full functioning of the country's NGM. The NGM is led by the National Council on Gender Development, which is chaired by the Vice-Prime Minister (VPM), and supported by the Gender Department of MLSD. This body includes the Parliament's Committee on Social Policy and the Multi-Sectoral Coordination Body on GBV. The Coordination Body on GBV, which is based on the 2017 Family Violence Law, has limited capacity and lacks the resources and commitment to lead an effective multi-sectoral response (MSR) at the national level. The country's NGM also lacks requisite capacities to effectively implement GEWE agenda in line with CEDAW commitments.<sup>37</sup> The NGM is understaffed and manages only activity level coordination. Furthermore, there are few mechanisms in place to ensure interface between key institutions and CSOs, the women's movement and survivors, resulting in limited space for holding institutions to account.

Public servants at all levels generally have weak knowledge and skills on gender equality, SGBV and lack commitment.<sup>38</sup> Gender curriculum is not a mandatory part of training or professional development programmes for public employees. Gender accountabilities and responsibilities are also not included in job descriptions of all key ministry and agency state officials. As a result, ministries and agencies have limited personnel with sufficient expertise to assess and analyse the impacts of sectoral policies and programmes on different segments of the population. Moreover, national commitments to promote gender equality are not reflected in national sectoral policies, such as on social protection, migration and employment, local governance and decentralization of social services. The requirement to integrate GE issues into programmes and plans is part and parcel of the Strategic Planning Methodology for Sustainable Development, mandatory for all public and municipal authorities.<sup>39</sup> However, the ministry-level programmes deem gender issues a social protection matter (education, health care, social protection), while sectors that essentially affect economic resources and power relations almost ignore them. Lastly, though the National Gender Strategy on Gender Equality 2012-2020 and NAP for GE have been operationalized through three consecutive NAPs, no meaningful monitoring system with requisite indicators and accountability mechanism has been put in place.

### Outcome 3 - Prevention

Gender inequality and prevailing gender stereotypes and social norms are major drivers of VAWG. Gender inequality often manifests in inequitable distribution of power- including patterns of decision-making, access and control of resources as well as access to information and opportunities. Such divisions are formed and reinforced through social norms, behaviours and practices. Gender equality is largely viewed as a foreign or 'Western' concept which undermines the traditional positions of men and women in Kyrgyz society. In some instances, female empowerment is seen as 'zero-sum' equating women's gain in status to men's loss. In part because of these norms, VAWG is largely accepted across regions (33.7 percent of women and 50.4 percent of men agree that a husband is justified in hitting or beating his wife for specific reasons).<sup>40</sup> As noted in the final evaluation of the United Nations Development Assistance Framework (UNDAF) in Kyrgyzstan, "there is indeed a significant discrepancy between the gender equality principles contained in the legal and policy framework and gendered social norms applied to everyday life, both in rural and urban areas."<sup>41</sup>

Below is a summary of key issues related to gender norms and stereotypes that drive VAWGs that must be

<sup>36</sup> NGM consists of a) legislative (Jogorku Kenesh, i.e., Kyrgyz Parliament, and the Ombudsman with the oversight function over the parliament) and (b) executive branches of the government (National Council on Gender under the Prime Minister's Office and Ministry of Labour and Social Development hosting the national gender machinery) that have not experienced any significant structural or substantive changes since 2014.

<sup>37</sup> Beijing+25 National Review, 2019

<sup>38</sup> Common Country Assessment for the Kyrgyz Republic, Bishkek, 2016.

<sup>39</sup> <http://cbd.minjust.gov.kg/act/view/ru-ru/223520>

<sup>40</sup> DHS, 2012.

<sup>41</sup> Final Evaluation of the UNDAF for the Kyrgyz Republic, July 2016, p.18.



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addressed in any prevention programming:

**Rigid norms of femininities and masculinities and acceptable roles for women and men.** Culturally, women and girls in Kyrgyzstan are expected to adhere to stereotypes and behavioural norms of the honoured and patriotic ‘motherhood’ (or ‘good girl’). This means remaining subordinate, submissive and lacking power in choice related to household decisions, physical mobility and bodily autonomy- to name a few. Because of this, women are expected to undertake virtually all of the unpaid household labour, including child care.<sup>42</sup> This results in a dearth of free time (‘time poverty’) for women and girls to pursue other activities including those related to health and education, training, and income generation. These norms of femininity are aligned with the belief that Kyrgyz men are the de facto ‘head of household’ expected to make all decisions and to provide economically for the family. This belief is held firmly by women and men alike: 80 percent of women and 83 percent of men believe that, “it is a woman’s responsibility to watch the home and children and a man’s to earn income.”<sup>43</sup> Women also have unique and rigidly dictated responsibility to in-laws and extended family which are easily exploited.

As for Kyrgyz men, **notions of masculinity and what it means to be a man are increasingly associated with ability to provide for family economically, sexual prowess and toughness.** These social norms and pressures **often manifest in violence and oppression to those deemed ‘lesser’ such as women and sexual minorities.** Violent response is at times exacerbated by the fact that, because of socio-economic factors, men are increasingly unable to provide financially for their families and wives, something that is strongly valued in the ideals of masculinity in the region. These challenges to masculinity influence health-seeking behaviour, depression, drinking, drug use, and risky and violent behaviour among men.

**The role of media:** Public<sup>44</sup> broadcasting corporation KTRK (the most popular media outlet) reproduces gender stereotypes and patriarchal attitudes, sometimes romanticizing harmful practices of abduction for forced marriage and reinforcing the restrictive roles of women in the household. Other times, the Kyrgyz media perpetuates the harmful idea that DV is a private matter and that women and girls must endure violence for the sake of their families.<sup>45</sup> In addition, the analysis of women's representation in commercial advertising showed that women are most often portrayed primarily (if not exclusively) in the roles of a wife or mother aligned with harmful notions of ‘acceptable’ female behaviour related to submission, victimization and weakness.<sup>46</sup> Though the role of media is strong, it can also prove dangerous for public figures to express alternative views. In 2018 Kyrgyz singer Zere received death threats in response to her song and a music video where she challenged patriarchal attitudes.

**Hate speech online against gender equality principles:** LGBTIQ community's concerns on discriminatory practices during the peaceful march on 8 March 2019 caused a public backlash not only against LGBTIQ community but also against gender equality and women's rights advocates writ large. Both matters – LGBTIQ and gender equality – were proclaimed to be ‘pro-western’ and ‘alien’ ideologies that undermine national and traditional Kyrgyz values. The reaction stirred a rather massive wave of hate speech - including online in social media. Polarization of views in society attests to existing confrontations that need to be addressed.

**The role of education:** In general, educational materials, textbooks, etc. in Kyrgyzstan are gender-blind. What's worse, patriarchal attitudes and stereotypical images of women and girls are broadly used in educational materials and books in secondary schools, raising a wide range of criticism among women's groups and activists. No adequate mechanism or standards are introduced by the relevant state agencies and

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<sup>42</sup> <https://www.adb.org/sites/default/files/institutional-document/32233/cga-kyrgyz-republic.pdf>

<sup>43</sup> *Gender in Society Perception Study* (2016) UNFPA, UN Women, IOM.

<sup>44</sup> “Public broadcasting” de jure and “state broadcasting” de facto. This nuance is very important when it comes to issues of human rights, harmful “traditional” and often nationalistic stereotypes, civic participation, etc. This fact can also explain why the public interest considerations has yet to integrated into the company's DNA and, consequently, in its editorial policies. Multiyear donors' assistance to reform this institution has not succeeded in transforming it from Soviet-propaganda model entity into modern public service broadcasting institution serving the public interest.

<sup>45</sup> For example, two recent soap operas: “Ak-Shoola” in March 2019 and “Kelin” (“Daughter-in-Law”) in 2017.

<sup>46</sup> Kloop information agency, Why Do We Need to Stand Against Objectifying Women in Commercials, available at <https://kloop.kg/blog/2018/10/19/pochemu-nuzhno-protivostoyat-obektivatsii-zhenshin-v-reklame/>.



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institutions- including at the tertiary level, where human rights is not a mandatory course offered at law faculties and, in general, curricula is also gender-blind.

**Economic autonomy and empowerment:** Despite a strong and largely gender-equitable legal framework for employment in the Kyrgyz Republic, women's labour force participation is constrained by laws that limit or forbid employment in jobs and tasks that are deemed harmful, physically strenuous or dangerous to women and children (but not men) such as cement work, operating blast furnaces or working in mines or other underground work. A government resolution under the Labour Code reserves up to 400 occupations or tasks for men.<sup>47</sup>

Cultural norms have an important role in shaping men's and women's interest and intentions towards employment or becoming entrepreneurs. Traditional gender roles may lead women to engage in socially sanctioned, low paying "female" professions or businesses such as health, beauty services and caring professions. Families may be less willing to invest in women's businesses if employment might alter slightly the division of labour and responsibilities between men and women in the household and the wider community. For instance, social conventions and gender norms regarding the divisions of labour may oblige women to remain near the home to take care of children, family members with disabilities and elderly parents or restrain their ability to travel to markets. Cultural and gender-related intra-household dynamics, combined with family policies that do not provide adequate parental leave or national child care, play a prevalent role in limiting women's economic activities. These constraints explain why women are limited to fewer and less profitable business ventures than men and may choose occupations or jobs with little potential for promotion, higher authority and pay.<sup>48</sup> Forty-two percent of women and 51 percent of men think that women's family obligations and political participation are irreconcilable.<sup>49</sup>

**Perceived risks of unmarried daughters.** Having a daughter at home who has never married is considered to be an economic and familial burden, worthy of pity and marginalization. Suspicions about the girl's 'purity' may arise and destroy her future prospects. Fear that turning down a marriage proposal may mean losing an opportunity which may never re-appear, and that in such a way they risk harming the future of their daughters, is a strong motivating factor. Parents frequently fear that their interference may chase away good fortune, not only from their daughters but also from their entire family, including other unmarried daughters. Social disapproval and lack of understanding from the community result in considerable pressure, while fear of regret and feelings of guilt are a realistic concern.

**Public perception on non-consensual marriages.** As stated above, rates of abduction for forced marriage are high across the country. According to the results of the GSPS,<sup>50</sup> non-consensual marriages make up to 20 percent of all marriages in Kyrgyzstan (with some high provincial variation). The most frequently reported reason for kidnapping for marriage was the fear of competition (30 percent), fear of being rejected by the woman they liked (24 percent), the kidnapper was too shy to approach the woman they liked (21 percent), the man could not afford paying the bride price (18 percent), the man's parents insisted on him kidnapping a woman (19 percent). It goes without saying that all of these reported reasons are influenced by social norms that view women as property with limited value. A responsibility gap exists at the level of local government regarding *ala kachuu*. Neither village governments, police, school officials, elderly nor medical personnel see the prevention and decrease of non-consensual marriages as their responsibility.

**Public perception on the practice of early marriage:** Parents play a very active role in planning, facilitating and organizing marriages among their under-aged children. For 45 percent of the women who were married before they reached the age of 18, this decision was made by their parents.<sup>51</sup> They are guided by various motives such as ethno-cultural traditions, medical concerns, early physical maturation of girls, security reasons, forthcoming labour migration of the parents, death of both parents or a mother, and fears that their

<sup>47</sup> EBRD. 2015. Article 220 and 303 detail the jobs restricted to men.

<sup>48</sup> Thi Minh-phuong Ngo and Zaki Wahhaj. 2009. Microfinance and Gender Empowerment. Center for Development, Environment and Policy (CeDep), School of Oriental and African Studies (SOAS). Oxford UK. [http://eprints.soas.ac.uk/8175/1/gender\\_and\\_microfinance\\_paper\\_dec\\_2009f.pdf](http://eprints.soas.ac.uk/8175/1/gender_and_microfinance_paper_dec_2009f.pdf). Accessed October 20, 2017.

<sup>49</sup> *Gender in Society Perception Study* (2016) UNFPA, UN Women, IOM

<sup>50</sup> Ibid.

<sup>51</sup> Ibid.





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daughters would never get married.<sup>52</sup> Poverty was marked as a cause for child marriage by 18 percent of population. Incidence of child marriages was found to be 2.5 times higher in rural areas than in the cities. On average, around 80 percent of respondents were aware that early-age marriages would invariably prevent young girls from receiving professional education.

**Gendered economic, social and political disempowerment.** Lack of economic autonomy and social support systems contributes to women and girls' vulnerability and risk to violence. In Kyrgyzstan, women earned an estimated per capita income of USD 2,159 (2011 PPP USD) compared to men's USD 4,369.<sup>53</sup> The law does not mandate equal pay for work of equal value. Scores on international gender indices are high for education but low for economic and political empowerment. While more women than men attend secondary professional vocational schools and universities, there is a gender divide in terms of specializations at the tertiary level, which is reflected in the labour market. Women are less likely to be employed and, when employed, they earn on average 30 percent less than men. Women's labour force participation has slowly declined from 52.6 percent in 2009 to 40 percent by 2017 compared to 75.7 percent for men, unchanged since 2009.<sup>54</sup> Key gender constraints include: childcare duties; lack of education and skills; legislative barriers; and, discrimination. Internal migration from rural to urban areas is much more common among women who are most likely to engage in small-scale and low-paid jobs in the services sector.<sup>55</sup> Economic empowerment interventions must be designed carefully and in concert with other interventions to ensure an approach aligned with 'do no harm' so as to avoid backlash.

There are also important gender gaps in relation to access to- and control over- important assets. Just over half of all women and nearly two-thirds of men age 15-49 own a house, either alone or jointly, and 33 percent of women and 46 percent men own land.<sup>56</sup> Men are far more likely than women to own a house or land alone. For example, 31 percent men said they own a house alone compared with 7 percent of women. Men are six times more likely than women to own land alone (19 percent versus 3).<sup>57</sup>

**Intergenerational factors: role of in-laws, older women, etc.** The 2016 GSPS study found non-consensual marriage practices resulted from complex social systems and were maintained collectively, knowingly and purposefully. Previous and current policy measures have mostly attributed guilt to one central figure, the groom. In most cases, however, the role of older women and men (mothers and fathers of the brides and grooms) as well as *dzhenes* (wives of older brothers/uncles) turned out to be central. Not only does the mother of the groom often pressure her son to find a "bride," but once a kidnapped girl is brought to the house, it is frequently the older women who then take over the process, ensuring that she does not leave and preparing her for the 'wedding.'

Child marriages were also characterized by a very active role of parents in planning, facilitating and organizing unions among their under-age dependents. For 45 percent of the women who got married before the age of eighteen, this decision was made by their parents. The research also found that families were frequently ill-prepared, and when kidnapping happened, it usually came as a shocking surprise. This is accentuated by the **evident lack of a communicative culture regarding topics of non-consensual marriage between mothers and daughters**, meaning that families have rarely discussed plans regarding what to do in the event of abduction. The situation is compounded by the fact that only 30 percent of interviewees from the GSPS would be willing to accept a kidnapped woman back into their own family, due to the resulting shame and social pressure, demonstrating how difficult it can be for victims to return home.

**Migration as a factor influences risk to violence.** Currently, 40 percent of Kyrgyz migrants in the Russian Federation are women. Several cases of aggression in Russia towards Kyrgyz migrant women who have relationships with non-Kyrgyz men have been perpetrated by young Kyrgyz men (the so-called 'Kyrgyz patriots'). With the feminization of migratory flows, the number of children left behind in Kyrgyzstan has

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<sup>52</sup> Ibid.

<sup>53</sup> <https://www.theglobaleconomy.com/Kyrgyzstan/>

<sup>54</sup> Ibid.

<sup>55</sup> World Bank. 2018. Country Partnership Framework for the Kyrgyz Republic for the period FY19-FY 22. <http://documents.worldbank.org/curated/en/358791542423680772/pdf/kyrgyz-cpf-fy19-22-oct102018-10122018-636780024730768882.pdf>

<sup>56</sup> DHS 2012.

<sup>57</sup> Ibid.



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increased. These children are at higher risk of restricted access to health care and education and of being subjected to ill-treatment and sexual violence by family or caretakers.<sup>58</sup>

When parents prepare to migrate, they often feel insecure and uncertain about the reliability of controls they have put in place to oversee their daughters' behaviour while they are away. Due to these social norms and pressure, they seek to avoid potential risks that would endanger their daughters' further marriageability. Seeing their daughters married before they leave brings reassurance to the parents that nothing will jeopardize the reputation of their families.

Beyond labour migration, Kyrgyzstan has a varied history characterized by forced displacement, ethnic conflict, instability and risk of natural disasters. According to the INFORM Global Index which ranks every country's risk of emergency, Kyrgyzstan is ranked a medium risk country. There is strong correlation between acute and protracted emergencies in relation to increases in GBV prevalence, as survivors experience greater vulnerability in the chaos of a crisis and there is weak law and order which contributes to impunity of perpetrators.<sup>59</sup>

**Trafficking in persons (TIP) and forced migration is also a risk factor for VAWG in Kyrgyzstan.** Among the Central Asia countries, Kyrgyzstan has been identified as a source, transit, and destination country for men, women, and children subjected to forced labour, and for women and children subjected to sex trafficking<sup>60</sup> Approximately 5,000 citizens of Kyrgyzstan are estimated to fall victim to trafficking and forced migration every year.<sup>61</sup>

### Outcome 4 - Services

**Inadequate provision of services, including shelters and rehabilitation services for survivors.** The government has yet to meet the key requirements of the *Family Violence Law*. State-funded medical, psychological, social, legal and emergency services remain largely unavailable for SGBV survivors, especially in rural areas, and are mainly provided by NGOs.<sup>62</sup> Fourteen crisis centres are established across the country, including two in Bishkek and two in Osh. These centres provide a limited range of services, but not necessarily shelter. However, they struggle to survive as only five have received public funding in 2018.<sup>63</sup> A correctional program for perpetrators was piloted, revised and endorsed according to a GOKR decree in 2019.<sup>64</sup> Low capacity of the social workforce exacerbates poor service provision

**New authorized body of the Family Law.** The government just established the "authorized body" of the Family Law which is tasked with the with the coordination and oversight mandate over the implementation of domestic violence prevention and protection measures, including developing normative acts for referral systems, interagency collaboration and coordination of correctional programs for perpetrators. Much of the work remains, offering an excellent opportunity to ensure normative frameworks, procedures and protocols are aligned with international standards. However, there has been no budget allocated to the new body. Regardless, this is an opportune time to support capacity-building as well as supporting the establishment of mechanisms for multi-sectoral coordination, including adaptation of Standard Operating Procedures (SoP) and essential service package.

**Criminal justice response and subsequent services, including referrals and legal aid are extremely poor.** At the municipality level there has been the establishment of committees on prevention of domestic violence. They comprise representatives from police, local authorities, medical, social workers and around 500 Local Crime Prevention Centres (LCPC). The committees provide coordinated response to survivors of DV and SGBV and serve as a referral mechanism at the local level. Despite the establishment of these

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<sup>58</sup> European Union. 2018

<sup>59</sup> <https://www.unfpa.org/resources/gender-based-violence-humanitarian-settings#>

<sup>60</sup> Ibid.

<sup>61</sup> Decision of the Parliamentary Committee on Social Affairs on TiP, 1 February 2016

<sup>62</sup> UNICEF, UNFPA, UN Women and UNDP, 2018. *Turning Policies into Action: Eliminating Gender-Based Violence Against Women and Girls in Central Asia, Bishkek, Kyrgyz Republic, 5-6 November 2018 Conference Report*. UNICEF, UNFPA, UN Women and UNDP: Bishkek, Kyrgyz Republic.

<sup>63</sup> <https://www.hrw.org/news/2019/05/28/kyrgyzstan-pressure-builds-protect-women-and-girls>

<sup>64</sup> <http://cbd.minjust.gov.kg/act/view/ru-ru/14843?cl=ru-ru> Decree of the Government on correctional program, 2019



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committees, the guideline for policy and the introductory online trainings on SGBV, justice delivery for VAWG cases is very poor. It results from the ineffective investigation, prosecution and adjudication, the inadequate specialization of law enforcement and justice officials on SGBV, as well as a dearth of legal aid services for survivors and proper awareness on their availability. Specifically, until now, survivors of SGBV have not been included as recipients of free legal aid under the law. Legal aid assistance, in general, also remains limited in rural areas and **legal aid providers and the pro-bono lawyers working with the Legal aid centres lack the requisite skills and knowledge in dealing with survivors of SGBV**

**Poor quality health sector response.** The Ministry of Health (MoH) developed and approved a clinical protocol on rape management and ad-hoc instructions for pre- and post-trauma psychological support services as per Istanbul Protocol. To improve service effectiveness, the country's CSOs strongly advocated for strengthening multi-sectoral coordination<sup>65</sup> and referrals among frontline service providers. Current successful methodologies employed by the social workforce, such as home visits, are not connected to referral mechanisms for survivors of SGBV.

**Lack of multi-sectoral and coordinated respond to SGBV/VAWG.** There is a significant gap in comprehensive and systematic provision of services to SGBV survivors. According to national legislation, 11 authorized bodies are outlined as responsible for coordinated respond to SGBV but in reality the necessary multi-sectoral coordination and response is not functioning.<sup>66</sup> For example, the GoKR Law on Domestic Violence provides survivors with the right to asylum, medical and legal assistance, however, a Human Rights Watch (HRW) report<sup>67</sup> found that these services are insufficient and not provided as one package. In some instances, they are unavailable altogether. This lack of coordination, including no functioning referral mechanisms and SoPs, prevents women and girls from receiving necessary integrated support. Of particular concern is the lack of available psychosocial support services and access to free medical care (including post-exposure prophylaxis, etc.). In order to receive these services, including a forensic examination, survivors are required to turn to multiple healthcare institutions, as there is no comprehensive service package in one location, which are often located only in district or regional centres. Lastly, there is a lack of sensitivity and confidentiality in general among services providers. For example, when survivors seek medical support, information is sometimes transmitted to the police without their consent, contradicting survivor-centred principles and compromising survivor's safety.

### Outcome 5 - Data

**Collection of statistical data on domestic and sexual violence disaggregated by sex, age, nationality and relationship between the victim and the perpetrator remains piecemeal and inconsistent.** There has been GoKR efforts to improve data collection mechanisms on VAWG through identifying methods and data collection used in judiciary, law enforcement and health sectors. Gaps and needs, however, remain for each sector. The National Statistics Committee published statistical material "Women and Men of the Kyrgyz Republic" containing 23 tables on DV with gender-disaggregated data on employment, education, medical health care and marriage status/age.<sup>68</sup> This data is being used and cited in analytical documents and at policy level. An index on gender data is available at statistical review 'Crime and Law in the Kyrgyz Republic, paragraphs 'Domestic Violence' and 'Family Violence'.<sup>69</sup> A new system for data collection on GBV and human trafficking was developed and endorsed by four government authorities (Supreme Court, Mol, MoH and National Statistic Committee). This included revised statistical forms and a related training manual with guidelines on data collection on GBV and TIP. However, disaggregated data on SGBV (e.g., by sex, age, urban and rural areas, and relationship between the survivor and the perpetrator) is not collected consistently by relevant actors, affecting the validity and reliability of the reported prevalence rates across the country. Most available data is administrative, collected by ministries, police, crisis centres and women's organizations. However, it is not recognized and utilized as an important tool to analyse the effectiveness of sectoral policies

<sup>65</sup> Draft Regional Investment Plan Central and South Asia, 2019-2023 (July 2019)

<sup>66</sup> The mechanism for referring victims of domestic violence to provide the necessary legal, medical and psychological assistance, providing social support and counselling services is mentioned in legislation.

<sup>67</sup> <https://www.hrw.org/ru/report/2015/10/28/282410> HWR report on respond of Government of KR on GBV, 2015

<sup>68</sup> <http://www.stat.kg/media/publicationarchive/ae8378a4-26ba-40fc-bd92-4c6c307b3d8b.pdf> Statistical publication "Women and Men of the Kyrgyz Republic"

<sup>69</sup> <http://www.stat.kg/media/publicationarchive/5e7bd90a-b56e-4a93-a5b6-84134aa1de1c.pdf> statistical review 'Crime and law in KR'



because of significant inconsistencies in collection methodology.<sup>70</sup> Lastly, certain Government agencies appear to use different iterations of the protocol as the basis for data collection, leading to inconsistencies in reported data and its tabulation.<sup>71</sup>

**Poor quality administrative data collection in regards to SGBV.** Kyrgyzstan created an inter-sectoral gender statistics programme that collected from enterprises, organizations, ministries and departments, from census materials and population surveys. The data-collection is focused on improving national gender statistics, standardizing and harmonizing gender indicators with international obligations provided for by the National Strategy to achieve gender equality and the related NAP for GE. Household surveys, conducted by the NSC, remain an important source of gender statistics. Currently, the NSC is working on the development of indicators for monitoring and evaluating the progress of the Sustainable Development Goals (SDGs) in gender equality.

Despite the successes achieved, state bodies that are responsible for gender statistics do not have clear guidelines and responsibilities to implement change. There are no gender indicators for adequate policy formation and there is a lack of adequate data on the impact and prevalence of gender stereotypes, access to public services and government subsidies. The statistics of government agencies in the field of violence on the one hand suffer from a lack of data completeness, as limited to only those cases reported by victims. On the other hand, it is characterized by duplication of information, because the victim is assisted in registering with all authorities/organizations where they received assistance. In short, there is limited cohesion and coordination in the collection of this kind of data across institutions. Moreover, the statistics of law enforcement and judicial bodies is more focused on collecting information about the person who committed the crime than information about the survivor. Lastly, there is currently no data collection for specific groups of women, such as older women, women migrants, and women with disabilities, to further analyse the social and economic problems that affect their lives.

**Electronic registry of crimes needs to be strengthened for registry and analysis of GBV-related crimes.** Since January 2019, as a part of the ongoing criminal justice sector reform, the government has established the *Electronic Unified State Registry of Crimes and Misdemeanours* (ERPP) under the General Prosecutors Office (GPO), a database of real-time information to produce statistical data on reported, investigated, prosecuted and adjudicated crimes and offenses across the country. The ERPP is expected to support a systemic oversight over criminal proceedings. This will be done by reducing corruption among law enforcement actors, supporting proper investigation and adjudication of cases as well as to contribute to produce statistical data on crimes and offenses and to inform policy making in the criminal justice sector and increase information sharing between criminal justice agencies. However, **the ERPP does not elaborate on specific data on SGBV, therefore necessitating an upgrade to improve disaggregated data collection and analysis related to reports of SGBV.** These upgrades would also help improve SGBV- related data availability for analysis, which remains weak.

## Outcome 6 - Women's Movements and Civil Society

**Strong and vibrant Civil Society in the region has been instrumental in achieving policy reform related to gender equality and EVAWGs.** The country's civil society sector is one of the strongest in Central Asia with over 17,391 CSOs registered<sup>72</sup> and around 5,700 operational.<sup>73</sup> Nearly half of all active NGOs (43 percent) work on human rights issues, with 17.1 percent having a particular focus on gender issues.<sup>74</sup> **The dominant and influential role that women have played as leaders and members of civil society groups in Kyrgyzstan and in terms of advocacy and policy reform is undeniable.** This is particularly relevant given the contrast with the low numbers of women represented in politics. The vibrant civil society has advocated to end VAWG since the late 1990s. In 2012, the UNiTE to End Violence Against Women and Girls National movement consolidated around the 16 Days Campaign. A series of UNiTE campaigns achieved the

<sup>70</sup> Draft Regional Investment Plan Central and South Asia, 2019-2023 9July 2019)

<sup>71</sup> While for example the Ministry of Internal Affairs reported 2,701 registered domestic violence cases in the first three months of 2019, the Prosecutor General's office reported that 2,964 domestic violence cases were initiated under the new Misdemeanor Code and 438 under the Criminal Code.

<sup>72</sup> <http://www.icnl.org/research/monitor/kyrgyz.html>

<sup>73</sup> NGOs in Kyrgyzstan work in two broad areas: (1) political and institution-focused organizations advocating for democratization reforms, openness, transparency of public bodies and mostly based in Bishkek; and (2) those focused on practical action at the local and rural areas. The latter do not address the problems of institutional change; their goals include addressing socioeconomic problems of the community or a particular social group.

<sup>74</sup> <https://www.adb.org/sites/default/files/publication/29443/csb-kgz.pdf>





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amendments of the Article 155 of the Criminal Code of forced marriages and the Family and Criminal Code to introduce criminal liability for religious marriage ceremonies with minors without the civil marriage registration (2012-2015). Gender groups, primarily led by women CSOs, organized innovative initiatives in rural areas (e.g., blogging on “Voice of Rural Women”), marches and events to protect from intersectional discrimination. However, the **current expertise and focus of interest of CSOs remains mostly concentrated in the capital**, to a much lesser extent in Osh, and regrettably very weakly in other areas. The available expertise and presence of gender advocates in the country is currently insufficient to adequately advocate for gender equality with state authorities.

**Tensions between civil society groups represented ‘older’ generation of feminist activists versus newer, more intersectionality-focused groups, worsened by competition for limited funding.** The fall of the USSR coincided with the emergence of a strong gender and development agenda which resulted in many newly independent Kyrgyz Republic organisations with an explicit ‘gender-focus’ with a cadre of highly-educated, well-connected, well-travelled, Russian-speaking (and in some cases English-speaking) professional women's rights activists. These organizations concentrated in urban areas (mainly in Bishkek and Osh), tended to be hierarchical with limited continuous connections with the grassroots level, informal groups of women. This cadre of women's rights advocates, born within the feminist movement, have been joined by other more moderate groups, including human rights defenders (who in Kyrgyzstan are hesitant to be associated with feminist movements), as well as younger groups of modern activists who focus on gender identity and sexual minorities- something that is taboo among older generations. There is also little to no coordination or coherence between national and sub-regional women's movements groups, thwarting networking or learning exchange.

**Attempts to limit and criticize civil society have been disproportionately targeted towards women's groups and CSOs working on gender issues.** Attempts to introduce re-registration requirements and legislation to restrict the activities of NGOs have thus far been successfully resisted. This is in spite of attempts in the parliament to introduce a ‘foreign agents’ law similar to that operating in Russia. By contrast, in the other republics of Central Asia, foreign-funded NGOs have faced increasing restrictions on their activities which has led to the near-total repression of civil society. There is also criticism that NGOs in Kyrgyzstan represent - and prioritize - the interests of the foreign donors rather than the needs and interests of the people their organizations are supposed to be helping. This criticism has been particularly directed at activists and organizations working on gender and/or women's rights issues.

Despite their important role, women's organizations in Kyrgyzstan are historically **under-funded and overly reliant on traditional funding sources** that do not meet their core organizational needs. This contributes to organizations splintering their time to meet donor demands rather than focusing their efforts on meeting the needs of women and girls- the primary beneficiaries. This also limits the organizations' core capacities (of strategically managing its resources and people) and weakens their ability to deliver on their mission in the most meaningful and impactful way.

**Low investments in women's organizations** over time, coupled with growing demands by donors for visibility has meant the overall sector has not flourished as well as sectors that have benefitted from more generous, unrestricted resources. In addition, many local organizations are perpetually having to prove themselves as a viable partner for donor investment, rather than being recognized for their expertise.

The above context creates **barriers to sustained collaboration between women's organizations** beyond project-based activities and reduces the potential impact of each organization. Given the competition and limited funding for EVAWG, many CSOs have not been able to invest in internalizing their EVAWG work, which at times contributes to organizations and advocates perpetuating harmful gender norms and use of power themselves.

With regards to knowledge-sharing, stakeholders highlighted that despite coordination mechanisms on gender equality, there is a need for stronger sharing of CSO knowledge on lessons in EVAWG programming, and exposure to promising global practices, which often is limited to larger NGOs or international NGOs. This reduces the sustainability and impact of efforts to prevent and respond to EVAWG and limits the potential contribution of the women's movement in KG.



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## II. Programme Strategy and Results Matrix

### Summary

The Spotlight Initiative (SI) in Kyrgyzstan will use a comprehensive set of approaches on the basis of HRBA, social innovation, and multi-sectoral, survivor-centred principles to the planning, coordination, implementation and monitoring of interventions across the six Pillars/Outcome Areas. Particular emphasis will be placed on integrating the voices and experiences and solutions of women and girls who face multiple forms of discrimination, in line with the SDG principle of LNOB Behind. **The SI in Kyrgyzstan has also sought to evaluate old models of ‘conducting business’ to reaffirm commitments to gender transformative, innovative and community-led approaches, guided by adaptive leadership.**

SI Kyrgyzstan is designed on the premises and recognition that decreasing VAWG requires an effective and adaptive leadership at all levels. Adaptive leadership<sup>75</sup> is a practical leadership framework that helps individuals and organizations adapt and thrive in challenging environments. It is being able, both individually and collectively, to take on the gradual but meaningful process of change that allows for diagnosing the essential from the expendable and bringing about a real challenge to the status quo. Other major programmatic principles include: living the values of gender equality within the institutions and groups; practicing proactive leadership for EVAWG- including the allocation of appropriate resources (financial, human, time); effective coordination at vertical and horizontal level for holistic response and prevention strategies; and prioritizing the meaningful presence and participation of women’s human rights advocates.

Moreover, SI Kyrgyzstan will benefit from community-based, multi-pronged approaches and sustained engagement with multiple stakeholders. The most effective initiatives address underlying risk factors for violence, including social norms, particularly gender roles and the social acceptability of violence. To do this, Kyrgyzstan’s SI uses a four-level, **Socio-Ecological Model (SEM)**<sup>76</sup> to understand and visualize the complex interplay between individual, relationship, community and societal factors that influence gender inequalities. Under pillar 3, for example, SI Kyrgyzstan proposes an innovative and cohesive approach to **community mobilization** that prioritizes the **voice of survivors and other women and girls in providing solutions to ending violence before it begins**. This will be done by working, in each targeted community, through a **core group of ‘positive deviant’ gender equality champions**.<sup>77</sup> To ensure a coordinated strategy, the expertise of each RUNO will be leveraged to feed into working with this core group in different ways. For example, SI Kyrgyzstan will lead a sequenced activity on Gender Action Learning System (GALS) to foster self-reflection and understanding of power imbalances in individual lives. This opportunity for internal reflection is necessary for the success of the subsequent prevention work supported by other RUNOs including a comprehensive Communication for Development (C4D) strategy, gender transformative education review, targeted positive masculinities approaches as well as the development of community-led prevention action plans using existing local structures.

The SI in Kyrgyzstan will provide a comprehensive approach to developing institutional capacities across sectors, utilizing existing policy frameworks, systems and coordination mechanisms while deepening government ownership and buy-in on VAWG to sustain efforts beyond the life of the award. **SI Kyrgyzstan recognizes, however, that building institutional capacities also requires a process of internal organizational reflection.** This reflection, when well facilitated, **can lead institutions to work toward removing institutional and organizational barriers and power imbalances that prevent effective work toward EVAWG.** As such, all activities to strengthen institutional and technical capacity will include modules for gender action learning.

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<sup>75</sup> Adaptive leadership has four principles: Emotional intelligence Organizational Justice, Development and Character.

<sup>76</sup> The **Social Ecological Model (SEM)** is a theory-based framework for understanding the multifaceted and interactive effects of personal and environmental factors that determine behaviours, and for identifying behavioural and organizational leverage points. The four levels used in SI Kyrgyzstan are: individual, relationship, community and societal. See [here](#).

<sup>77</sup> Positive deviants (PDs) are individuals, groups, communities whose uncommon but successful behaviours or strategies enable them to find better solutions to a problem than their peers, despite facing similar challenges and having no extra resources. In SI Kyrgyzstan, PDs will be those who reject VAWG in all its forms, survivors who are willing/able to speak out for their rights and/or institutions paving the way for survivor-centred justice, for example.



Moreover, SI Kyrgyzstan has spent significant time reflecting on the usual ‘capacity building’ agenda of the past. In this vein, **SI Kyrgyzstan understands that the one-off workshop model must change- particularly in addressing complex issues related to VAWG**. This has led to a reimagining of previous technical training agendas. All capacity building initiatives under SI Kyrgyzstan seek to include more effective approaches that align with adult learning principles. Examples include, experiential learning opportunities, supportive supervision and mentoring, on-job training, professional development networking/exchange and ICT learning tools that **promote survivor-centred perspectives**. All initiatives that work to build capacity and institutional commitment will be bolstered by monitoring and mentorship, refresher activities as well as the identification of ‘gender champions’ within institutions identified for specific support needs to lead change in their respective organizations.

### **Institutionalizing gender equality and survivor-centred principles is also crucial.**

Under Pillar 1, SI Kyrgyzstan will work specifically to review gaps in legislation and support the implementation of policies regarding women’s rights writ-large, enabling a response that is **holistic and favourable for multi-sectoral coordination** that seeks to address underlying causes to VAWG such as economic disempowerment and women’s low participation in decision-making structures. The expertise and voice of CSOs are crucial to achieving legislative reform, and SI Kyrgyzstan will work to support **appropriate platforms for CSO and women’s rights defenders to interface with government officials and the Parliament** at all levels in order to influence legislative content and foster accountability. Interventions under Pillar 1 are also aligned with the application of a **human rights-based approach (HRBA)** whereby the roles of the right-holders and duty-bearers are understood and believed through a process of individual and institutional reflection and accountability facilitated by SI Kyrgyzstan. In this regard, special attention will be given to ensuring the **voice of the most vulnerable**, including adolescent girls and young women, women with disabilities, ethnic minorities and migrant women, for example. This will be complemented by **stronger investment in production, analysis, presentation and use of data on VAWG**, both qualitative and quantitative, to ensure that programmes respond to the lived experiences of survivors, particularly those facing multiple and intersection forms of discrimination.

Pillar 4, Service provision, like Pillar 3, leverages the specific expertise of all RUNOs in order to promote a multi-sectoral and participatory approach to service provision that prioritizes the needs and wishes of survivors. **Mapping of existing services, to inform targeted actions, will be done with and from the perspective of survivors**. As a result, activities to institutionalize essential protocols, such as adaptation of SOPs and referral networks, will be guided by recommendations from survivors viewed and treated ‘solution-holders’ versus victims.

Interventions under Pillar 5 will help to track and monitor cases of SGBV that require a **well-established gender-disaggregated data collection system**. The SI Kyrgyzstan will contribute to strengthening administrative data collection systems across various sectors, supporting analysis, distribution and use of data for program, policy development and implementation as well as monitoring and evaluations. The interventions will support the establishment of minimum standards and protocols for administrative data collection, sharing and use including ethical standards.

Civil society and the women’s movement approaches under Pillar 6 reinforce the SI Kyrgyzstan’s focus on changing the normal modes of operation. Pillar 6 focuses on prioritizing the voice and expertise of CSOs through the ‘Leading Change for EAW’ approach while seeking to reinforce joint-actions for collaborative change. These approaches seek to **strengthen connections** between organizations, both those emerging and those well-established, **incentivize collaboration over competition** and create **new space for conversations, knowledge-sharing and creating a more sustainable environment for funding the sector over time**. SI Kyrgyzstan also recognizes, however, that there are many individual activities, informal associations, etc. that are promoting social norm change that is often inadvertently excluded for CSO engagement initiatives. Because of this, Pillar 6 includes a participatory mapping exercise to help identify these groups in order to revitalize the movement and ensure their inclusion.

Under Pillar 2, The SI in Kyrgyzstan also aims to **effect change at the individual and interpersonal level**, while shifting **institutional practices and social norms to be more gender-equitable** in order to support greater **implementation of existing legislation**. It seeks to test and adapt to new ways of working with all stakeholders with a particular focus on shifting traditional models of engagement with CSOs (top-down) and





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implementation of capacity building activities. The SI Kyrgyzstan will **prioritize adaptive management**, seeking to test, adjust and scale-up interventions appropriately based on continued feedback and input into the most critical stakeholders- survivors of violence- with the goal of EAWGs and accelerating Kyrgyzstan's achievement of SDG 5.

Across all six Pillars, SI Kyrgyzstan recognizes the risk to project success in terms of government support, buy-in and high staff turnover. Though some of these issues are outside of the control and scope of the project, SI Kyrgyzstan, during the CPD process has carefully analysed GoKR engagement under each of the Pillars. The CPD team designed strategies to account for high staff turnover, including primarily, focusing on supporting the institutionalization of curricula, protocols or procedures- or, in many cases, supporting the implementation of already institutionalized policies, procedures, and/or aligning with nationally established protocols and indicators. The alignment enables sustainability beyond the life of the project. Moreover, SI Kyrgyzstan has prioritized engagement and collaboration with CSO actors across all six Pillars in order to leverage their expertise and to create and/or strengthen opportunities for civic engagement, advocacy and, most importantly- monitoring GoKR engagement in EAWGs.

Lastly, SI Kyrgyzstan recognizes that many different and diverse actors have been working on various portions related to VAWGs in Kyrgyzstan. In order to build upon, collaborate and coordinate with these efforts, in the inception phase, **a full mapping of ongoing programmes and initiatives will be conducted to avoid duplication and well as to develop synergies.**

### Geographical Scope

The Spotlight Initiative in Kyrgyzstan will have a **twin-track approach of focused and integrated prevention and response interventions** at the sub-provincial level along alongside national level interventions with key institutions and stakeholders, leveraging high visibility and agenda-setting activities in the capital Bishkek for wide reach. This approach will enable the SI to showcase its impact as a SDG demonstration fund, while also catalysing national-level change that can be sustained beyond the three-year intervention.

Most of the interventions identified as a priority to achieve the goal of “**women and girls enjoying their right to a life free of violence, within an inclusive and gender-equitable Kyrgyzstan**” will be implemented both at national and sub-national levels, while ensuring that actions at the national level are influencing change at lower levels and that local actions and voices are informing decisions at the national level. This will contribute to the elimination of Domestic Violence / Intimate Partner Violence (DV/IPV) by responding to the needs of women and girls, especially those facing **multiple forms of discrimination**, and addressing the underlying causes of VAWG using a **multi-sectoral and intersectional approach across the ecological model.**

Specifically, to ensure effective and meaningful impact of the SI in Kyrgyzstan, the Programme will focus on a comprehensive set of actions at the national level to be complemented by community-based interventions in select provinces.

The following criteria for geographical targeting and prioritization has been identified through UN consultation with CSOs, Government stakeholders and the EU to determine target municipalities for the SI in Kyrgyzstan:

- Prevalence of IPV/DV, *ala kachuu*, and child marriage and domestic violence;
- Attitudes of acceptance about domestic violence; and
- Existing services and programming related to responding to or preventing VAWG.

Based on these criteria, a **preliminary mapping** was done using available data from the Multiple Indicator Cluster Surveys (MICS) and Demographic Household Survey (DHS), including:

- i) Prevalence of domestic violence
- ii) Prevalence of *ala kachuu*
- iii) Prevalence of child marriage (below 18)
- iv) Percentage of women who believe husband justified hitting his wife
- v) Percentage of men who believe husband justified hitting his wife
- vi) Percentage of ever-married women age 15-49 who have experienced physical or sexual violence by any husband/partner in the past 12 months
- vii) Percentage of women victims of violence who never sought help/told anyone

Considerations were also given to the degree of sensitization of decision makers, judges, police officers and aksakals (given their importance in a community's day to day life) on gender and issues related to violence



against women and girls.

The results of this mapping are summarized in Table 1 below, final targeting decisions will be refined in consultations the EUD, Government and CSOs (as detailed in Annex 1), based on the implementation of other EVAWG programmes (to promote synergies and avoid duplication), the current provision of essential services, Government commitments and CSO engagement. In line with the innovative thinking of the program around “what works” it is also critical to consider working in at least one province with the least prevalence rate on GBV. This will help to identify home grown solutions and better understand the eco-system so as to draw replicable practices and build models for accelerated change. The National Steering Committee will finalize the identification of three or four priority provinces for implementation of the SI Kyrgyzstan during the first months of implementation.

**Table 2: Criteria for Province Selection**

Province	Prevalence of domestic violence (DHS 2012) % women who have ever experienced physical violence since age 15	Prevalence of <i>alaka chuu</i> (GSPS 2017) % of married women above 15 abducted for marriage (non-consensual abduction) <sup>78</sup>	Prevalence of child marriage (MICS 2018) % of women age 20-24 married before 18	Percentage of women who believe husband justified hitting his wife (MICS 2018 & DHS 2012)	Percentage of men who believe husband justified hitting his wife (DHS 2012)	Percentage of ever-married women age 15-49 who have experienced physical or sexual violence by any husband/partner in the past 12 months, (DHS 2012)	Percentage of women age 15-49 who have ever experienced physical or sexual violence and never sought help, never told anyone (DHS 2012)
Batken	<b>28.6</b>	13.1 (3.4)	14.4	20.1 (71.4)	11.4	27.6	38.4
Jalal-Abad	21.5	28.4 (2.6)	13.6	31.3 (43.2)	42.3	16.2	38.1
Issyk-Kul	16.3	44.9 (17.7)	11.5	20.8 (39.9)	26	12.3	27.2
Naryn	<b>36.9</b>	30.6 (20.6)	<b>18.4</b>	<b>31.7</b> (52.2)	<b>64.4</b>	<b>26</b>	38.5
Osh	26.1	20.2 (5.4)	<b>18.3</b>	<b>43.4</b> (36.7)	54.2	14	<b>67.3</b>
Talas	<b>33.9</b>	59.8 (9.7)	<b>16.5</b>	23 (38.4)	33.2	<b>27</b>	<b>46.3</b>
Chui	19.3	14.2 (4.3)	11.6	<b>41.3</b> (21.9)	<b>87.1</b>	16.9	26.5
Bishkek c	23	8.3 (2.4)	5.3	16.7 (10.4)	42.1	15.1	24.1
Osh c	12.3	14.2 (10.9)	13.2	<b>32</b> (40.5)	<b>82.7</b>	14.3	<b>44.6</b>

<sup>78</sup> It should be noted that the proportion of men, who reported that they married by abducting a woman without her consent is 3 times lower than the proportion of women, who reported marriage by abduction without their consent (2% vs. 6%).



## Estimated Beneficiaries

The estimated beneficiaries in relation to each Pillar are indicated in the next section.<sup>79</sup> However, these initial estimations will only be finalized with the reception of baseline data. Milestones and targets will also be identified at that stage and approved by the National Steering Committee, the targeted beneficiaries will be adjusted

### I. Legislations and Policies

*Direct:* all the individuals targeted by the advocacy and trainings.

*Indirect:* whoever benefits from the law/policy

### II. Institutional Strengthening

*Direct:* all the individuals targeted by the advocacy and trainings.

*Indirect:* whoever benefits from the law/policy

### III. Prevention of Violence

*Direct:* includes people trained; individuals involved in specific advocacy programmes; individuals targeted for gender transformative approaches related to positive masculinity, gender action learning systems (GALS) and students in classes where new school curricula are being implemented (attributable to the programme); community mobilization (C4D) and audiences of media sensitization campaigns

*Indirect :* general population benefiting from spotlight focus provinces<sup>80</sup>

### IV. Available accessible and acceptable quality service

*Direct:* service providers whose capacity has been increased and survivors of violence or families of victims specifically receiving services in areas covered by the programme

*Indirect:* anyone benefitting from services, outside of the areas covered by the programme, after new standards have been adopted, even if the programme is not funding service delivery

### V. Quality and reliable data

*Direct:* includes statistics officers and service providers trained by the programme on data

*Indirect:* includes all users of the data produced by the programme

### VI. Supporting women's movements and relevant CSOs

*Direct:* includes CSOs working on women's issues, VAWGs, gender equality, who directly engage in the program initiatives etc.

*Indirect:* includes all those, who benefit from the 'new way of working' led by the CSOs at central and local levels

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<sup>79</sup> Estimates have been calculated using census-data from 2019. Which puts Kyrgyzstan at a population of roughly 6,524,195. SI Kyrgyzstan team has used sex and age disaggregated estimates.

<sup>80</sup> Estimates at this stage assume work in at least 3 districts.



## Pillar 1 – Laws and Policies

### Theory of Change

*If* (1) women and SGBV/HP experts are engaged in assessing, developing and implementing policies and legislation on gender equality and SGBV/HP in line with international human rights standards (2) *if* the implementation of legislations and policies is monitored by policy makers and civil society (3) *If* the policy and decision makers' conventional understanding of women rights, gender equality and SGBV is improved and they are mobilized to promote equality between women and men and address SGBV *then* (4) an enabling legislative and policy environment on SGBV/HP and other forms of discrimination is in place and translated into plans, guaranteeing the rights of women and girls *because* (5) effectively implemented legislative and policy frameworks address impunity and provide for coordinated action, including in the areas of prevention, services and data collection (66) laws and programmes that integrate VAW/HPs into SRH services are developed, implemented and monitored.

### Outcome Statement

**Outcome 1:** Legislative and policy frameworks in line with international human rights standards on VAWG and harmful practices, are in place and translated into action.

### Lessons Learned

Although the early efforts of women's rights activists to end VAWG were largely focused on changing laws and policies, global experience has shown that this is only the first, albeit important, step towards ensuring women's access to justice. Substantial investments are needed to improve the capacity, behaviour and adaptive practices of the wider justice system<sup>81</sup> to implement the laws, amending – where relevant- to align with international human rights standards and to coordinate with service providers and community groups to ensure that survivors are aware of the laws and how to use them.

Here are some context-specific lessons learned for Outcome 1:

- Addressing Women's rights and SGBV requires a holistic approach to women's rights: reform of the legislative frameworks related to violence against women should be undertaken as part of a comprehensive reform of the legal framework on women's rights, rather than as a separate undertaking. Laws on violence must be aligned with other areas of legislation, such as those relating to family law, civil law, marriage and property rights and access to land, credit and resources, access to publicly provided care services for children, the sick and the elderly, labour and migration rights to ensure comprehensive services to survivors of violence, in addition to addressing the consequences of such violence;
- Evidence from efforts on access to justice and legal aid assistance for women in Kyrgyzstan shows that rights related to marriage and family (divorce, inheritance, alimony, child custody, etc.), civil rights (political participation) and property rights (including access to and control over assets) are of central importance to the implementation of SDGs 5 as well as SDGs 10 and 16. The full realization of women's rights in the context of marriage, family relations and inheritance, as provided for by national constitution, legislation and policy, will require an effective and systematic application of standards and norms across the justice chain;
- It is critical to institute a mechanism to ensure inclusive and participatory legal reform processes, working with legislators (including leveraging support for and from the *Jogorku Kenesh* Committees, the Forum of Women MPs), police, prosecutors, judges, lawyers, CSOs and women rights groups, including specifically though representing groups facing multiple forms of discrimination;
- In Kyrgyzstan, as a part of the policy and legal revision, it is critical to work with government and related actors to shape and implement affirmative action targets or quotas as part of the broader policy of the

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<sup>81</sup> In this proposal, when we talk about justice system we refer to comprehensive approach to justice, going beyond the "court system," to encompass the entire justice chain. This includes, therefore not only judges, but also police, defense and civil lawyers, prosecutors, prison and probation officers, staff that support the operation of the courts, mediators, and those who provide court-mandated and legal services to survivors.



State to include women in formal security and justice sector institutions (e.g., police officers, prosecutors, judges) in an effort to address broader issues like women’s participation in political processes, gender equality, women’s labour rights, etc.; and,

- Legal reform alone is not enough to prevent sexual and GBV. Legal frameworks are most effective when combined with strong capacities for service provision, robust civic engagement and continuous community-based interventions to shift social and gender norms that sanction violence against women and girls.

### Proposed Strategy

**Table 3.** Spotlight approach to addressing challenges/gaps in Pillar One.

Challenges/Gaps	How will Spotlight Address these Gaps/Challenges?
High government and Parliamentary staff turnover and low political will	<p>Despite strong, current political commitments highlighted in situational analysis in relation to new and ongoing legislation fighting VAWGs, challenges related to high government turnover, the appointment of new MPs as a result of the October 2020 parliamentary elections, as well as lack of incentives and vested interests, particularly within state and justice institutions and the <i>Jogorku Kenesh</i>, may impede necessary support for SGBV reform implementation. As a result, Pillar 1 will work to institutionalize the process for change and where possible, bolster it through proper engagement of multiple and diverse drivers of change, creation of incentives for strong commitments national state actors, the Parliament Apparatus and the Committees and across the justice chain.</p> <p>Moreover, Pillar 1 intends also to institutionalize regular spaces for civic engagement and public debates on SGBV issues so that CSOs are empowered to demand national accountability and increased monitoring and public oversight if lack of political remains. These efforts will further be supported through consistent and joint-messaging from CSO, donor, UN-communities to orient government towards increased political will in relation to SGBV reform and implementation.</p>
Gaps in policy/implementation related to international standards on human rights and gender equality	Criminal legislation related to VAWG amended in line with: international human rights standards (i.e. punishment proportional to crime, fines, etc.), human rights-based approach, and a survivor-centred approach to promote rights of survivors and prosecution of perpetrators
No current established Committee fully responsible for SGBV in Parliament	Work to establish a Parliamentary Committee dealing by mandate on SGBV and VAWG and/or a Parliamentary Working Group on VAWG to promote women rights’ agenda and strengthen oversight of legislative and policies implementation
Poor implementation and low public oversight/accountability of legislation on women’s rights and VAWG including lack of platform for CSOs (and particularly representation of vulnerable groups) to participate in civic engagement processes in	Promote institutionalisation and effective application of a civil society platform including CSOs and women rights groups to improve public oversight on implementation of SGBV legislation and policies, facilitate public analysis and inputs into reform processes, increase public interface with the government, the Ombudsman and the





relation to monitoring, amendment advocacy and VAWG policy implementation	Parliament and promote a climate of continuous civic engagement so that effective policies, actions and solutions on women rights and VAWG are inclusive and driven by the public interest- <b>integration with Pillar 6</b>
Under use of existing accountability structures- specifically office of the Ombudsman who implements parliamentary oversight over constitutional human and civil rights and freedoms through the Department for Protection of Children's, Women's and Family Rights	Strengthen existing institutional oversight functions and capacities of relevant parliamentary committees but specifically the office of the Ombudsperson to monitor, report and inform policy making and implementation

Pillar 1 will focus on the process for legislative measures and policy-making. It seeks to strengthen civic engagement so that legislation and policies are designed with the inputs of women's rights' groups, survivors of SGBV, CSOs and women human rights defenders, including those representing groups facing multiple forms of discrimination. This pillar will also work to ensure that stronger public accountability mechanisms are established. To do this, Pillar 1 will focus on three high-level activity areas based on the situational analysis and critical issue identified. First, Pillar 1 will lead a series of legislative reforms through a **holistic review and harmonization of legal and policy frameworks on women's rights that prioritizes understanding of the underlying root causes, risk factors and patterns of inequality within the complexity of policies and laws that that can results in violence**. The legislative reform and review process will focus on:

- 1) Identifying inconsistencies and discriminatory laws, by-laws and policies related to gender equality, child marriage and VAWG and then seek to address gaps deemed crucial and achievable (in consultation with CSOs and GoKR) under SI Kyrgyzstan, by advocating for amendments in a participatory and inclusive manner that raises the voices of vulnerable citizens and other right-holders;
- 2) Identify and strengthen the mandate of a parliamentary committee and/or working group responsible specifically for SGBV/VAWG legislative and policy implementation oversight. Currently there is no such Committee; and
- 3) Institutionalisation of a civil society platform to improve public oversight on the implementation of SGBV legislation and policies, to provide public analysis and inputs into reform processes, to increase public interface with the GoKR, the Ombudsman and the Parliament and to promote a climate of inclusive civic engagement.

Preliminary assessments conducted by the UN and CSOs specifically in relation to the normative framework on VAWG have identified the Criminal Code, the Code on Misdemeanours, the Code of Criminal Procedures, the Law On Legal Aid Guaranteed by the State, and the Law of the Kyrgyz Republic On Prevention and Protection Against Domestic Violence of 2017, as critical pieces of legislation which need immediate revision to ensure consistency and alignment with international standards. The identification of all necessary amendments is a crucial step for strategic and long-term advocacy planning with CSOs, the women's movement and other key stakeholders. Some amendments necessary for alignment with international standards include:

- Survivors of SGBV are not included as recipients of free legal aid under the Law On Legal Aid Guaranteed by the State;
- Perpetrators of DV as per 2017 Family Violence Law are subject only to administrative fines as DV is considered only a misdemeanour under the new criminal codes;
- Under the same 2017 law, authorities are authorized to mediate and close cases following reconciliation between a survivor and perpetrator, clearly in contradiction with international standards;
- Lastly, the most recent review found that protection orders are not applied consistently, with for example, with less than 1% of protection orders from 2018 extending beyond 3 days and therefore not guaranteeing the minimum level of safety for the survivors.
- Underreporting of charges in relation to abduction for forced marriage and child marriage offences.

**However, given the time and budgetary constraints, SI Kyrgyzstan will work with key CSOs/women's movement actors, advocacy platforms, etc. to prioritize specific targets for revision and amendment to current legislation feasible in the timeframe of SI implementation.** The following are possible specific targets for amendments that will be validated through CSO and GoKR consultation:

1. The Law "On Prevention and Protection Against Domestic Violence" revised and amended to streamline the functions of the relevant state agencies (17 authorized bodies), improve implementation



## Spotlight Initiative

To eliminate violence  
against women and girls

- mechanisms as well as enforcement of protection orders in line with international standards;
2. The Criminal Code and “Code on Misdemeanours” revised and necessary amendments made aimed at strengthening the criminal conviction and prosecution of SGBV perpetrators in line with best practices;
  3. To introduce the concept of sexual harassment into the national legislation and provide effective mechanisms on how to prevent and to protect against sexual harassment, including at workplace. This work is ongoing and has current Parliamentary champions. Possible amendments regard the following:
    - The Law of the Kyrgyz Republic “On State Guarantees of Equal Rights and Equal Opportunities for Men and Women” in terms of clarifying the definition of sexual harassment Labour Code;
    - The Labour Code of the Kyrgyz Republic providing for a definition of sexual harassment at the workplace, as well as imposing obligations on the employer to ensure safe working conditions for workers;
    - Include into the Kyrgyz Republic “Code on Misdemeanours” a separate legally defined crime on sexual harassment, covering all qualifying features specified in international standards, as well as provide for adequate sanctions, up to restriction of liberty of the persons who have committed sexual harassment; and,
    - Make appropriate amendments to the Criminal Procedure Code of the Kyrgyz Republic related to the new legally defined crime on sexual harassment as well as specifics of investigation, prosecution and adjudication of SGBV crimes.

It is an opportune time to work with key stakeholders to identify and strengthen the mandate of a parliamentary committee responsible specifically for SGBV/VAWG. This is because **the issue of parliamentary oversight is currently ranking high on the national agenda of the Jogorku Kenesh** as a critical tool to hold the government accountable. This is seen recently by the establishment of a Parliamentary Working Group to monitor progress toward achieving the SDGs as well as by the development of the Open Parliament Action Plan endorsed to promote civic engagement and public participation in legislative processes. Moreover, in the *Jogorku Kenesh Strategic Plan for 2017-2021*, the role of Parliamentary committees’ oversight is strongly acknowledged.<sup>82</sup> As a result, currently a number of actions are ongoing to strengthen partnership between committees and civil society for public monitoring of laws’ impact, public hearings and legislative initiatives promoted by CSOs, including the revision of the law on alimony.

A key aspect of amendment procedures includes **ensuring the voice of vulnerable populations in introducing amendments/revisions to the legislation**. This will be done through establishing and institutionalizing a CSO-led VAWG oversight body to advocate for, monitor and publicly report on implementation of laws, policies; participate in public inquiries, assess the impact of legislation and policies at local level and engage with Parliamentary Committees to raise the level of public accountability for providing access to services to women and girls; Improve accountability at a local level by setting up community-level mechanisms to monitor and respond to VAWG, and holding different actors accountable for their actions and responses; integrate the views of the rights holders into justice plans and debates and shape policy initiatives in the criminal justice sector which also reflect the public interest.

Relatedly, strengthening platforms for participatory monitoring of implementation of laws and criminal legislations related to VAWG is crucial and will be ensured through targeted Outcome 1 activities. Monitoring will contribute to improving the evidence base for VAWGs, as at present, limited data exists on the occurrence of violence against women or the responsiveness of justice systems to this violence.<sup>83</sup> This will primarily take form by **strengthening existing national legislative<sup>84</sup> and oversight bodies institutional capacities** (ex. *Jogorku Kenesh*, including the Parliamentary Committee for the Rule of Law and the Fight against Crime; Committee for Social Issues, Education, Science, Culture and Healthcare<sup>85</sup>; the Department for Protection of

<sup>82</sup> UNDP implements a Swiss-funded project on Strengthening Parliamentary Governance. The project has the overall objective of ensuring that citizens benefit from responsive, inclusive and accountable institutions. Pillar 1 will collaborate with this project.

<sup>83</sup> Interlinked with Pillar 5 & 6.

<sup>84</sup> This activity is in line with the developed Roadmap for Enhancing Gender Sensitivity of the *Jogorku Kenesh* of the Kyrgyz Republic, recently developed by the Parliament with UNDP’s contribution.

<sup>85</sup> For instance, the Committee for Social Issues, Education, Science, Culture and Healthcare, which





Children’s, Women’s and Family Rights of the Ombudsman, General Prosecutor Office (GPO)<sup>86</sup> and Supreme Court.<sup>87</sup> Capacity-building objectives, at this level would include increasing ability to:

- 1) Partner and interface with relevant CSOs;
- 2) Advocate with CSOs for legislation amendments;
- 3) Monitor and oversee implementation to hold State bodies accountable for lack of compliance with international and domestic standards related to VAWGs.

### Envisaged modalities for implementation

The establishment of multi-stakeholder partnership, including women’s rights organizations and CSOs working on VAWG and legal reform processes, will be a strategic *modus operandi* of the Outcome, from the inception phase throughout the implementation of all the activities.

The primary partners are the following: selected Committees of the *Jogorku Kenesh*; Office of the President; Office of the Prime Minister; GPO; Supreme Court; Expert Working Group of the President’s Office on Legal Reform; Ministry of Labour and Social Development; Ministry of Justice (MoJ); Ministry of Interior (Mol); Ministry of Education (MoE), Women’s groups, human rights activists and Civil Society Organizations.

In particular, the project intends to work in close partnership with civil society and women’s organizations striving to strengthen their institutional capacities to advocate for and provide inputs into legislation/policies, monitor SGBV and women rights’ domestic framework’s implementation and increase their interface with relevant line ministries and Committees of the *Jogorku Kenesh* for improved public participation in decision-making processes affecting the rights of women and girls.

### Results Framework for Pillar One

**Table 4.** Results Framework for Pillar One

Indicators	Activity	RUNO	Key Partners
<b>Outcome 1</b> Legislative and policy frameworks in line with international human rights standards on VAWG and harmful practices, are in place and translated into action.			
<b>Output 1.1</b> National and regional partners have strengthened evidence-based knowledge and capacities to assess gaps and draft new and/or strengthen existing legislations on ending VAWG, including DV/IPV, and/or gender equality and non-discrimination that respond to the rights of the most groups facing multiple and intersecting forms of discrimination and are in line with international HR standards and treaty bodies’ recommendations.			
<ul style="list-style-type: none"> <li>• <i>Indicator 1.1 Proportion of target countries with laws and policies on SGBV/HP that adequately respond to the rights of all women and girls, including exercise/access to SRHR, are evidence-based and in line with international HR standards and treaty bodies’ recommendations<sup>88</sup></i></li> <li>• <i>Indicator 1.2 Proportion of target countries that have national and/or sub-national evidence-based, costed and funded action plans and M&amp;E frameworks on SGBV/HP that respond to the</i></li> </ul>			

addresses issues pertaining to the competence of the *Jogorku Kenesh*: a) gender equality: fundamentals of gender equality in different areas of public relations; guarantees of gender equality; gender equality implementation mechanisms; improvement and enforcement of legislation on gender equality; b) social and legal protection against domestic violence: protection against domestic violence; government agencies, organizations and institutions providing social support to persons with experience of domestic violence; social services supporting victims of domestic violence.

<sup>86</sup> The General Prosecutor Office exercises oversight function on implementation of legislation by state institutions.

<sup>87</sup> The Supreme Court exercises oversight function of the interpretation and application of legislation by basic courts and courts of appeals. The Ombudsman implements parliamentary oversight over constitutional human and civil rights and freedoms through the Department for Protection of Children’s, Women’s and Family Rights. The National Development Strategy of the Kyrgyz Republic for 2018-2040 recognizes the need to strengthen the efforts of the Ombudsman institute in protection of children’s, women’s and family rights.)

<sup>88</sup> Progress towards international standards will be measured through an analysis of specific components (“degree to which”) as described in the Methodological Notes



<i>rights of all women and girls and are developed in a participatory manner</i>			
<p><b>Indicator 1.1.1</b> Number of draft new and/or strengthened laws and/or policies on ending VAWG, including DV/IPV, and/or gender equality and non-discrimination developed that respond to the rights of women and girls, particularly those facing intersecting and multiple forms of discrimination, and are in line with international HR standards</p>	<p><b>Activity 1.1.1</b> Support legislative reform through holistic review and harmonization of legal and policy frameworks on women's rights and SGBV in line with international standards, including focusing on the intersecting forms of discriminations under criminal, civil, family and administrative legislation</p>	<p>UNDP UNW UNODC</p>	<p>GoKR, Parliament, CSOs and women's rights organizations, security &amp; justice actors</p>
	<p><b>Activity 1.1.2</b> Support the development of secondary legislation, including by-laws, protocols, guidelines and regulations, to operationalize adopted legislative amendments and assist the enforcement of legislation</p>	<p>UNDP UNODC</p>	<p>GoKR, line ministries and institutions, Parliament, CSOs and women's rights organizations, security &amp; justice actors</p>
	<p><b>Activity 1.1.3</b> Support to CSOs and women's rights organizations to provide inputs to legislative and policy-making on SGBV, conduct public oversight and participate in public hearing and inquiries on implementation of selected laws &amp; policies on women's rights and SGBV</p>	<p>UNDP UNFPA UNODC</p>	<p>CSOs, women's rights organizations, Parliamentary Committees, Forum of Women MPs, Ombudsman GoKR, MoI, MLSD, OPG, gender experts, CSOs</p>
<p><b>Indicator 1.1.5</b> Number of Parliamentarians, and staff of human rights institutions with strengthened capacities to advocate for, draft new and/or strengthen existing legislation and/or policies on ending SGBV and/or gender equality and non-discrimination and implement the same</p>	<p><b>Activity 1.1.4</b> Strengthen the institutional capacities of the selected Parliamentarians, Parliamentary Committees of the <i>Jogorku Kenesh</i>, including establishing a cross-sectoral Working Group to advocate for, draft new and/or strengthen existing legislation and/or policies to conduct oversight of legislation on VAWG, strengthen legislation and hold state institutions accountable for implementation of selected legislation on women's rights and SGBV</p>	<p>UNDP UNFPA</p>	<p>Parliamentary Committees, Forum of Women MPs, CSOs, Women's Rights Organization, GoKR, MoH, MoJ, Mandatory Health Insurance Fund, Kyrgyz Alliance on Family Planning</p>
	<p><b>Activity 1.1.5</b> Strengthen the institutional capacity of the Department for Protection of Children's, Women's and Family Rights of the Ombudsman to advocate for, monitor, report and increase</p>	<p>UNDP (OHCHR)</p>	<p>Ombudsman, MLSD, CSOs</p>



	public interface with CSOs on women rights' issues and VAWG		
<b>Output 1.2</b> National and/or sub-national partners <sup>89</sup> are better able to develop evidence-based national and/or sub-national action plans on ending SGBV in line with international HR standards with M&E frameworks, increase financing and allocate appropriate budgets for their implementation, including for those groups facing intersecting and multiple forms of discrimination			
<b>Indicator 1.2.1</b> Number of draft evidence-based national and/or sub-national action plans on ending SGBV developed that respond to the rights of groups facing intersecting and multiple forms of discrimination with M&E frameworks and proposed budgets	<b>Activity 1.2.1</b> Support to the Justice program for Children specifically for the implementation of the legislation prohibiting violence against children and girls as well as the implementation of the Law prohibiting child marriages	UNICEF	MoJ, MLSD, GPO, Supreme Court
<b>Indicator 1.2.2</b> Number of key government decision makers with strengthened capacities to draft and cost action plans on ending SGBV and accompanying M&E frameworks	<b>Activity 1.2.2</b> Support to the creation of a working group to introduce amendments to the Budget Code of KR aimed at allocation of funds for prevention of GBV NAPs and region's development plans	UNODC	MLSD, MOI, MoJ, MoF, Committee on Budget of Parliament

### Sustainability

To ensure sustainability, as the dividends against national commitments to holistic and effective revision, harmonization and implementation of the legal and policy framework related to women's rights and VAWG are assumed, this outcome intends to promote progress in different substantive areas, encompassing policy and legal reforms, capacity building of mandated oversight institutions and legal empowerment of women CSOs, as well as increased civic engagement and public participation in decision and policy-making process. At the policy level, the outcome will:

- Engage relevant government, line ministries, the Parliament, GPO, Supreme Court and CSOs working at the forefront of developing, implementing and monitor policies and legislation on women rights and SGBV, fostering qualitative improvements in the country's normative framework, particularly as it relates to gender equality, non-discrimination and SGBV and in line with human rights-based and survivor-centered approach, leave no-behind principles as well as international standards;
- Improve the institutional oversight functions and capacities of relevant parliamentary Committees and the Ombudsman Office to monitor, report and inform legal and policy-making on SGBV, as well as promote a "culture of stronger public participation & oversight" on implementation of legislation and policies on women's rights and SGBV
- Strengthen structural coordination, interface and linkages between legislative and policy-makers and women's rights organizations for improved quality CSOs' inputs and "public interest" output processes. Working with grass roots organizations and advocates will help with improving accountability at the local level, which is further outlined under Pillar 2 and 6.

Despite these efforts, the sustainability of the reform and established oversight mechanisms will be influenced by a number of factors, some of which are beyond the direct control of RUNOs, such as the state's fiscal situation and national budget allocation, the slow policy-making process of the country, political commitment, future parliamentary and local elections, high turn-over of staff at the relevant institutions and other variables. By acknowledging the risk that lack of incentives are too strong to support institutional commitment and may

<sup>89</sup> Key government/national decision makers (Heads of State, Finance Ministers, Ministries of Justice and Police, Security Ministers and relevant planning institutions) including women's rights advocates.



lead to stakeholders’ backsliding, the outcome will also actively strive to influence the pace of adoption of improved reform, strategies and frameworks on women’s rights and orient national authorities and the Parliament towards consolidating sustainability measures to ensure national ownership and stronger commitment to sustain the implementation of revised and adopted legislation and policies. The outcome’s bottom up aspect – ensuring higher levels of civic participation & a climate of continuous public engagement to sustain effective policies and solutions which are fully inclusive and driven by the needs and rights of women and girls – will position organizations closely representing rights holders, including CSOs, to pressure for increased state’s accountability and the continuation of policies and legislation that meet the project’s overall goal after the project itself has wound down. Thus, proper learning and knowledge management is the key for sustainable transfer of lessons learnt, tools and approaches that actually lead to successful outcome.

**Table 5. Beneficiaries in Pillar One.**

Indicative numbers	Direct	Indirect
<b>Women</b>	427	2,007,514
<b>Girls</b>	350	1,289,407
<b>Men</b>	407	1,886,571
<b>Boys</b>	400	1,340,699
<b>TOTAL</b>	1584	6,524,191 <sup>90</sup>

## Pillar 2 - Institutions

### Theory of Change

*If* (1) relevant decision-makers and stakeholders in all sectors of government are informed and mobilized to address SGBV/HP *if* (2) institutions at all levels and relevant stakeholders have strengthened capacity, understanding and formed new attitude towards women and girls subject to SGBV/HP *if* (3) national and subnational bargaining processes are effective in overcoming the hurdles of collective action to address and prevent SGBV/HP and *if* (4) adequate budgets are allocated *then* (5) institutions will develop, coordinate and implement programmes that integrate the elimination of SGBV/HP and other SDG targets into development planning processes, *because* (6) institutional change requires change in their attitude and appropriate capacity, adequate funding as well as political engagement and leadership to sustainably address SGBV/HP

### Outcome Statement

**Outcome 2.** National and sub-national systems and institutions plan, fund and deliver evidence-based programmes that prevent and respond to SGBV and harmful practices, including in other sectors

### Lessons Learned

Poor capacity of institutions and the lack of coordination among the key institutions at national and local levels have hampered efforts to transform laws and policies into action and to ensure that these apply to all women and girls, including intersecting forms of discrimination. This fragmented coordination and implementation among the key institutions to respond to VAWG has also resulted in VAWG issues being left out of plans, policies, budgets and activities from the national level all the way down to the community level. There is lack of coordinated work across institutions, which serves as a barrier to putting laws into practice. Lessons learned from across the region suggest that coordination across institutions, including the development of a coordination body, specific roles and responsibilities and budgeted work plans, is a critical first step in ensuring effective institutional response to the issue of GBV.

Capacity-building activities that lead towards changing their usual practices ensure the effective functioning of inter-institutional mechanisms such as coordination of multi-sectoral response to GBV. Technical and adaptive capacity-building should target not only coordination at all levels, but also planning, implementation and monitoring the implementation of multi-sectoral response to GBV. A network of well-trained civil servants, with necessary skills and adequate behaviours combined with new tools and approaches, will offer a sensitive and efficient support adapted to survivor’s needs and will reduce the risk of re-victimization. It will also help to partner with the survivors of violence in their capacity as solution holders (going beyond the usual frame of a

<sup>90</sup> Census data for Kyrgyzstan, 2019. Entire population.





victim).

In 2018, the government set out to develop the Strategy of Social Services and Labour Development in the Kyrgyz Republic for 2019-2023. In the context of the weak economic situation in the country, MLSD’s efforts had not always been effective in addressing the spectrum of social issues. There are gaps in tracking and analysing gender-specific factors of unpaid care work and weak infrastructure, especially in rural areas as the systemic barriers preventing women’s access to social services and resources. As a result, the national commitments to promote gender equality are not reflected in the national sectoral policies, such as on social protection, migration and employment, local governance, decentralization of social services and other.

There is low gender equality sensitivity among key institutions involved in multi-sectoral response to SGBV linked in large part to the lack of gender sensitivity in curricula and in-service training institutions (particularly in law enforcement and justice sector), as well as organizational cultures that do not always promote gender equality. To date, the training on gender-based violence has been uneven, fragmented and has targeted small number of security and justice personnel. There is a lack of understanding among officials within national and sub-national institutions of the criminal nature of the various forms of VAWG and the impact on women and society. There is a need to introduce mandatory multi-sectoral training for people involved in prevention and response across all sectors related to a multi-sectoral response (health, police, justice, psychosocial, social services) in order to promote a more strategic and sustainable learning and skills- development but also promote effective behavioural and mindset change among personnel. Lessons learned from programs on GBV implemented in Kyrgyzstan and across the region suggest that having a civil servant force equipped with both technical skills on response and prevention of GBV, paired with equitable attitudes towards gender equality and a zero-tolerance approach to VAWG, are all necessary conditions for effective response.

A poor understanding of the complexity of SGBV, a lack of sensitivity regarding the topic, a lack of awareness of the devastating effects of VAWG and the presence of values and beliefs regarding SGBV, which are influenced by broader societal norms, combine to have a negative influence on the implementation of an effective multi-sectoral response to SGBV.

The national planning for the SDG process is weak or newly established. Kyrgyzstan has formed a formal National Sustainable Development Councils charged with addressing the SDGs are the national level but means only once annually. There is a newly established Coordinating Council on Adaptation, Implementation and Monitoring of the SDGs which chaired by the Prime Minister and consists of representatives across different sectors and CSO. SI Kyrgyzstan will strive to coordinate with the new Coordinating Council for results related to SDG 5 and SI.

**Proposed Strategy**

**TABLE 6.** Spotlight approach to addressing challenges/gaps in Pillar Two

<b>Challenges/Gaps</b>	<b>How will Spotlight Address these Challenges/Gaps?</b>
No multi-sectoral body/collaboration among key institutions at national and subnational levels to transform laws/policies to action for a holistic approach to prevention and response of VAWGs	Institutionalization of a <b>Multi-sectoral prevention and response</b> to GBV based on the global quality standards of services (health care services, psycho-social services, and law enforcement institutions which include police and justice sectors) and regional Multi-Sectoral Response model. This will foster a coordinated approach among these institutions (including capacity building). The SI Kyrgyzstan will foster this effective multi-sectoral response by promoting coordination of key institutions through strengthening the GBV Coordination Body in partnership with the Ministry of Labour and Social Protection; adaptation/finalization of respective SOPs for core sectors (e.g. health, social services, police, justice), adaptation of guidelines for each sector to assure coherence and coordination.
Low capacity (including in relation to Organizational Culture/Attitudes, Beliefs of individuals) for implementation and understanding of complexity and negative	<b>Strengthen capacity and accountability for public employees (public servants, law enforcement and justice officials) to promote gender equality and end VAWG</b> by operationalizing the gender equality



impacts of VAWGs which results in lack of sensitivity and re-victimization of survivors seeking justice	curriculum for professional development programmes for public employees/institutions; include gender accountabilities and responsibilities in job descriptions of service providers (law enforcement bodies, health workers, public administration, and social workers).
Limited accountability of institutions involved in multi-sectoral response	Development of monitoring and social accountability mechanisms to engage CSO, private sector, survivors and grassroots institutions to provide oversight of institutional response to GBV and feedback on impact of EVAWG measures (e.g. develop community feedback mechanisms such as community dialogue with institutions).
Inadequate budgeting for gender equality and VAWG (gender-responsive budgeting)	<p>The country's key strategic documents, such as the <i>National Strategy for Sustainable Development of the Kyrgyz Republic for 2013-2017</i><sup>91</sup> and the <i>National Strategy for Development of the Kyrgyz Republic for 2018-2040</i><sup>92</sup> recognize the importance of achieving gender equality. However, the objectives and activities in these strategic documents do not prioritize gender-sensitive budgeting. The relevance and importance of gender-based approaches in budget planning and implementation is reflected only in the <i>National Strategy for Achieving Gender Equality until 2020</i>.</p> <p>The main barrier to effective gender-sensitive budgeting is that the existing budget classification does not show how planned and actual expenses are shared between different social groups, so it is difficult to fully evaluate efficiency of budget policy through the lens of gender equality. Data on expenditures under the social service procurement contracts is not publicly available. Therefore, SI Kyrgyzstan will support institutions to undertaking costing exercises to ensure action plans related to GBV are well resourced.</p>

Effective institutional leadership on ending VAWG depends largely on four elements which serve as the basis for the work under this pillar:

1. Living the values of gender equality within the institution and a zero-tolerance approach to violence against women and girls;
2. Effective and proactive leadership on the part of senior officials, including the allocation of appropriate resources;
3. Effective coordination and coherence at vertical and horizontal level;
4. Strong technical capacity of institutional staff to drive the EVAWG agenda and;
5. Meaningful presence and participation of women's human rights advocates.

SI Kyrgyzstan, though a number of interventions under Pillar 2, seeks to foster change within institutions to address power imbalances and gender equality as foundational issues that, when not addressed, hinder effective work on EVAWG. To do this, SI Kyrgyzstan team will leverage the unique expertise of RUNOs to collaborate with various institutions. For example, SI Kyrgyzstan will support justice and security institutions (including the GPO, the *Advokatura*, i.e. the official Bar Association) **to conduct internal gender audits** (and apply subsequent action plans that are based in reducing internal barriers related to institutional ability to deliver survivor-centred programmes). Illustrative actions could include renewed commitment to gender-equitable hiring/recruitment, the establishment of establish internal guidelines, protocols, regulations improve gender-responsive and survivor-centred service delivery and to track personnel and institutions' performance on SGBV.

<sup>91</sup> Approved by Decree of the President of the Kyrgyz Republic (No. 11 of 21 January 2013)

<sup>92</sup> Approved by Decree of the President of the Kyrgyz Republic (No. 221 of 31 October 2018)



The programme will also conduct **experiential learning trainings** (using signature Gender Action Learning Systems approach- described in detail under pillar 3), with relevant policy stakeholders. These trainings are not focused on technical knowledge, but instead offer a platform for **internal reflection on structural and individual power imbalances**. Conducting this type of training is aligned with the principles of the SI Kyrgyzstan programme to move away from 'business as usual' in terms of capacity building. Sexual harassment within institutions is a known barrier to internal functioning and power imbalances. As a result, SI Kyrgyzstan will support institutions to **develop policies and mechanisms to address and punish sexual harassment** as aligned with international best practices.

SI Kyrgyzstan will work to **institutionalize gender-transformative modules into state institutions** educational curricula specifically for justice and security actors (law enforcement officers, prosecutors, judges, lawyers, etc.) and into curricula in the Management Academy. Curricula adjustments will include a focus on **implicit bias, the role of duty-bearers and their responsibilities for survivor-centred criminal justice practices- including in the security and justice**. SI Kyrgyzstan will work with procedural requirements to link completion of course to career advancement opportunities. SI Kyrgyzstan will also work to ensure gender equality accountabilities are met of public sector employees through integration of gender equality and protection against sexual exploitation and abuse (PSEA) responsibilities in **job descriptions** of all service providers and staff in relevant institutions.

Under Pillar 2, SI Kyrgyzstan will also work to **improve high-level national and sub-national coordination mechanisms for addressing VAWG across key sectors** through the contextualization and implementation of the multi-sectoral response (MSR) model. Specific activities will include:

1. In partnership with MLSD, support the newly established SGBV Coordination Body based on recently issued Government decree (Family Violence Law 2017) which is comprised of key government and civil society institutions. Support development of protocols and ToRs for coordination, annual planning and budgets;
2. Harmonize the state catalogue of services in accordance with the MSR and include the service of psychosocial support and psychological support in the state catalogue of service; and
3. Ensure resources are in place to implement national and sub-national plans related to GBV by providing support to policy makers in relevant institutions to undertake costing of SGBV services (gender-responsive budgeting) and to allocate appropriate resources to strengthen mechanisms of multi-sectoral service provision.

Given the nature of Kyrgyzstan decentralized institutions, a similar model will be implemented in select districts at the decentralized level. Institutions at the decentralized level, under Pillar 2, must be engaged to **strengthen local/sub-national multi-sectoral coordination with self-governance institutions and grassroots organizations in selected districts**. The focus of this will be to develop a sub-national coordination body (with links to the national body) and adapt and contextualize national SOPs for health, law enforcement, police, justice and social services (Developed under pillar 4). The district level body will draw upon key protocols and tools developed at the national level (such as SOPs) and will have regular interface with national level counterparts, however, it will be self-governing.

Also, under Pillar 2, SI Kyrgyzstan believes that Institutions interfacing with EVAWG must also be made to account. To do this, SI Kyrgyzstan will support the development of **monitoring and social accountability mechanisms** to engage CSO, private sector, survivors and grassroots institutions to provide oversight of implementation and feedback on impact of EVAWG measures and over the application and implementation of GBV/GE/VAWG NAPs.

Activities under Pillar 2 will be implemented through coordination with CSOs, experts, private sector, academia, media and government officials. The strategy outlined in this pillar will be implemented at national and local levels with strong engagement of CSOs and grass-root organizations.

Other primary partners include: Expert Working Group of the President's Office on Judicial Reform; MoJ; MOI; Supreme Court; GPOGPO; the Advokatura of Kyrgyz Republic; the High School of Justice within the Supreme Court; AdvokaturaAdvokatura of the Kyrgyz Republic; Kyrgyz Association of Women Judges; the Women's Police Association. These institutions and actors have clear mandates and responsibilities under the ongoing legal and justice reform as they guide, oversee and coordinate the implementation of the criminal justice agenda, provide public service delivery and information in the sector and/or support professional development of justice practitioners. SI Kyrgyzstan intends also to work in close partnership with women rights



organizations, civil society organisations, as well as academic institutions, striving to strengthen their interface with relevant state institutions of the criminal justice sector and promote their capacity development in the area of gender-sensitive, survivor-centred prevention and response to SGBV (Pillar 6).

## Results Framework for Pillar Two

**Table 7.** Results Framework for Pillar 2

Indicators	Activity	RUNO	Key Partners
<p><b>Outcome 2:</b> National and sub-national systems and institutions enabled to plan, fund, and deliver multi-sectoral programmes that prevent and respond to VAWG, and harmful practices, including through the implementation of the SDGs</p> <ul style="list-style-type: none"> <li>Indicator 2.1 Proportion of countries that have functioning national and/or sub-national coordination and oversight mechanisms at the highest levels for addressing SGBV/HP that include representation from marginalized groups</li> <li>Indicator 2.2 Proportion of countries that allocate x% or more of national budgets to the prevention and elimination of all forms of SGBV/HP</li> </ul>			
<p><b>Output 2.1</b> Key officials at national and/or sub-national levels in all relevant institutions are better able to develop and deliver evidence-based programmes that prevent and respond to VAWG, including DV/IPV, especially for those groups of women and girls facing intersecting and multiple forms of discrimination, including in other sectors</p>			
<p><b>Indicator 2.1.1</b> Number of institutions that develop strategies, plans and/or programmes to prevent and respond to VAWG, including DV/IPV, including for women and girls facing intersecting and multiple forms of discrimination</p>	<p><b>Activity 2.1.1</b> Support justice and security institutions to conduct internal gender audit(s), including assessment of capacity to deliver on survivor-centred SGBV programmes, and to develop subsequent action plans</p>	<p>UNDP UNODC</p>	<p>MIA, MOJ, OPG, Supreme Court, Advokatura</p>
	<p><b>Activity 2.1.2</b> Develop a protocol and mechanisms of dealing with sexual harassment in selected central and local level institutions through co-creation process with services providers</p>	<p>UNW</p>	<p>Bishkek City Administration Office, MIA, CSOs</p>
<p><b>Indicator 2.1.5</b> Percentage of targeted national and sub-national training institutions for public servants that have integrated gender equality and SGBV in their curriculum, as per international standards</p>	<p><b>Activity 2.1.3</b> Support the development and institutionalization of mandatory educational curriculum for security &amp; justice actors (police, judges, prosecutors and lawyers), the Management Academy under the President to enhance institutional gender-sensitive and survivor-centred criminal justice practices</p>	<p>UNDP UNODC (OHCHR)</p>	<p>MIA, MOJ, GPO, Supreme Court, Advokatura, Management Academy, MOE</p>
<p><b>Indicator 2.1.6</b> Number of key government officials trained on human rights and gender-equitable norms, attitudes and behaviours towards women and girls, including for those groups facing intersecting and multiple forms of discrimination</p>	<p><b>Activity 2.1.4</b> Conduct experiential learning trainings (i.e. GALS) with focus on transformative capacity development initiatives with policy makers and implementers on EVAW to live the values of gender equality within targeted institutions (e.g. positive bystander response), and shift attitudes towards victims with multiple forms of discrimination</p>	<p>UNW</p>	<p>CSOs, NGM, PM's Office, National Council of Gender</p>



<b>Output 2.2</b> Multi-stakeholder national and/or sub-national coordination mechanisms established at the highest level and/or strengthened that are adequately funded and include multi-sectoral representation and representation from the most marginalized groups			
<b>Indicator 2.2.1</b> Proportion of supported multi-stakeholder coordination mechanisms established at the highest level and/or strengthened composed of relevant stakeholders, with a clear mandate and governance structure and with annual work plans	<b>Activity 2.2.1</b> Institutionalize and harmonize the state catalogue of services in accordance with Multi-Sectoral Response (MSR) to include specifically psychosocial and psychological support in the state catalogue of services	UNFPA	MLSD, MoH
	<b>Activity 2.2.2</b> Strengthen national and sub-national multi-sectoral coordination for EVAWG across key sectors (health, social services, law, police, justice, and humanitarian settings), including the SGBV Coordination Body established under Family Violence Law 2017	UNFPA UNODC (WHO)	MLSD, MoH, MoE MoF, GPO, Judges, Ombudsman, National statistics committee, Local self-government bodies, LCPC Religious institutions, Association of crisis centres, Media, Academia, CSOs
	<b>Activity 2.2.3</b> Ensure effective accountability within SGBV institutions through the development of monitoring and social accountability mechanisms to ensure engagement with survivors and grassroots institutions	UNFPA	Survivors, MLSD, MoH, MoE MoF, GPO, Judges, Ombudsman, Media, Academia, CSOs
<b>Indicator 2.2.3</b> Proportion of national and sub-national multi-stakeholder coordination mechanisms that are costed	<b>Activity 2.2.4</b> Support policy makers in relevant institutions to undertake costing of SGBV services and to allocate appropriate resources to strengthen mechanisms of multi-sectoral response.	UNFPA UNW	MLSD (NGM), line ministries/government agencies

### Sustainability

Sustainability of the institutional strengthening will be achieved through the establishment and strengthening of a multi-sectoral coordination mechanism at the national level to lead joint-planning and implementation of activities. CSOs will be engaged to work with the government institutions to foster accountability mechanisms for EVAWG.

SI Kyrgyzstan will leverage existing RUNO experiences in finalizing the operationalization of the regulation for MSR, specifically the SGBV Coordination body at the MLSD, to strengthen this work regional best practices and expertise will be applied. Once the multi-sectoral response to SGBV is assumed, despite the political changes or staff turnover/demotivation, the institutions should ensure all conditions to implement and sustain this approach. The MSR to SGBV brings durable and sustainable changes and helps to create an institutional and community culture whereby SGBV is not acceptable and tolerable. Furthermore, commitments to EVAWG will be institutionalized in budget allocation, as supported by SI Kyrgyzstan costing exercise.

RUNOs and CSOs will advocate institutions for strengthening and monitoring of the implementation of NAPs, polices and strategies on EVAWG.



Development and official adoption of performance monitoring and tracking systems for Security and Justice personnel on response to SGBV crimes, as well as of institutionalized mandatory induction and on-job trainings programme for justice and security personnel by line ministries and criminal justice institutions have the potential to promote sustainable institutional changes to increase learning, skills and change the mind-sets of criminal justice actors in dealing with SGBV cases.

**Table 8.** Direct beneficiaries for Pillar Two

Indicative numbers	Direct	Indirect
Women	675	500,000
Girls	100	257,000
Men	395	188,000
Boys	0	135,000
<b>TOTAL</b>	<b>1,170</b>	<b>1,080,000</b>

### Pillar 3: Prevention and Social Norms

#### Theory of Change

If (1) multiple strategies such as **community mobilization**, key **stakeholders' engagement** and **education** strategies are carried out in an integrated and coordinated manner based on a shared understanding and approach in line with international standards and evidence on preventing SGBV/HP then (2) **favourable social norms**, attitudes and behaviours will be promoted at community and individual level to prevent SGBV/HP because (3) **multi-pronged prevention initiatives** that mutually reinforce each other can effectively shift individual and socio-cultural norms including those affecting women's sexuality and reproduction

#### Outcome Statement

**Outcome 3:** Gender equitable social norms, attitudes and behaviours change at community and individual levels to prevent SGBV/HP

If (1) multiple strategies such as mobilization of new social norm holders, key stakeholders' engagement led by the positive deviants and education strategies based on locally tested practical approaches are carried out in an integrated and coordinated manner based on a shared understanding of a transformative change for EVAWG and approach in line with international standards and evidence on preventing SGBV/HP, then (2) favourable social norms, attitudes and behaviours will be promoted at community and individual level to prevent SGBV/HP, because (3) multi-pronged prevention initiatives that mutually reinforce each other can effectively shift individual and socio-cultural norms including those affecting women's sexuality and reproduction

#### Lessons Learned

Although access to justice and quality support services are critical to respond to the needs of women and girls experiencing violence, prevention efforts are vital to create a climate where VAWG is no longer acceptable. Long-term, sustainable change requires a focus on stopping violence before it begins through individual and relational-level change.

There is increasing evidence that rates of violence can be reduced over the course of a programme lifecycle through appropriate prevention interventions. Key lessons on prevention from around the globe suggest the following:

- Gender-transformative prevention initiatives seek to transform harmful gender norms and promote more gender-equitable relations between men and women. Thus, successful (gender transformative approaches (GTAs) engage both women and men.
- Evidence suggests that effective interventions with men and boys to address masculinity by explicitly addressing norms, behaviours, and attitudes associated with ideals of manhood can result in reductions of VAWGs. Historically, men and boys have often been excluded from activities related to EVAWG.
- Long-term work with multiple participants at various levels along the SEM is needed (ranging from the



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individual, to families and communities, to national institutions). Successful violence prevention programmes have also successfully engaged mass and social media to shift social dialogue and challenge discriminatory norms and harmful practices.

Lastly, overwhelming evidence, both in Kyrgyzstan and in the region, has shown the necessity of working on a bottom-up approach versus than top down. In practical terms, this will mean the identification of key communities at risk and the investment on a number of limited areas to show home grown success stories that need to be adequately portrayed as champions for scaling up.

Pillar 3 approaches have been the main subject of discussions in the consultations with government authorities as well as with civil society. By concentrating on behavioural and institutional changes, suggested and agreed upon approaches pay particular attention to the need of combining community-based (bottom-up) and top-down approaches to ensure that the different streams will mutually support each other and mitigate potential challenges of high government turnover and/or low political buy-in. In this context, particular attention will be paid on how positive changes in targeted communities will be showcased as best practices and successes at the national level through media exposure and effective communication change communication activities such as personal testimonies of positive deviants (PDs). As far as central level policies are concerned, the proposed interventions, e.g. review of school books, retain a distinct catalytic dimension which will outlast the duration of the project and provide benefits over a prolonged period of time.

**Proposed Strategy and Signature Interventions**

**TABLE 9.** Spotlight approach to addressing challenges/gaps in Pillar Three

Challenges/Gaps	How will Spotlight Address these Challenges/Gaps?
<p>Potential resistant to challenge deeply rooted social norms, especially in religious communities</p>	<p>Pillar 3 employs a community-led Core Group of gender champions strategy that employs the use of existing community leaders/Positive Deviants which reduces the risk of resistance. Identifying existing champions and leveraging their experience has proven successful in various context and allows for cultural-appropriate and community-led questioning of deeply held social norms. Core Group PDs will be trained in effective community mobilization techniques but already have the requisite knowledge of existing social norms that perpetuate violence.</p> <p>As part of the prevention strategy, SI Kyrgyzstan will also identify PDs in the religious community. The project will approach other religious gatekeepers in a culturally-appropriate manner that does not assume they will be against social norm change. Well-facilitated processes that allow for reflection often result in gatekeepers taking the lead for community reflection outcomes, including those that are seen to ‘go against’ religious convictions.</p> <p>Lastly, the UN in Kyrgyzstan has successful experience working with religious schools (madrassa) and vocational schools to revise their curriculum and integrate classes on healthy life styles, communication skills (to reduce GBV and harmful practices), citizenship skills and human rights knowledge. This work as led to strong relations and long-lasting partnership with the education system and State committee on religious affairs in KR, FBOs. In frame of Spotlight, SI Kyrgyzstan will work with madrassa, ministry of education, vocational schools to pilot and test the new approaches, classes on positive masculinity, etc. in identified positive deviant religious institutions first to mitigate any risk and learn for eventual scale-up.</p>
<p>High prevalence of VAWGs across all regions of Kyrgyzstan. The most common forms- Child Marriage, Abduction for Forced Marriage (<i>ala kachuu</i>) and domestic violence.</p>	<p>Review, connect and facilitate the spread of positive social norms and networking of positive deviants in relation to gender equality (rights holders and duty bearers from local and central levels) to share and amplify their practices in their communities, institutions, provinces as well as at the national level, including via media and</p>



High rates of acceptance for VAWGs among both men and women	social media with a particular focus on preventing violence against women migrants, women with disabilities, elderly women, and women from religious and ethnic minorities. Emphasis will also be given to working with community structures that are key gatekeepers in terms of social norm uptake, including specifically faith-based communities.
Harmful norms/stereotypes related to masculinities	<p>Review of existing gender and social norms in Kyrgyzstan, as a way to strategize the focus for men’s engagement in the promotion of gender equality, both at the individual and interpersonal levels (SEM) but also as key actors who influence community structures.</p> <p>Conduct a comprehensive assessment of underlying gender values and beliefs with respect to masculinities and what it means to be a man (and men’s attitudes towards violence). The results of which will inform the scaling up of the national <b>MenEngage Alliance</b> in Kyrgyzstan – a global movement which promotes the engagement of men and boys in the promotion of gender equality. This will be carried out through a range of activities that challenge dominant stereotypes about men and boys, such as using mass media to highlight male social influencers and celebrities who commit to EVAWG, working through existing fatherhood programmes to challenge stereotypes about the role of fathers in caregiving and through the and <b>scaling up gender transformative programmes in vocational and religious schools that promote positive masculinities.</b></p>
Media perpetuating harmful gender norms and acceptance of harmful practices	Targeted work with media through testing and iteration of new approaches that ‘worked well’ in other contexts (e.g. self-assessment and self-monitoring, media peer pressure, etc.) will be undertaken to contribute to improving the climate for GEWE promotion; <b>Targeted mobile applications to challenge harmful gender/social norms as part of the broader</b> Communication for Development (C4D) against child marriage <b>strategy will be employed</b> as well and all media and social-behaviour change strategies will systematically employ and showcase the successes of <b>Positive Deviants</b> , particularly men who defy stereotypical gender roles and value (e.g. with respect to care work, attitudes about violence).
Intergenerational factors that influence levels of acceptance and perpetration of VAWGs	Facilitate <b>Gender Action Learning System (GALS)</b> which seeks to transform harmful power relations at various levels, including among groups of different generations.
High levels of risk factors related to vulnerability to VAWGs: economic disempowerment, unequitable power relations, low participation of women in decision-making structures, etc.	GALS will be implemented with local committees/stakeholder to commence the process of norm change related to a number of key barriers including lower participation of women in decision-making structures, local budget allocation, focused work on EVAWG.
Education system and its related materials, etc. are largely gender-blind and part of the perpetuation of harmful stereotypes	Working with MoE to integration gender transformative modules/content specifically as it relates to harmful gender norms and stereotypes, into mandatory state advanced training for teachers, MoE representatives and school text book content.

**Primary prevention** requires changing the social conditions, such as gender inequality, that excuses, justifies or even promotes VAWG. In Kyrgyzstan, the SI will focus on the following areas for prevention:

- Community mobilization through the development of a Core Group of gender champions encompassing various groups, including LGBTI, traditional councils, religious communities and other forms of social organization who have participated in Gender Action Learning Systems (GALS) and engaged in all interventions of community mobilization and social and behaviour change communication;
- School-based programmes (including religious schools) to create gender-equitable environments free





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of harmful stereotypes;

- Efforts to reduce the disrespectful portrayal of women and girls in the media;
- Comprehensive public education and social marketing campaigns; and
- Working with men and boys to transform harmful notions of masculinities that fuel violent behaviour.

These Pillar 3 approaches will be refined and adapted based on the results of social norms mapping that studies specifically existing norms and stereotype which lead to acceptance (or refutation) of VAWG. This activity is crucial to the success of other planned interventions as it will help identify root causes of violence (Activity 3.2.1). The mapping of harmful social norms will allow the SI Kyrgyzstan team to identify strategic entry points for engaging with the communities on EVAWGs with a focus on identifying culturally-appropriate means to motivate people to take action against VAWG by identifying the characteristics of **Positive Deviants (PDs)** best suited to delivering the messages or tools that promote community reflection and change regarding VAWG acceptance, perpetration and prevention. The diagnosis will be guided by a human rights-based approach and LNOB principles and will employ a life-cycle approach to understanding norm development across generations. As part of this process, SI Kyrgyzstan will work to identify specific localities, institutions and 'new' social norm holders (or positive deviants). At the community-level, **Positive Deviants (PDs)** will be mobilized to join other key women and men community leaders (including religious and traditional leaders, members of LSG committees, etc.) to form a **Core Group of Gender Champions** (herein referred to Core Group) in targeted communities.

The Core Group of Gender Champions will participate in a sequenced (first) Gender Action Learning System (GALS) workshop. Facilitating the GALS process with the Core Group ensures that the network of community champions have the necessary attitudes, behaviours and practices needed to engage in VAWG prevention. Because of this **GALS and the Core Group of Gender Champions will be the entry point for Pillar 3 interventions**

**Gender Action Learning Systems (GALS)** a community-led empowerment methodology which aims to give women as well as men more control over their lives and catalyse a sustainable movement for gender justice. GALS employs a mutual empowerment process based on principles of social and gender justice, inclusion and mutual respect. Using the GALS methodology, women and men develop their individual visions for change, with achievable targets and road maps to move towards these visions, based on analysis of their current situation, past achievements and opportunities/strengths and challenges. For the SI Kyrgyzstan, GALS will be adapted with the specific aim of promoting a life free of violence.

The GALS methodology provides practical tools and an all-inclusive participatory process and platform for individuals and groups to analyse their livelihoods with a gender perspective and take practical steps to address gender inequalities such as the division of labour between women and men, decision-making about income, expenditures and assets and reduction of alcohol abuse and violence. A key focus is breaking through gender-based barriers at individual level and changing gender inequalities within the family as challenges which prevent both women and men from achieving their vision.

**The individual visions, plans, achievements and challenges together with peer sharing achievements are aggregated and analysed collectively within communities, groups, organizations and institutions to improve decision-making at all levels making GALS an innovative approach.** In this way, Core Group GALS participants can replicate the process with the various associations they represent, including religious structures and other traditional associations. Moreover, the use of diagram tools as well as distinctive participatory principles enables inclusion of the very poor and vulnerable as informed and respected partners in participatory planning processes. The methodology also develops the conceptual, analytical, listening and communication skills of powerful individuals, institutions and policy-makers – as well as enabling change at their personal level.

Core group members can also, as encouraged by the GALS methodology, identify other members in their own families and support networks who they have a self-interest in sharing the gender equitable messages and GALS methodology.<sup>93</sup> This specific aspect of GALS will link with Pillar 3's **positive masculinities approaches**

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<sup>93</sup> This element of GALS would help with the context-specific intergenerational factors at play in Kyrgyzstan. This methodology also allows for scale-up through voluntary marketing as the basis for identification and





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where 'at-risk' men will be identified through GALs community mobilization for targeted participatory workshops to transform **discriminatory gender norms and harmful attitudes towards women and girls particularly related to masculinities**. This will be done first through understanding the underlying barriers to gender equality and women's rights, with a focus on masculinities, through the International **Men and Gender Equality Survey (IMAGES)**.<sup>94</sup> IMAGES, which has been conducted in over 30 countries in the world, is one of the most comprehensive studies ever on masculinities, men's and women's practices and attitudes as they relate to gender norms, attitudes toward gender-equality policies, household dynamics including caregiving and men's involvement as fathers. The findings of the study will inform all other prevention activities, so that communications messages and outreach campaigns (i.e. C4D) are responsive to the context in Kyrgyzstan. For instance, Interventions will be targeted to young fathers 'at-risk' for perpetuating violence in their families. These **Fatherhood Programmes** will be adapted to build skills, specifically in non-violent conflict mitigation, communication and joint-decision making, and the importance of transforming harmful power-relations at the household and family level. To ensure other 'at risk' men and adolescent boys are engaged in VAWG reflection and prevention, SI Kyrgyzstan will integrate content on gender equality, positive masculinities and zero tolerance for violence against women and girls in the **curriculum of vocational schools as well as in religious schools (madrasa)**. To do that, SI Kyrgyzstan also identify positive deviants (PDs) in the religious community (part of Core Group) to work with first in order to learn and engage PDs for support in working with potentially more resistant religious leaders. The project will approach other religious gatekeepers in a culturally-appropriate manner that does not assume they will be against social norm change. Well-facilitated processes that allow for reflection often result in gatekeepers taking the lead for community reflection outcomes, including those that are seen to 'go against' religious convictions.

The Core Group will also be supported to develop survivor-centred local SGBV prevention strategies with SI Kyrgyzstan bringing together local government, police, local crime prevention centres, women committees and active citizens

The Core Group of gender champions will also be linked with interventions working at the outer level of the SEM. For example, SI Kyrgyzstan will leverage the **Communication for Development (C4D) Strategy to combat child marriages and abduction for forced marriage** which was a recommendation from CEDAW review. SI Kyrgyzstan team has previously, through extensive consultations with CSOs across the Country, developed a Strategy on C4D aimed at changing social norms on the topic of violence against children and child marriages. The C4D activities will be developed in collaboration with the Core Group following a bottom-up approach whereby the core group of positive deviants among 'reference population' whose beliefs (expectations) cause existence of the social norm: parents, grandparents, bridegroom's families, etc. are **empowered to run 'community conversations' about local values in order to begin process of abandonment of harmful practices**. The deliberations will take place at the core groups level for several months, and further diffuse from the core group to the wider population using existing community-based activities such as women's gathering and religious interactions. These initiatives will be supported through small grants that will be led by the Core Group and local new social norm holders with the facilitation of local NGOs. The organized diffusion will be followed by public celebration marking norms shift and celebrating PDs. In parallel, subsequent core groups will be created among adolescent girls and boys who could be highly motivated agents of change.

The C4D approach will be bolstered by additional community-level awareness campaigns such as the **public legal communication campaign (bus of solidarity)** in partnership with government press services', the Ministry of Justice, civil society and media, through mechanisms and public platforms for dialogue between security, justice and legal actors and women's and community groups. The objective is to provide information, particularly to vulnerable women (those living in rural areas, along the borders, to People (persons with Disabilities (PWDs), returning migrant women, abandoned wives, etc.), on legislation, free legal assistance and available services for survivors of SGBV. The law can be an important tool to change gender norms affecting women and girls at community level. Law reforms, when combined with legal awareness and social education efforts, can be critical in bringing about progressive changes in gender norms and encourage critical reflection about rigid social norms related to manhood, build on changes in behaviour or attitudes defying deep-rooted beliefs, help shape new social and cultural norms and set standards against which actors can be

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certification of the most effective community trainers to be paid to train in new communities. This model could provide additional support to Positive Deviants who have worked and advocated through the GALs process.

<sup>94</sup> <https://promundoglobal.org/programs/international-men-and-gender-equality-survey-images/>



held to account. Other content focuses on the rights of survivors, gender-sensitive practices and response expected by criminal justice actors. This intervention will be partly implemented through scaling up the Ministry of Justice<sup>95</sup> supported programme in the south and in rural areas of the country and along international borders with Uzbekistan and Tajikistan.

At this same level, to challenge prevailing stereotypes about men and their attitudes towards violence at the outer levels of the SEM, SI Kyrgyzstan will scale up the **national MenEngage campaign**.<sup>96</sup> By working in partnership with the private sector and through digital, print and video media, launch national campaigns that showcase men and boys who promote gender-equitable norms and practices. This will link with the media approach under Pillar 3 which uses innovative experiential learning by applying tools of self-assessment to media stakeholders, including high-level decision-makers, editors, commentators, and opinion-makers in traditional and social media. The self-assessment results seek to measure media stakeholder’s knowledge, attitudes and practices on EVAWG as a baseline for building strong networks with new social norm holders in the media. These new social norm holders within media will be linked with the MenEngage campaign and the community Core Group (who engages with C4D and GALS and who represented community-based positive deviants) in order to amplify positive practice in communities and beyond. This aspect will work with social influencers to highlight PDs who speak out against VAWG.

Lastly, recognizing the **crucial role education plays in moulding the knowledge, attitudes and beliefs of young boys and girls in Kyrgyzstan** by integrated **gender transformative modules**<sup>97</sup> to promote gender equality and women and girls’ rights, into educational system materials. Activities would focus on developing a gender and non-discrimination module for textbook’s authors and to integrate it through the mandatory requirement for the textbook's authors and publishers to undergo gender-sensitive and non-discrimination expertise of the school textbooks and curricular to eliminate any stereotyped roles of women/men and girls/boys.<sup>98</sup> Furthermore, programmes targeting boys in religious schools (madrassa) and vocational schools that promote gender-equitable attitudes, will be scaled up.

### Results Framework for Pillar Three

**Table 10.** Results Framework for Pillar Three

Indicator	Activity	RUNO	Key Partners
<b>Outcome 3: Gender equitable social norms, attitudes and behaviours change at community and individual levels to prevent SGBV/HP</b> <ul style="list-style-type: none"> <li>Indicator 3.1 Percentage of people who think it is justifiable for a man to (subject) beat his wife/intimate partner (to violence), by sex and age</li> <li>Indicator 3.2 Percentage of people who think it is justifiable to subject a woman or girl to forced marriage by abduction, b. Percentage of people who think it is justifiable to subject a woman or girl child marriage</li> <li>Indicator 3.3 Proportion of countries with at least 3 evidence-based, transformative/comprehensive prevention strategies/programmes that address the rights of those marginalized and are developed in a participatory manner</li> </ul>			

<sup>95</sup> Government Resolution N 78 dated February 20, 2015 has assigned to the Ministry of Justice the responsibility to implement the “Concept of increasing the legal culture of the population of the Kyrgyz Republic” in order to promote public legal information among vulnerable and rural populations.

<sup>96</sup> MenEngage regional campaign website: <http://menengage.unfpa.org/>. Twitter:

<https://twitter.com/eecamenengage> Facebook: <https://www.facebook.com/eecamenengage/>

<sup>97</sup> In September 2019 the Ministry of Education and Science of the Kyrgyz Republic approved the Methodology on anti-discrimination and gender expertise of the school textbooks. UNICEF received the request to support the further implementation and integration of this expertise into the educational system. These activities are in line with the CEDAW recommendations to intensify the efforts to review the textbooks and curriculum to eliminate any stereotyped roles of women and girls.

<sup>98</sup> Education text-book related activities will be closely coordinated with concurrent or related development programmes working in similar areas and/or with similar objectives.



<p><b>Output 3.1</b> National and/or sub-national evidence-based programmes are developed to promote gender-equitable norms, attitudes and behaviours, including on Comprehensive Sexuality Education in line with international standards, for in and out of school settings.</p>			
<p><b>Indicator 3.1.3</b> Number of national and/or sub-national programmes developed for inclusion in educational curricula to promote gender-equitable norms, attitudes and behaviours, including targeting young women and girls, young men and boys facing multiple and intersecting forms of discrimination</p>	<p><b>Activity 3.1.1</b> Review of school books (primary-tertiary) with inclusion of SGBVG and Child Marriage (CM) concepts and methodologies (including at the tertiary public legal education, and the development of university curricula on women's rights, VAWG)</p>	<p>UNICEF UNDP (OHCHR)</p>	<p>MoE, Academia and select Faculties of Law of public universities</p>
	<p><b>Activity 3.1.2</b> Integrate gender transformative modules into the teacher training program focusing on gender-equitable norms, attitudes and behaviours</p>	<p>UNICEF</p>	<p>MoE</p>
<p><b>Output 3.2</b> Community advocacy platforms are established/strengthened to develop strategies and programmes, including community dialogues, public information and advocacy campaigns, to promote gender-equitable norms, attitudes and behaviours, including in relation to women and girls' sexuality and reproduction, self-confidence and self-esteem and transforming harmful masculinities. Including informing parenting skills around gender socialization through early childhood development programmes.</p>			
<p><b>Indicator 3.2.2</b> Number of people reached by campaigns challenging harmful social norms and gender stereotyping</p>	<p><b>Activity 3.2.1</b> Conduct ethnographic review of harmful social norms and identification of target localities, institutions and 'new' social norm holders (positive deviants and influencers of community Core Group)</p>	<p>UNW</p>	<p>CSOs, Media, LSGs</p>
	<p><b>Activity 3.2.2</b> Support the MoJ, through the work of the Bus of Solidarity, to conduct an effective public campaign on women's rights and EAWG, targeting communities in rural and remote areas, to promote legal awareness as a tool to challenge discriminatory social norms, gender stereotypes and to contribute to increased women and girls' empowerment to claim equality before the law</p>	<p>UNDP</p>	<p>MoJ, CSOs, Media</p>
	<p><b>Activity 3.2.3</b> Implementations of the Communication for Development (C4D) Strategy to end Child Marriage and challenge harmful social and gender norms related to VAWGs. Work through a community Core Group of influencers (positive deviants) to work toward norm change<sup>99</sup> through community mobilization. Reinforce C4D strategy through</p>	<p>UNICEF</p>	<p>Youth and women representatives, CSOs, Religious authorities, School teachers, Media</p>

<sup>99</sup> This includes working with faith communities, literary figures, musicians, and other celebrities.



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	creation of social media application targeting youth to challenge social norms related to VAWG and CM		
<b>Indicator 3.2.3</b> Number of men and boys who regularly attend gender transformative programmes addressing violent masculinities and men's violence towards women and girls in community centres, schools and other relevant spaces	<b>Activity 3.2.4</b> Implement gender-transformative Fatherhood programmes that challenge stereotypes about the role men play in caregiving, in childrearing, mediation, and engagement in reproductive health	UNFPA	MoH, MLSD, FBOs, CSOs, Community-based health clinics, Core group of gender champions
	<b>Activity 3.2.5</b> Change attitudes and beliefs to be more gender-equitable and foster zero tolerance towards VAWG by integrating content on gender equality and fostering healthy and equitable relationships in the curriculum of 1) vocational schools and 2) religious schools (madrasa) for adolescent boys	UNFPA	MoE, State Commission on Religious Affairs, Madrasas, FBOs, CSOs
<b>Indicator 3.2.4</b> Number of communities with advocacy platforms established and/or strengthened to promote gender-equitable norms, attitudes and behaviours, including in relation to women and girls' sexuality and reproduction	<b>Activity 3.2.6</b> Introduce gender-transformative experiential learning systems (Gender Action Learning System) to facilitate self-assessment on knowledge, attitudes, behaviour and practices on EAWG and support local initiatives by new social norm holders (community Core Group) to create demand within communities and individuals to stop impunity of violence to promote self-defined messages and formation of public opinion on illegality of violence and HP	UNW (IOM)	CSOs, LSGs, women's committees, courts of Elders
<b>Indicator 3.2.6</b> Number of networks of men and boys developed and/or strengthened to advocate against SGBV and stand for promoting gender equitable values and behaviours	<b>Activity 3.2.7</b> Promote positive masculinities through the MenEngage campaign- including work with social influencers (sports figures, local celebrities, etc.) and implementation of gender transformative programming based on results of the International Men and Gender Equality Survey (IMAGES)	UNFPA	MoE, State commission on vocational education, MoH, State commission on religious affairs, State agency on youth, physical culture and Sports (SAYPCS), CSOs, FBOs, media
<b>Output 3.3</b> Decision makers in relevant institutions <sup>100</sup> and key informal decision makers <sup>101</sup> are better able to advocate for implementation of legislation and policies on ending SGBV and for gender-equitable norms, attitudes and behaviours and women and girls' rights			

<sup>100</sup> Including the media, sports, workplaces, etc.

<sup>101</sup> Will differ from region to region and includes decision makers from informal institutions, e.g. traditional, religious and community leaders



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<p><b>Indicator 3.3.1</b> Number of news outlets that develop standards on ethical and gender-sensitive reporting</p>	<p><b>Activity 3.3.1</b> Introduce innovative transformative experiential learning by applying tools of self-assessment to media stakeholders, including high-level decision-makers, editors, commentators, and opinion-makers in traditional and social media, on their knowledge, attitudes, behaviour and practices on EVAWG, building strong networks with new social norm holders in the media and using this new network as a platform to spread personal testimonies (linked with community Core Group)</p>	<p>UNW (IOM)</p>	<p>Media, CSOs</p>
<p><b>Indicator 3.3.5</b> Number of key informal decision makers and decision makers in relevant institutions with strengthened awareness of and capacities to advocate for implementation of legislation and policies on ending SGBV and for gender-equitable norms, attitudes and behaviours and women and girls' rights</p>	<p><b>Activity 3.3.2</b> Develop a methodology for planning of local SGBV prevention strategies bringing together local government, police, local crime prevention centres, women committees and active citizens (in collaborate with community Core Group members) to develop joint-action plans to prevent SGBV in their communities and ensuring initial funding allocations for crime prevention work from local state budgets</p>	<p>UNODC</p>	<p>LCPC, women's committees, CSOs, Media, academia</p>

### Sustainability

Sustainability will be achieved to the degree that local CSOs and government institutions successfully adapt and use the new tools and methods and internalize the new messages around violence prevention and gender equality. This will also require leadership and encouragement from provincial governments, as well as funding.

**Table 11.** Beneficiaries for Pillar Three<sup>102</sup>

Indicative numbers	Direct	Indirect
Women	7,910	500,000
Girls	4,000	260,000
Men	5,480	188,000
Boys	3,500	135,000
<b>TOTAL</b>	<b>20,890</b>	<b>1,083,000</b>

### Pillar 4: Delivery of Quality Essential Services

#### Theory of Change

*If* (1) service providers have the capacity to deliver essential services and have deep understanding on SGBV, including SRH services, and to prosecute perpetrators in line with international human rights standards and guidelines (2) *if* these services are made available and accessible to women and girls whereby they also offer solutions and approached as solution holders (not only victims) and *if* (3) women and girls are informed and empowered to exercise their rights to services, and network among themselves with the facilitation of PDs

<sup>102</sup> These are estimates based on population-level data, but will need to be refined based on baseline data and confirmation on districts where community-level prevention work will take place.





(including SRHRs and access to justice) *then* (4) women and girls who experience SGBV and harmful practices will increase their use of services and recover from violence, while perpetrators will be prosecuted *because* (5) underlying barriers to women and girls' access to services have been addressed (6) including in relation to gender and socio-cultural norms affecting women's sexuality and reproduction.

### Outcome Statement

**Outcome 4:** Women and girls who experience SGBV and harmful practices use available, accessible, acceptable, and quality essential services including for long term recovery from violence

### Lessons Learned

Access to safe, age-appropriate services is essential in order to support a survivor in identifying, prioritizing and meeting her needs. Safety assessment and planning is always a central component of response to VAWG, but other needs may include medical, psychosocial or legal services, temporary shelter, and economic support. Women's organizations and advocates report that extensive effort, coordination and creativity is often required to even minimally address the smallest needs. In Kyrgyzstan, data indicates that the first person a woman or girl turns to is often not a formal service provider but is more often a friend or family member. Linkages between formal and informal support systems improve the chances that a survivor, or the first person or place she turns to, will know where to direct her. Below are additional lessons learned under Pillar 4:

- Health workers are often the first point of contact that survivors have with any services. They play a crucial role in identifying cases and providing referral support services.
- While Kyrgyzstan has made advances on legislation and services for SGBV, there is limited coordination between key actors and inconsistencies in approaches in relation to service provision. Evidence from across the region suggests that the most important starting point is address coordinating amongst multi-sectoral actors.
- Women and girls experience different vulnerabilities to GBV and barriers to accessing services based on intersecting forms of discrimination. It is critical that services are responsive to the needs of specific groups and are designed by (and provided by) members of these groups.
- A survivor-centred approach (whereby the rights, needs and wishes of the survivor are paramount) is critical to the effectiveness of services delivered.
- Crisis centres and victim support rooms have been effective in delivery of services in Kyrgyzstan however they are very limited and demand exceeds supply of the services.
- Providing access to survivor-centred quality justice and legal services is critical not only to the safety and security of survivors, but to preventing recurring cycles of violence.
- Furthermore, to ensure a holistic response to individual cases of GBV, there must be effective coordination between services, as women and girls often need to access multiple services across sectors – such as access to legal support, clinical management of rape services and economic reintegration. This necessitates formalized referral pathways and clear division of responsibilities across government and civil society service providers.

UN agencies have been successfully engaging the GoKR in developing and monitoring the policy and strategy frameworks to foster and endorse the improvement of service delivery (Pillar 4) and data collection/measuring/reporting related to GBV (Pillar 5). In frame of the recent years, UN agencies supported the development and endorsement of SOPs/Guidance to work with GBV/DV survivors (for staff of Ministries of interiors/health/emergence/law enforcement). In 2019, the UN supported the establishment of Coordination Body responsible for multi-sectoral response to GBV/DV.

Support provided by UN to Government is framed and outlined in joint strategic documents UNDAF and CPDs, and include dimensions and indicators that have already been integrated in national strategies of key ministries (health/interior/labour and social development). While building long-lasting collaboration with the GoKR, the mid-level or technical management staff of national counterparts are mostly engaged as focal points for capacity building and other activities to assure sustainability and transfer of knowledge and skills. This helps mitigate with government turn over as these lower-level technical management staff have higher rates of retention and the agreed activities and projects will be continued since they are designed based on national strategies and indicators.

**TABLE 12.** Spotlight approach to addressing challenges/gaps in Pillar Four.



Challenges/Gaps	How will Spotlight Address these Gaps/Challenges?
High turnover of GoKR staff	<p>UN agencies have been successfully engaging the GoKR in developing and monitoring the policy and strategy frameworks to foster and endorse the improvement of service delivery (Pillar 4). Support provided by UN to Government is framed and outlined in joint strategic documents UNDAF and CPDs, and include dimensions and indicators that have already been integrated in national strategies of key ministries ensuring a level of sustainability beyond the life of the SI.</p> <p>Moreover, SI Kyrgyzstan plans to work with mid-level/technical management staff of national counterpart for capacity building activities who experience lower-level of turnover.</p>
<p>Low capacity of service providers across all sectors (health, SRH, justice etc.) to provide quality and coordinated essential services</p> <p>Non-functional coordinated essential service delivery, including referral mechanisms and case management</p>	<p>Service provider's attitudes and behaviour mapping will be done, PDs among the service providers identified, and their replicable practices are shared and replicated. Cooperation from among the victims will be facilitated to collaborate with the service providers</p> <p><b>Strengthen access to justice and primary and qualified legal aid for survivors</b>, including free legal assistance, information, counselling and representation in courts for survivors of SGBV through the 23 established Ministry of Justice Free Legal Aid Centres; pro-bono legal mechanisms established with the private sector and the Advokatura in Bishkek and Osh; and pro-bono lawyers of Crisis Centres in selected provinces).</p> <p><b>Enhance gender-sensitive and survivor-centred criminal justice practices and responses to SGBV, and social norms and behavioural shift in S&amp;J, health and social service institutions to promote women's rights and recognize all forms of VAWG as unacceptable, including sensitizing service providers to the different needs of women and girls facing intersecting forms of discrimination, including women with disabilities, women living in rural areas, migrant women</b></p> <p>Strengthen coordination of service delivery across sectors, through ensuring effective referral mechanisms are in place and SoPs are adapted and functioning.</p>
Low access to timely, quality and survivor-centred multi-sectoral services for survivors of violence	<p><b>Strengthen ability of women and girl survivors of violence to access quality essential services</b> through broad community awareness campaigns and media campaigns at the national and grass-root level. <b>Improve access to services of women and girl populations</b> experiencing multiple forms of discrimination by supporting organizations for women and girls with disabilities, migrant and LGBTQI communities to conduct outreach campaigns on access to services, including legal literacy.</p> <p>Support to women survivors of violence to network among themselves on the basis of trust and shared urgency</p> <p>Strengthen the quality of services for women and girls with disabilities through 1) adaptation of Women and</p>



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Young Persons with Disabilities: Guidelines for Providing Rights-Based and Gender-Responsive Services to Address Gender-Based Violence and Sexual and Reproductive Health and Rights, including the development of actionable recommendations to improve accessibility of services for women with disabilities in Kyrgyzstan. Work with organizations targeting people with disabilities and broader service providers to recognise the forms of violence experienced by women and girls with disabilities that often remains invisible due to discrimination and how to make services accessible for persons with disabilities, and develop appropriate response strategies.

### Proposed Strategy

Multi-sectoral approach to service provision is an approach that involves drawing appropriately from multiple disciplines to redefine problems outside of normal boundaries and reach solutions based on an understanding of complex situations. This is how SI Kyrgyzstan approaches the provision of essential services on Pillar 4, specifically, leveraging the unique expertise of RUNO team members to complete a comprehensive and multi-disciplinary, cross-agency approach for responding to VAWGs in order to protect survivors from further harm. Coordinated systems have a greater impact and work more efficiently than siloed response and service-provision. The UN guidelines on Essential Services<sup>103</sup> promote the benefits of a coordinated approach. The aim of the SI Kyrgyzstan programme is to contextualize this approach and provide support for essential services to work together both formally and informally to ensure that a comprehensive survivor-centred response is provided to all.

The programme will focus on transforming the approach and understanding of women and girls as target groups or “service users” to “solution-holders and new norm shapers.” This principle will be embedded in all activities and processes of the action, with an emphasis on the participation of different categories of societal actors (women, youth, community members, LSGs, service providers, business representatives, etc.), in services provision, local decision making, etc. which will lead to stronger and more inclusive communities and governance.

Under Outcome 4, Spotlight will work with relevant government stakeholders and women’s rights organizations to improve multi-sectoral coordination in order to have increased capacity to deliver quality and coordinated essential services – including access to justice. A major focus on Pillar 4 will be related to ensuring adequate service provision to women and girls facing multiple and intersection forms of discrimination.

The critical first step under Pillar 4 is to **undertake a comprehensive assessment and participatory mapping of existing essential services** (health, psychosocial, social, justice, police) at the national and subnational level in consultation with a wide range of stakeholders - including beneficiaries, CSOs and survivors. This exercise will be based **from the perspective of the survivor** to understand existing services and identify gaps in essential services, in line with global guidelines in the Essential Services Package and Istanbul Convention. The findings of this exercise will serve as the foundation for the following activities:

- 1) **strengthen existing services** (see targeted actions below for health and justice sectors) and inform the contextualization of the Essential Services Package<sup>104</sup> by disseminating key recommendations to service providers and technical support in implementation of recommendations. The various SI Kyrgyzstan team will bring their unique expertise in strengthening services across the sectors where various RUNOs work.
- 2) development of a **participatory service mapping** document that can be shared online, in communications activities and during community outreach so that survivors can access services.
- 3) Ensure multi-sectoral coordination of service delivery, for instance, through the promotion of the adapted SoPs across relevant sectors, as well as development of targeted **referral pathways** for service providers so that survivors can access timely, quality services. Referral pathways will be

<sup>103</sup> <https://www.unfpa.org/resources/essential-services-package-women-and-girls-subject-violence-module-5>

<sup>104</sup> <https://www.unfpa.org/essential-services-package-women-and-girls-subject-violence>



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developed together with government institutions and CSOs

4. **Launch and training on updated and adapted national SoPs for SGBV response** in health, law enforcement, police, justice, social services in line with global and international standards and in support of SDG goal 5.

Comprehensive services to survivors of violence must take place under strong **multi-sectoral coordination and interdepartmental cooperation**. SI Kyrgyzstan will work to strengthen multi-sectoral coordination through inter-agency working groups/committees, memoranda of understanding, inter-agency policies, referral and protocols between service-providing institutions, including among criminal justice actors (police, courts, prosecutors, lawyers, Crisis Centres), to provide coordinated and integrated services to survivors. This includes the development of interagency protocols for police, judges, prosecutors, lawyers, Crisis Centres and health-care providers for referral, the collection and preservation of forensic evidence in cases of SGBV, etc.; and also exploring avenues for considering establishing specialized gender units within law enforcement, judicial and prosecution systems. SI Kyrgyzstan will draw on lessons learned and best practices through the implementation of the Regional Multi-Sectoral Response model, with a focus on delivering quality and effective services.

Multi-sectoral coordination will be supported by targeted activities aimed to **strengthen the capacities and set standards in training of sectoral service providers** (health, police, law enforcement, social workers, prosecution, crisis centres) on service delivery in line with international standards as well as localized referral mechanisms. Targeted capacity building will focus on health and justice sectors but focusing not **only on 'what' but also on crucial barriers related organizational culture (Pillar 2) and individual knowledge, attitudes and beliefs (and to include modules with participatory, adult-learning principles on implicit bias, gender perceptions and culture and human rights)**. One such example is the use of a Virtual Reality tool that employs computer technology to create a simulated environment that places the user inside an experience. In the context of SI Kyrgyzstan, the VR will be used for police training on effective response to cases of VAWGs. The prototype VR application simulating real-life situations will be developed to reflect the whole cycle of interactions happening between police officers and victims of violence. The application will be developed through a series of co-creation sessions involving police officers and positive champions - women who have overcome violence. The purpose of this Activity is to change perceptions, attitudes and behaviour of police officers in treating victims of violence through putting them in a virtual situation of violence from the victim's perspective.

In that vein, and based on results from the comprehensive assessment and mapping, SI Kyrgyzstan seeks to:

- 1) Targeted actions to **strengthen health sector response to SGBV** through adaptation of SoPs, tools and referral pathways.
- 2) Based on current context it is essential to also focus resources on **strengthening access to justice and primary and qualified legal aid for survivors**, including free legal assistance, information, counselling and representation in courts for survivors of SGBV through the 23 established Ministry of Justice Free Legal Aid Centres<sup>105</sup>; pro-bono legal mechanisms established with the private sector<sup>106</sup> in Bishkek and Osh; and pro-bono lawyers of Crisis Centres in selected provinces. This will include scaling-up of legal aid assistance for women, girls and survivors of SGBV in rural areas, including from minority groups, PWDs, as well as improve SGBV specialized skills of legal aid providers, sensitizing service providers to the different needs of women and girls facing intersecting forms of discrimination, including women with disabilities, women living in rural areas, migrant women.

**Under Pillar 4 it is also crucial to strengthen the ability of women and girl survivors of violence to**

<sup>105</sup> With UNDP support, a Centre for Coordination of State-guaranteed Legal Aid and 23 Free Legal Aid Centres have been set up by the Ministry of Justice to deliver free legal aid services for indigent and vulnerable populations, in particular women and PWDs, while ad hoc regulations and guidelines have been produced to regulate the provision of legal aid by state-sponsored lawyers and civil society legal aid providers, in both criminal and civil cases. Unfortunately, the current Legal Aid Law do not include survivors of SGBV as possible recipients of free legal aid, therefore under outcome 1, UNDP will also support revision of this law.

<sup>106</sup> UNDP is currently supporting a pilot project in Bishkek to facilitate earlier launched pro bono programmes, not only in the form of free legal assistance, but also through involvement of the business community in different areas of support, such as employment, free consultations on how to set up a small or medium business, etc.





access quality essential services by increasing their knowledge and understanding of available services through broad community awareness campaigns and media campaigns in partnership with private sector at the national and grassroots level. Ensure information about available services is accessible to women and girls experiencing multiple forms of discrimination by supporting organizations for women and girls with disabilities, migrant, and key populations (HIV, LGBTIQ) to conduct outreach campaigns on access to services, including legal literacy. Specific strategies will be developed to reach particularly marginalized and isolated groups (e.g. PWDs and migrant women), these strategies will be identified using a participatory approach and will be evidenced based in line with the findings from the initial mapping of essential services and gap analysis. For example, SI Kyrgyzstan will seek to **improve the quality of services for women and girls with disabilities** through adaptation of *Women and Young Persons with Disabilities: Guidelines for Providing Rights-Based and Gender-Responsive Services to Address Gender-Based Violence and Sexual and Reproductive Health and Rights*,<sup>107</sup> including the development of actionable recommendations to improve accessibility of services for women with disabilities in Kyrgyzstan and capacity building of service providers, including those from organizations targeting people with disabilities. Relatedly, **SI Kyrgyzstan will seek to improve assistance to survivors of violence who have also been victims of trafficking and/or are current or returning migrants.**

**Improvement of digital case management and referral mechanism on children in difficult life situation** with focus on EVAWG. In 2019 following the recommendation of international best practices, the Government developed the dedicated management information system (MIS) on children in difficult life situation, including SGBV at the national level, which can measure number of girls and boys victims/survivors of violence that are in need of care and that have already received quality essential multi-sectoral services. The MIS was incorporated into the State Portal of E-Services which is in line with the Government Digitalization Policy. The critical part that MIS will help with the early warning identification and risk assessment of girls at risk of abuse and violence, including SGBV and CM by identifying the targeted needed response from the specific service providers. Activities include:

- Knowledge increase and capacity building of all levels of government service providers on international standards and survivor-centred approach to deliver and coordinate essential services to girls and boys at violence.
- Within the knowledge received the groups of government service providers test case management and referral mechanism to identify gaps in multi-sectorial approach to deliver quality services to violence survivors.
- National monitoring of implementation and integration of MIS, case management and referral mechanism to improve the quality of essential services to girls and boys victims/survivors of violence.

The activities Under Pillar 4 will be conducted at both national and local levels – working with relevant government institutions and CSOs (such as FBOs, women’s organizations, association of crisis centres). Given the significant vulnerabilities to SGBV and challenges to accessing services, target groups include: women with disabilities, LGBTIQ, adolescent girls and migrants.

**Results Framework for Pillar Four**

**Table 13.** Results Framework for Pillar Four.

Indicators	Activity	RUNO	Key Partners
<p><b>Outcome 4:</b> Women and girls who experience SGBV and harmful practices use available, accessible, acceptable, and quality essential services including for long term recovery from violence</p> <ul style="list-style-type: none"> <li>• <i>Indicator 4.1</i> Proportion of women, including those facing intersecting and multiple forms of</li> </ul>			

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[https://www.unfpa.org/sites/default/files/pub-pdf/UNFPA-WEI\\_Guidelines\\_Disability\\_GBV\\_SRHR\\_FINAL\\_19-11-18\\_0.pdf](https://www.unfpa.org/sites/default/files/pub-pdf/UNFPA-WEI_Guidelines_Disability_GBV_SRHR_FINAL_19-11-18_0.pdf)





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<p><i>discrimination, who report experiencing physical or sexual violence who seek help, by sector<sup>108</sup></i></p> <ul style="list-style-type: none"> <li>Indicator 4.2.a Number of cases of SGBV reported to the police, b. proportions of cases reported to the police that are brought to court, c. proportions of cases reported to the police that resulted in convictions of perpetrators, all during a specific time period (e.g. past 12 months)</li> </ul>			
<p><b>Output 4.1</b> Relevant government authorities and women’s rights organisations at national and sub-national levels have better knowledge and capacity to deliver quality and coordinated essential services, including SRH services and access to justice, to women and girls’ survivors of violence, especially those facing multiple and intersecting forms of discrimination</p>			
<p><b>Indicator 4.1.3</b> Proportion of countries that have developed and/or strengthened national guidelines or protocols in line with the guidance and tools for essential services</p>	<p><b>Activity 4.1.1</b> Conduct participatory mapping of existing essential services from the perspective of the survivor (health, psychosocial, social, justice, police) at the national and sub-national level</p>	<p>UNFPA UNW (IOM) (WHO)</p>	<p>Sectoral ministries/institution, CSOs, academia, experts</p>
	<p><b>Activity 4.1.2</b> Based on Activity 4.1.3.1, contextualize the Essential Services Package, update SOPs and provide support for implementation of SOPs including- specifically- referral pathways</p>	<p>UNFPA UNODC UNICEF UNW (WHO)</p>	<p>Sectoral ministries/institution, LSGs, sub-national level service providers</p>
<p><b>Indicator 4.1.4</b> Number of government service providers who have increased knowledge and capacities to deliver quality and coordinated essential services to women and girls’ survivors of violence</p>	<p><b>Activity 4.1.3</b> Implementation of the inter-ministerial database on vulnerable children for the identification of girls at risk of child marriage and violence with training of social workers</p>	<p>UNICEF</p>	<p>MoH, MLSD, MoJ, LSG</p>
	<p><b>Activity 4.1.4</b> Strengthen the capacities and set training standards (development of training packages) of sectoral service providers (health, police, law enforcement, social workers, prosecution, crisis centres, forensics; judiciary) on service delivery in line with international standards as well as localized referral mechanisms</p>	<p>UNFPA UNICEF UNW UNODC (WHO)</p>	<p>Sectoral ministries/institution, CSOs, academia, training centres for judges, prosecutors, lawyers, experts</p>
	<p><b>Activity 4.1.5</b> Develop and apply new technology such as Virtual Reality Tool with the service providers to improve service provision in a survivor- centred manner following global best practices on improving SGBV services</p>	<p>UNW</p>	<p>Service providers, Police, MoJ, MoH</p>
	<p><b>Activity 4.1.6</b> Support the Supreme Court to produce resource materials for judges on good practices from case law adopted by courts in handling SGBV, family and matrimonial rights, to be compiled and acknowledged as judicial precedent and source of law for</p>	<p>UNDP</p>	<p>Supreme Court, Association of Kyrgyz Women Judges</p>

<sup>108</sup> This indicator should be measured for women seeking services **within the past 12 months**, in order to measure progress and change over time—as lifetime prevalence of violence is not a sound measure of change over time.



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	adjudication		
<b>Indicator 4.1.9.</b> Proportion of countries that have developed and/or strengthened national guidelines or protocols for essential services that specifically address the needs of women and girls facing multiple and intersecting forms of discrimination	<b>Activity 4.1.7</b> Strengthen the quality and delivery of services for women and girls with disabilities through the adaptation of <i>Guidelines for Providing Rights-Based and Gender-Responsive Services to Address SGBV and SRHR, and roll out training package</i>	UNFPA	Sectoral ministries/institutions , CSOs, academia, experts
<b>Output 4.2</b> Women and girls' survivors of VAWG, including DV/IPV, and their families are informed of and can access quality essential services, including longer term recovery services and opportunities			
<b>Indicator 4.2.1</b> Number of women and girls' survivors of violence that have increased knowledge of and access to quality essential services	<b>Activity 4.2.1</b> Strengthen access to justice and primary and qualified legal aid for survivors of SGBV, including free legal assistance, information, counselling and representation in courts, through the established 1) Ministry of Justice Free Legal Aid Centres; 2) pro-bono legal mechanisms established in partnership with the private sectors; and 3) pro-bono lawyers of Crisis Centres	UNDP	MoJ, CSOs, legal aid providers, Crisis Centres, private sector
<b>Indicator 4.2.3</b> Proportion of countries that design strategies for increasing the knowledge of and access to services for women and girls, including groups facing multiple and intersecting forms of discrimination	<b>Activity 4.2.2</b> Implement strategies to strengthen the ability of women and girls with disabilities, migrant, and key populations (HIV, LGBTQI) survivors of violence to access quality essential services	UNFPA (IOM)	Sectoral ministries/institution, CSOs, experts

### Sustainability

The proposed activities will be conducted in collaboration with respective line ministries (e.g. Ministry of Health) and the national gender machinery (NGM). Activities will support broader development frameworks and policies in Kyrgyzstan such as the Family Violence Law. Implementation of the Essential Services Package and Multi-sectoral Response Model are important first steps to institutionalize quality and effective services within government plans and budgets. Capacity building efforts will focus on frontline service providers, from government-supported and CSO services. Furthermore, community-based mechanisms and organizations will also be targeted to ensure sustainability of efforts at community level. Lastly, women and girls themselves will be targeted as both solution-holders and for increased awareness-raising activities so that they can continue to access services and advocate for their rights.

**Table 14.** Beneficiaries Pillar Four.

Indicative numbers	Direct	Indirect
Women	3,130	425,000



<b>Girls</b>	50	200,000
<b>Men</b>	2,600	130,000
<b>Boys</b>	40	110,000
<b>TOTAL</b>	<b>5,820</b>	<b>865,000</b>

## Pillar 5: Data Availability and Capacities

### Theory of Change

If (1) Measurement and methodologies for SGBV/HP data collection are improved and strengthened (including monitoring and reporting requirements for SDG target 5.2 indicators) (2) if the capacity of national institutions to collect disaggregated SGBV/HP data in line with globally agreed standards is strengthened and (3) if disaggregated data (including to extent possible on age, ethnicity, location, socio-economic status, disability) are made accessible and disseminated to be used by decision makers and civil society (4) then laws, policies and programmes will be based on evidence and better able to respond to the specific context and realities of women and girls, including those most marginalized (5) because they will be based on quality, disaggregated and globally comparable data

### Outcome Statement

**Outcome 5:** Quality, disaggregated and globally comparable data on different forms of violence against women and girls and harmful practices, collected, analysed and used in line with international standards to inform laws, policies and programmes

### Lessons Learned

There is a need to further strengthen SGBV data collection, quality of data and use of data for programmatic and policy implementation on systematic and sustainable basis. Exchange of data across sectors and line ministries, as prevention and response to GBV requires multi-sectoral approach, is not adequate. There are existing administrative data systems for the health, internal affairs and justice systems, however data collection, analysis of data remains weak. Standardization of reporting recording and reporting forms is much needed. Mechanisms for data privacy and ethics in using and sharing the data are not established. National data on GBV is not reliable, accurate and under reported. There is no well-established monitoring and evaluation systems. The national capacity to design and conduct studies in the area of GBV requires further strengthening. Several studies were conducted in the area of GBV in Kyrgyzstan however results and data from these studies were not widely disseminated nor used.

### Proposed Strategy

**TABLE 15.** Spotlight approach to addressing challenges/gaps in Pillar Five

<b>Gaps/Challenges</b>	<b>How will Spotlight Address these Gaps/Challenges?</b>
Low coordination between relevant stakeholders for use of crime-related data	<b>Strengthen collection and analysis of administrative and criminal data on domestic and sexual violence</b> disaggregated by sex, age, nationality and relationship between the survivor and the perpetrator, type of crime, prosecution, adjudication & conviction rates, etc. as a tool to strengthen investigation, prosecution and adjudication of reported SGBV cases, to promote inter-sectoral data-generation and information sharing and to inform policy and legislative making through: Introduction of a systematic analysis of gender crimes in prosecution bodies and courts with publication on official websites (including analysis of suspended and suspended cases, reactions of prosecution authorities to violations of the procedural rights of victims).
Exchange of data across sectors and line ministries, as prevention and response to SGBV is weak and fragmented and there is low coordination for systematic data collection	Upgrading of <b>Unified Registry of Crimes and Misdemeanours (ERPP)</b> , established under the GPO and used by all law-enforcement agencies throughout the country to elaborate disaggregated data on SGBV (e.g. development of IT sub-module to facilitate the collection of data on SGBV and its presentation in the open data format, training for users, compilation



and analysis	of study report, etc.) <sup>109</sup>
Ethical guidelines for data collection, sharing and reporting are not institutionalized or established in formal procedures	Revise and update (where relevant) the existing ethical guidelines and protocols for data collection, sharing and reporting on SGBV/VAWG, and integrate confidentiality and safety provisions for each sector at every stage of data collection, processing and dissemination. Ensure that collected data is properly maintained and stored and that data are publicly available and accessible (aligned with ethical guidelines) to a wide range of actors, including gender experts, civil society organizations, NGOs and media, to raise awareness and get inputs to policy making and monitoring.

Based on this research Outcome 5 will implement a series of key and **targeted capacity strengthening interventions with key partners (National Statistical Offices, service providers within MSR, academia) to harmonize and assure quality administrative data in different sectors and improve recording.** This will be done through developing standardized reporting forms, systems and software, ethical protocols for use of data on VAWG and supporting efforts to digitalize case management. In addition, establish and strengthen electronic data management systems on SGBV in state institutions and ensure protocols for linking data management systems to reduce double counting. There is a specific need to build the capacity of the National Statistics Office and other responsible public bodies on collecting statistics based on recent legislative amendments related to gender-based violence. Capacity building on best practice related to data collection on gender-based violence is required.

Furthermore, SI will ensure dissemination and accessibility of data, this will be done through visualization of data and statistics to make it friendly and usable by gender/human rights experts and decision makers, including media (work with the media to apply data/statistics in content; support to Government, national statistics outreach platforms). Furthermore, it will enable data related to prevalence and trends in GBV to be more accessible to the public, including survivors. Another activity will be the development of data sharing policy, creating digital hub for dissemination of non-sensitive/analytical data; engage CSO, media and academia, the private sector and grassroots institutions in monitoring of data sharing.

Another focus of the capacity building activities will focus specifically on improving **quality, availability and analysis of administrative data on SGBV** disaggregated by sex, age, nationality and relationship between the survivor and the perpetrator<sup>110</sup>, type of crime, prosecution, adjudication & conviction rates, etc. as a tool to strengthen investigation, prosecution and adjudication of reported SGBV cases, to promote inter-sectoral data-generation & information sharing and to inform policy. This will be done through: Upgrading of **Unified Registry of Crimes and Misdemeanours (ERPP)**,<sup>111</sup> established under the GPO and used by all law-

<sup>109</sup> This activity will be closely coordinated with the EU-funded ROLPRO2 which has provided support in design and operationalization of the pre-trial module of the Electronic Unified State Registry of Crimes and Misdemeanours (ERPP).

<sup>110</sup> As recommended by the joint UNCT submission to the CEDAW on the occasion of review of Kyrgyzstan's progress towards implementation of the UN CEDAW, September 2019

<sup>111</sup> As a part of the ongoing criminal justice sector reform which has entered into force on the 1<sup>st</sup> of January 2019, the software for an electronic database, the Electronic Unified State Registry of Crimes and Misdemeanours (ERPP), has been developed to provide real time information about each crime and offense, starting from the initiation of criminal proceedings (registration-pretrial stage), throughout the trial (production in the court stage) and to an eventual court decision (execution of criminal penalties stage). The ERPP has been established under the Kyrgyz General Prosecutor's Office and has been officially launched across 47 prosecution offices on the 1<sup>st</sup> of January 2019, together with a system of interdepartmental electronic interaction - "Tunduk" (SMEV) – which is expected to interconnect the internal departmental information systems of the various criminal justice agencies. As under the new system, pre-trial proceedings will begin immediately from the moment the information is entered, the ERPP is expected to support a systemic oversight over criminal proceedings, reducing corruption among law enforcement actors, as well as to contribute to produce statistical data on crimes and offenses, to inform policy making in the criminal justice sector and increase information sharing between criminal justice agencies. EU-funded ROLPRO2 has provided support in design and operationalization of the pre-trial module of the Electronic Unified State Registry of Crimes and Misdemeanours (ERPP). Under the Spotlight, this module will be integrated with automatic information and analytical module (all statistics and analytics in criminal and misdemeanor cases) focusing on cases of SGBV.



enforcement agencies throughout the country to elaborate data on SGBV (e.g. development of IT sub-module to facilitate collection of data on SGBV and its presentation in the open data format, training for users, compilation of study report, etc.).

Kyrgyzstan's SI will also work to **ensure dissemination and accessibility of data** through:

- 1) Visualization of data and statistics to make it friendly and usable by gender/human rights experts and decision makers, including media (work with the media to apply data/statistics in content; support to Government, national statistics outreach platforms)
- 2) Development of data sharing policy, creating digital hub for dissemination of non-sensitive/analytical data; engage CSO, media and academia, the private sector and grassroots institutions in monitoring of data sharing.

The National Statistics Committee is a main state institution responsible for national data collection and storage. The NSC has a good capacity to collect data from line ministries on regular basis, conduct surveys, censuses and train professionals on data collection from other sectors. The interventions under this outcome will be conducted close collaboration with the NSC and line ministries with engagement of civil society organizations. Ministry of Health and Ministry of Internal Affairs have relatively good information systems that collect data on routine basis. Strengthening institutional capacity on data collection and reporting, advocacy for the proper analysis and use of data will be used main modalities for implementation. Under Outcome 5, SI will also will partner with the Ministry of Justice and the Office of the General Prosecutor to operationalize the digital database and to more easily access data across multiple platforms, in order to improve disaggregated data collection and analysis related to reports of incidents of SGBV and VAWG, as well as primary and qualified legal aid provided to survivors of SGBV crimes

### Results Framework for Pillar Five

**Table 16.** Results Framework for Pillar Five.

Indicators	Activity	RUNO	Key Partners
<p><b>Outcome 5:</b> Quality, disaggregated and regionally/globally comparable data (in line with international standards) on different forms GBV/HP collected, properly analysed, and effectively used to inform laws, policies and programmes.</p> <ul style="list-style-type: none"> <li>● <i>Indicator 5.1 Proportion of countries that have globally comparable data on the prevalence (and incidence, where appropriate) of SGBV/HP, collected over time</i></li> </ul>			
<p><b>Output 5.1</b> Key partners, including relevant statistical officers, service providers in the different branches of government and women's rights advocates have strengthened capacities to regularly collect data related to VAWG, including DV/IPV, in line with international and regional standards to inform laws, policies and programmes, statistics offices, justice, security, social services and health sector</p>			
<p><b>Indicator 5.1.2</b> Percentage of targeted countries with a system to collect administrative data on SGBV/HP, in line with international standards, across different sectors</p>	<p><b>Activity 5.1.1</b> Co-develop a data sharing policy, creating a digital hub for dissemination of non-sensitive/analytical data; engage CSO, media and academia, the private sector and grassroots institutions in monitoring of data sharing</p>	UNFPA	National Statistics Committee, key institutions
	<p><b>Activity 5.1.2</b> Revise/update and integrate the ethical guides/protocols in data collection, recording and reporting forms for use and exchange of data on SGBV/VAWG, including electronic management systems. Ensure protocols for linking data</p>	UNFPA	National Statistics Committee, key institutions

In addition, ERPP technical handbooks will be refined to ensure the proper collection of SGBV data, the development of reporting forms in line with international practices and the staff of the GPO will be trained accordingly, including on survivor-centred approach, gender sensitivity, confidentiality, etc.





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	management systems to reduce double counting		
<b>Indicator 5.1.4</b> Number of government personnel, including service providers, from different sectors who have enhanced capacities to collect prevalence and/or incidence data, including qualitative data, on SGBV in line with international and regional standards	<b>Activity 5.1.3</b> Strengthen the collection and analysis of data related to SGBV including criminal justice administrative data on domestic and sexual violence (upgrading of Module 1 of Unified Registry of Crimes and Misdemeanours, technical assistance to key stakeholders/actors to analyse and compile data on SGBV across the criminal justice chain) (SDG 5 and SDG16 indicators)	UNFPA UNDP UNODC	MLSD, Ministry of Interior, MoH, MoES, NSC, MoJ, CSOs, Academia, Media GPO, MOI, Supreme court, Office of the General Prosecutor
<b>Output 5.2</b> Quality prevalence and/or incidence data on VAWG, including DV/IPV, is analysed and made publicly available for the monitoring and reporting of the SDG target 5.2 indicators to inform evidence-based decision making			
<b>Indicator 5.2.1</b> Number of knowledge products developed and disseminated to the relevant stakeholders to inform evidence-based decision making	<b>Activity 5.2.1</b> Ensure dissemination and accessibility of data through data visualization to make it user-friendly for gender/human rights experts and decision-makers, including media	UNFPA	National Statistics Committee, CSOs, private sectors

### Sustainability

To ensure sustainability, all efforts will be aimed at strengthening institutionalization of data systems in the National Statistics Committee and line Ministries that is properly funded. Institutionalization of data systems will include standardizing data collection protocols, establishing and improving protocols for interagency coordination on data exchange, capacity building on various aspects of data management including privacy and ethics on the use of data.

**Table 17.** Beneficiaries Pillar Five

Indicative numbers	Direct	Indirect
<b>Women</b>	385	400,000
<b>Girls</b>	0	128,000
<b>Men</b>	915	375,000
<b>Boys</b>	0	134,000
<b>TOTAL</b>	<b>1,300</b>	<b>1,037,000</b>

### Pillar 6: Supporting the Women's Movement

#### Theory of Change

If (1) the knowledge, expertise and capacities of human/women's rights organisations, autonomous social movements and civil society organisations, including those representing youth and groups facing multiple and intersecting forms of discrimination (further as 'CSOs and movements') is drawn upon and strengthened, and (2) the space for local and national CSOs and movements' expression and activity is free and conducive to their work, and (3) multi-stakeholder partnerships and networks are established at local and national level based on shared understanding of 'leading change on EVAWG' with CSOs and movements, then (4) CSOs



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and movements will be able to influence, sustain, and advance progress on GEWE and ending SGBV policies and programmes that respond to the needs of all women and girls, including those facing multiple and intersecting forms of discrimination, *because* (5) the activism of CSOs and movements from local and national levels representing various generations is a crucial driver of progress on efforts to end SGBV in a joint as well as individual manner.

### Outcome Statement

**Outcome 6:** Women's rights groups, autonomous social movements and relevant CSOs, including those representing youth and groups facing multiple and intersecting forms of discrimination/marginalization, more effectively influence and advance progress on GEWE and ending SGBV

### Lessons Learned

UN system in the Kyrgyz Republic has been working with women's movement, civil society organizations and activists through its Gender Theme Group (UN GTG) since early 2000s. In 2012, Kyrgyzstan joined the Secretary General's UNiTE campaign with 90+ CSOs and 290 participants. The campaign participants have organized online (via email and social media platforms) and gradually shaped into "proto-movement." The movement succeeded in lobbying legislation (law on "nike," domestic violence) and organizing around the annual 16 Days campaigns and International Women's Day marches. In September 2019, after an International Women's Day march and extreme backlash from traditionalist circles, UNiTE's leading participants convened a forum to discuss its future (and the future of the women's movement and activism in the country). As a result, they adopted the Organizational Chapter establishing and outlining the movement purpose, vision, management structure, communication principles and procedures for rapid emergency response to the cases of human rights violations. Though informal, this organizational document has become the first step for the movement to transform into a self-regulated, autonomous and civil society-driven initiative.

A fierce competition for donors' funds, the lack of crowdsourcing and crowdfunding capacities, and relatively short history of the civil society limits the movement's agency and clout in decision-making.

Women's organizations and GEWE expertise tend to be a niche subject matter limited to the "expert bubble" of a few well-educated and experienced "first generation" gender expert generalists. The sector is also aging with a younger generation reluctant to join the ranks of gender equality activism. The status quo established by mainstream (often donor-driven) NGOs is one of the barriers for a new highly-networked and less hierarchy-sensitive generation contribute to policy making and adapting women's movement to new challenges of the information society.

Despite the relevance and historic impact of women's movements and CSOs to advance women's rights, promote gender equality and support the efforts to EVAWG, these movements and local organizations are under-funded and overly reliant on traditional funding sources that do not meet their core organizational needs. This reduces their ability to meet the needs of diverse women and girls- the primary beneficiaries, limits the organizations' core capacities (to strategically manage its resources and people) and weakens their ability to deliver on their mission in the most meaningful and impactful way. The breadth of women's organizations and groups representing civil society in Kyrgyzstan does not always create space for younger women, women with disabilities, grassroots groups based in rural areas, LGBTIQ activists, informal groups of activists or groups without English-speaking skills to be visible within advocacy on gender equality and women's empowerment.

Over the last few years, the GoKR has made positive steps in creating enabling environment for CSOs, namely through the 2014 Law on Public Councils of the State Bodies guaranteeing the establishment of citizen advisory bodies in all government agencies and the 2017 Law on Social Service Procurement creating new funding opportunities for CSOs and aimed at complementing governmental assistance in providing a wide range of services to population, including on EVAW. The National Development Strategy for 2018-2040 prioritizes the role of civil society actors in sustainability of development processes in the country and commits to strengthening national legislation aimed at increased participation of CSOs in decision-making processes, creation of opportunities for financial sustainability of CSOs, adoption of civic engagement spaces to bolster constructive collaboration between civil society and Government.

However, despite these political commitments, challenges related to low political will to materialize promises as set out in the National Strategy might undermine meaningful presence and participation of women's human rights advocates. To address these challenges, Pillar 6 will strengthen the role of CSOs as accountability



holders on GoKR implementation of international laws and commitments so that they effectively monitor- and respond to- initiatives that restrict civil society space. The Pillar will also strengthen networking, co-operation and co-ordination among CSOs on issues of the enabling environment across a broad range of civil society organizations involved in the different sectors so that they act consistently and in a coordinated manner to demand national accountability.

**Proposed Strategy**

**TABLE 18.** Spotlight approach to addressing challenges/gaps in Pillar Six.

<b>Challenges</b>	<b>How will Spotlight Address these Gaps/Challenges?</b>
<p>Donor-driven project design/implementation (disempowerment of CSO groups in terms of creating/acting on their shared high-level agendas)</p>	<p>Collaborate with women’s movement to leverage strengths and shore-up gaps in terms of organizational capacities, inclusive participation, playing an accountability role of authorities including LSGs strategic planning, networking and civic engagement.</p> <p>Focus strategy work on strengthening joint efforts and understanding of the women’s movement, gender advocates and other, relevant autonomous movements- to lead change towards EVAWG, strengthening the sector’s agency to influence decision-making.</p> <p>Enhancing CSO capacity to design and manage EVAW programmes and access diversified funding for their EVAW efforts.</p>
<p>Tensions between groups (older generation, new/intersectional identities and groups promote ‘traditional values’)</p>	<p>Support opportunities for networking platforms for intern-regional, regional and global networking/exchange share knowledge, create synergies for partnership among women rights groups, as well as those from among different generations.</p>
<p>Fierce competition for funding</p>	<p>Research key barriers to collaboration among leading Kyrgyz Women’s Rights groups, including specifically from underrepresented groups historically absent from official movement, and between these groups and relevant government bodies and donor agencies.</p> <p>Provide opportunities to design pilots for social innovations based in criteria of inclusivity and gender-transformational outcomes. Pilot results can be used to leverage additional funding.</p> <p>The knowledge-sharing and mentoring to encourage solidarity and co-creation of initiatives, and the multi-stakeholder dialogue will become a way to reduce an environment of competition among CSO partners.</p>
<p>Limited pool of local SGBV/VAWGs experts</p>	<p>Despite the vibrant women’s movement in Kyrgyzstan, there is a lack of local SGBV experts with a strong technical knowledge on international standards to SGBV prevention and response including ethical guideline for data collection/research. In order to address this, under Pillar 6, SI Kyrgyzstan will work with relevant CSOs to develop a certificate programme for gender experts seeking to deeper technical knowledge on VAWG.</p>
<p>Groups representing the most marginalized are often overlooked and inadvertently excluded</p>	<p>Ensuring inclusion and diversity requires examining existing partnerships, identifying who is left out and developing clear and deliberate strategies for reaching, listening to and collaborating with the full spectrum of actors</p>



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SI Kyrgyzstan, under Pillar 6, seeks to 'flip' the paradigm of CSO 'support.' Instead of treating the women's movement, and related CSOs as 'in-need' of support- specifically in relation to traditional capacity-building, SI Kyrgyzstan seeks to leverage the movement's expertise in sourcing creative and innovative approaches to EVAWG. This is based on the understanding that those working in the movement are keenly aware of the cultural context and the specific needs of women and girls. In this regard, SI Kyrgyzstan will largely accompany the movement in order to identify joint-actions and recommendations toward leading change and EVAWG. The SI will take specific initiative to ensure that new, unattached activists, members of autonomous movements, and other informal associations are identified and included. This would include, specifically, with trade unions that have hundreds of members nationally and would provide entry points for engagement at both the horizontal and vertical levels. The inclusion of such groups will only strengthen the movement and allow for networking of their experience which tends to be cutting-edge and more aligned with technologically advanced mechanisms that have been instrumental to stemming social awareness and action in younger generations and more remote communities. The SI will also support the engagement of the movement with government and parliamentary stakeholders to ensure their expertise, leadership and experience are leveraged in legislative amendments and policy implementation.

To do this, under Pillar 6, SI Kyrgyzstan will design an innovative self-assessment tool to measure the needs and interests of targeted groups (including those historically missing and representing multiple vulnerabilities). The self-assessment tool will include modules on knowledge, attitudes, practices and beliefs related to VAWG. It will also include self-assessment on what is currently being done and potential areas of growth. The self-assessment will include an analysis on internal structures, power systems and adaptive leadership skills- aspects crucial to Pillar 2- as well as other important areas of interest identified through current CSO consultations (including capacity for grant development and ability to interface with social media, etc.)

Results from the self-assessment tool will inform the development of strategies to lead the change toward EVAWG. The strategy process will be facilitated by SI Kyrgyzstan but led by participants and resulting in joint-recommendations for joint-actions towards gender equality, women's empowerment and EVAWG. The strategy process itself will also be a platform for knowledge sharing, networking and forging new partnerships. Based on the interest and proposed actions from movement actors, SI Kyrgyzstan will facilitate a process of social innovation funding. Interested groups will be required to co-design (with the support of SI Kyrgyzstan) proposals aligned with LNOB and survivor-centred principles. The proposals will be aligned with key strategies outlined in SI Kyrgyzstan's Pillars 1-5. SI Kyrgyzstan will ensure that groups who have less experience in developing grants will benefit from the co-design process as well as targeted workshops on inclusive project design. Though specific targets will be set after initial mapping and baseline data is available, SI Kyrgyzstan will ensure that groups outside of the city centres are strategically included in innovation funding mechanisms.

SI Kyrgyzstan will also work to identify interested individuals, from within the movement, to support in piloting a SGBV expert certification program. The exact modules will be identified through CSO-consultations and relevant government stakeholders, but will be aligned with adult-learning principles. The certification programme will help address a key gap within the movement which is the lack of SGBV-specific national experts. This expertise is crucial to ensure approaches that 'do no harm' and are aligned with survivor-centred and human rights-based approaches.

Lastly, in close collaboration with strategies under Pillar 1, SI Kyrgyzstan will support CSO actors in fulfilling their roles in holding government accountable specifically in terms of government implementation of international **and** national commitments to gender equality and EVAWG (Beijing 25+ as well as SDG 5 implementation). This will be implemented through a series of capacity building activities identified in the self-assessment approach (6.1.3) and aligned with adult learning principles such as personal and organization reflection opportunities as well as professional development networking/exchange to learn from existing best practices. These interventions will be supported by close monitoring, accompaniment and mentorship, as well as facilitation of open platforms for effective civil society-government engagement. SI Kyrgyzstan, will ensure the inclusion to voice the concerns of women and girls, including survivors of violence, LGBTI women, ethnic minorities and migrant women in decision-making and policy processes, in close collaboration with strategies under Pillar 2. There will be particular focus on engaging with national-level committees (such as the national gender machinery) for these interventions as suggested by CSO during design consultations.

SI Kyrgyzstan recognizes that success engagement with the women's movement and CSOs is crucial for success of strategies proposed in all Pillars. Their engagement during the CPD process has informed much of the content across Pillars, but refining of strategies, specifically under Pillar 3 will be ongoing to ensure that

underrepresented groups identified during mapping will have the opportunities to review, validate and engage in intervention implementation.

### Results Framework for Pillar Six

**Table 19.** Results Framework for Pillar Six

Indicators	Activity	RUNO	Key Partners
<p><b>Outcome 6:</b> Women's rights groups, autonomous social movements and relevant CSOs, including those representing youth and groups facing multiple and intersecting forms of discrimination/marginalization, more effectively influence and advance progress on GEWE and ending SGBV</p> <ul style="list-style-type: none"> <li>• <i>Indicator 6.1 Proportion of countries where women's rights organisations, autonomous social movements and relevant CSOs,<sup>112</sup> increase their coordinated efforts to jointly advocate on ending SGBV</i></li> <li>• <i>Indicator 6.2 Proportion of countries where there is an increased use of social accountability mechanisms by civil society in order to monitor and engage efforts to end SGBV</i></li> </ul>			
<p><b>Output 6.1</b> Women's rights groups and relevant CSOs,<sup>113</sup> have increased opportunities and support to share knowledge, network, partner and jointly advocate for GEWE and ending SGBV, more specifically, with relevant stakeholders at sub-national, national, regional and global levels</p>			
<p><b>Indicator 6.1.1</b> Number of jointly agreed recommendations produced as a result of multi-stakeholder dialogues that include representatives of groups facing multiple and intersecting forms of discrimination</p>	<p><b>Activity 6.1.1</b> Conduct social network mapping to identify missing groups/individual activists, associations and other underrepresented groups that are excluded from formal CSO or NGO structures and networks but who are crucial to social change</p>	UNW	Civil society actors, including media, social media, religious leaders, academia, rights-based networks and groups, community activists, professional NGOs, think tanks
	<p><b>Activity 6.1.2</b> Conduct a capacity review of the movement/network, including assessing technical and functional capabilities, training needs/wants and capacities for advocacy, fund raising, etc.</p>	UNW UNDP	Civil society actors, including media, social media, religious leaders, academia, rights-based networks and groups, community activists, professional NGOs, think tanks

<sup>112</sup> Including those representing youth and groups facing multiple and intersecting forms of discrimination/marginalization

<sup>113</sup> Including those representing youth and groups facing multiple and intersecting forms of discrimination/marginalization





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<p><b>Indicator 6.1.4</b> Number of women's rights groups, networks and relevant CSOs with strengthened capacities to network, partner and jointly advocate for progress on ending SGBV at local, national, regional and global levels</p>	<p><b>Activity 6.1.3</b> Develop comprehensive self-assessment tool for targeted CSOs, etc. to use to measure knowledge, attitudes, beliefs and practices related to VAWGs and how they are currently addressing these issues (part of the Leading Change of EVAW process) and from results of this (and 6.1.1.2), facilitate a CSO-led process of actions/strategies and recommendations to fill gaps or leverage strengths</p>	UNW	Civil society actors, including media, social media, religious leaders, academia, rights-based networks and groups, community activists, professional NGOs, think tanks
	<p><b>Activity 6.1.4</b> Provide strategic support to CSOs to implement multi-sectoral strategies (developed in Activity 6.1.1.3) to improve networking, joint-advocacy and partnerships for EVAWG (actions to be jointly decided but to be led by CSOs)</p>	UNW UNDP UNFPA UNODC UNICEF	Civil society actors, including media, social media, religious leaders, academia, rights-based networks and groups, community activists, professional NGOs, think tanks
	<p><b>Activity 6.1.5</b> Provide Social Innovation grants based on strategy action plans and criteria related to innovation, inclusion and gender-transformative outcomes</p>	UNW	CSOs both national and sub-national
	<p><b>Activity 6.1.6</b> Conduct targeted training on participatory and inclusive project design and fundraising (Trust Fund)</p>	UNW UNDP	CSOs and Media
	<p><b>Activity 6.1.7</b> Build a pool of qualified GBV experts at national and sub-national level, by introducing a certification process (CSO recommendation)</p>	UNW UNFPA	Civil society actors, including media, social media, religious leaders, academia, rights-based networks and groups, community activists, professional NGOs, think tanks
<p><b>Output 6.2</b> Women's rights groups and relevant CSOs are better supported to use social accountability mechanisms to support their advocacy and influence on prevention and response to SGBV and GEWE more broadly</p>			
<p><b>Indicator 6.2.1</b> Number of supported women's right groups and relevant CSOs</p>	<p><b>Activity 6.2.1</b> Strengthening CSOs' role as accountability holders (watchdog)</p>	UNW UNDP (OHCHR)	CSOs



using the appropriate accountability mechanisms for advocacy	on GoKR implementation of international laws/commitments (Beijing 25+ as well as SDG 5) as well as national-level committees (NGM)		
	<b>Activity 6.2.2</b> Knowledge management on Leading Change for sharing with wider groups in the country and among civil society and gender advocates to serve accountability on SGBV	UNW	Academia, media, CSOs, FBOs, local governments

### Sustainability

The promising signals of agency by the fledgling UNiTE movement need a sustained support from the UN system during the transitional period of institutionalization which may take up to two years. It will ensure efficient and timely transfer of institutional knowledge to the newly elected Executive Body of the movement that is expected to take over Secretariat’s functions performed by UN Women over the last 10 years.

**Table 20.** Beneficiaries Pillar Six.

Indicative numbers	Direct	Indirect
<b>Women</b>	2,340	9,100
<b>Girls</b>	1000	4,300
<b>Men</b>	660	2,500
<b>Boys</b>	300	1,000
<b>TOTAL</b>	<b>4,300</b>	<b>16,900</b>

## III. Alignment with SDGs and National Development Frameworks

The Kyrgyzstan Programme under the SI will support the region’s advancement towards achieving the SDGs. The eradication of VAWG, SGBV and HP, which relate to two important SDG targets (5.2 and 5.3), has an impact on other SDGs. The act of guaranteeing that women and girls exercise their right to live a life free of violence, is closely related to the goals and targets regarding the right to a healthy life (SDG 3), inclusive and equitable quality education (SDG 4, targets 4.7 and 4.a), the reduction of inequalities (SDG 10, targets 10.2 and 10.3), inclusive, safe, resilient and sustainable cities (SDG 11, targets 11.2 and 11.7), and the promotion of peaceful and inclusive societies (SDG 16, target 16.1 and 16.2). Under the Kyrgyzstan Programme, key partnerships will also be developed for the achievements of the 2030 Agenda (SDG 17). The implementation of Spotlight in Kyrgyzstan constitutes a substantive opportunity to support country level efforts to implement the 2030 Agenda, and to promote their development at a local scale.

According to the 2018 review of ‘*Mainstreaming, Acceleration and Policy Support (MAPS) for Achieving SDG Progress*’<sup>114</sup>, developed by the UN Interagency MAPS Team, Goal 5 was emphasized as a critical priority in order to achieve all of the SDGs. That is, the elimination of gender inequality and the push towards the empowerment of women and girls represents both an accelerator of progress towards the Sustainable Development Goals and a solution for the sustainable development of the nation. Specifically, the report emphasizes the need for Kyrgyzstan to focus on prevention and response to gender-based violence, prioritizing the following areas in order to achieve SDG 5 targets:

- Increasing access to justice for survivors of all forms of gender-based violence
- Eliminating early and forced marriage
- Strengthening multi-sectoral coordination and response to GBV and essential services for survivors of violence

<sup>114</sup> UN Interagency MAPS Team, 2018: A Report on Kyrgyzstan’s Progress to SDGs: A Review of Mainstreaming, Acceleration and Policy Support for Achieving SDG Progress



Supporting women's political participation in Parliament and Government at all levels are key priorities. Accordingly, SI Kyrgyzstan holds the critical potential to address these priorities, with a focus on prevention and response to gender-based violence and promotion of equitable gender norms and values, which will, in turn support progress towards SDG5. Furthermore, in order to contribute to the SDGs, the Kyrgyzstan UNDAF highlights the needs to promote gender equality; specifically ensuring institutions effectively promote gender equality and working towards women's economic empowerment. Lastly, the National Statistical Committee is tasked with monitoring progress of SDG5 indicators, SI Kyrgyzstan will strengthen the capacity of this institution to effectively monitor this area.

The programme will support accountability for results through a human rights-based approach, capacitating both rights holders and duty bearers to ensure meaningful participation, civic engagement, and supporting the role of communities and civil society organizations in shaping public discussion and social accountability across the region. Through outcomes Two and Four programme interventions, Spotlight will support achievement of a corollary SDG 16, which recognizes the centrality of access to justice, rule of law, and accountable institutions in EAW and achieving sustainable development. This includes building the capacity of national and subnational governments for gender-responsive planning and budgeting and of institutions to ensure access to justice for survivors of VAWG.

Spotlight will ensure local governments are well positioned to play a catalytic role in involving local actors and enhancing local action addressing SGBV in fulfilment of SDG 3 and 5, as well as SDG 10 and 16. In addition, Spotlight is expanding opportunities for local civil society, national human rights institutions and community networks to engage decision makers, including to build consensus on SGBV.

SI Kyrgyzstan will contribute to a number of national frameworks, plans and instruments. For instance, gender equality principles have been incorporated in the *National Sustainable Development Strategy (2018-2040)*, which includes gender equality as a crosscutting theme with a focus on gender parity in decision making, reduction of discrimination against women and girls and ensuring equal access to employment opportunities. Furthermore, Kyrgyzstan developed a *National Strategy on Achieving Gender Equality 2012-2020* which is implemented through bi-annual National Action Plans. The Strategy focuses on four key areas: 1) women's economic empowerment; 2) education; 3) eliminating gender discrimination and improving access to justice; 4) gender parity in decision-making. Both strategies have a monitoring framework, however, the extent to which monitoring data is available has been questioned by civil society.<sup>115</sup>

SI Kyrgyzstan provides a unique opportunity to contribute to these national plans, thus amplifying efforts of the SI, as well as leveraging the buy-in from decisions makers. Specifically, SI Kyrgyzstan's work on Pillar 3 will contribute to the promotion of all targets where gender inequalities are root causes; Pillar 5 will provide the necessary data to inform monitoring processes and the ongoing revisions of national action plans; Pillars 1, 2, and 4 will institutionalize gender equality in policies, institutions and services and Pillar 6 will contribute to the ongoing participation of civil society in monitoring national frameworks and plans. These efforts will be bolstered by ongoing capacity development support to decision makers, as well as gender-responsive budgeting support, to ensure national plans have the funding to support implementation.

## IV. Governance Arrangements

### Country Programme National Steering Committee (CP-NSC)

As the highest governance structure for the Spotlight Initiative in Kyrgyzstan, the **Country Programme National Steering Committee** will be tasked with providing strategic leadership and oversight to the CP. The CP-NSC will have the authority to make decisions that are in accordance with the objectives, approach and scope of the programme once the SI CPD is approved.

The CP-NSC is expected to make key Programme decisions, guide the implementing partners and responsible parties in the execution of the Programme, and ensure effective oversight through review of, and feedback to strategic programme documents (for example, Joint Work Plans, evaluation management responses, and potential revisions to the CPD, as relevant).

The specific roles and responsibilities of the CP-NSC will be validated through further consultation during

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<sup>115</sup> [https://eeas.europa.eu/sites/eeas/files/kyrgyzstan\\_final\\_report\\_09.01.2018\\_approved\\_workshop\\_final.pdf](https://eeas.europa.eu/sites/eeas/files/kyrgyzstan_final_report_09.01.2018_approved_workshop_final.pdf)



programme design, under the following guiding principles:

- Ensuring accountability, effective management and implementation of the SI through proper communication and coordination, in alignment with Kyrgyzstan's priorities and considering UNDAF 2018-2022 and EU's pillars and priorities;
- Approving JWPs, reviewing output level results and adjusting implementation with the aim of ensuring maximum programmatic impact;
- Reviewing and approving periodic and annual joint programme narrative reports submitted by the technical team;
- Approving programmatic or budgetary programme revisions within the limits of the approved CPD by the global OSC;
- Reviewing risk management strategies and ensuring the programme is proactively managing and mitigating risks.

Full ToR will be drafted for review and endorsement by the CP-NSC during its first meeting.

To avoid creating new structures, the CP-NSC will be embedded under the National Council on Gender (NCG) of the Kyrgyz Republic. In essence, therefore, the CP-NSC will be composed of a sub team of the NSC together with the UN, EU and civil society representatives, up to a maximum of 15 members. This will allow for issues discussed and agreed at the CP-NSC to be further taken forward by the Sub team into the full NCG discussions and processes.

The composition of the CP-NSC has been consulted with the Vice Prime Minister of Kyrgyzstan, the EU Delegation to Kyrgyzstan, the CSIRG established for the CP and the UNCT in Kyrgyzstan. As such, the CP-NSC will involve representation of key UN stakeholders, EU Delegation, governmental partners and civil society (see below for the full list of members). The proposed membership leverages government institutions that oversee state priority setting, planning and budgeting, inter-governmental issues and the implementation of the 2030 Agenda and the SDGs, as well as the technical agencies involved in the NAP on GBV to ensure the SI contributes to a whole-of-government approach to ending VAWG that also directly contributes to existing national commitments and the Inter-Ministerial NAP GBV Coordination mechanism.

The CP-NSC will be co-chaired by Vice Prime Minister and UN RC. The civil society members of the CP-NSC will constitute no less than 20% of it. In addition, other stakeholders may be invited to participate in meetings related to planning, deliberation and monitoring roles of the Committee. This includes relevant development partners, representatives from academic/research institutions, local communities and/or private sector.

Decisions made by the CP-NSC will be final in relation to the CP. The NCG can take forward the lessons learned, issues raised and decisions made by the CP-NSC into its own deliberations for further informing national action on the issues.

The CP-NSC operations will be supported by the CP Secretariat, that will include all staff recruited at RUNOs under the CP, under coordination of the Spotlight Programme Coordinator based at RCO and staff of the Office of the Prime Minister overseeing the operations of the NCG. The Spotlight Programme Coordinator at UN RCO and a nominee from the Office of the Vice Prime Minister will act as joint secretaries of the CP-NSC. They will be responsible for minutes of meetings, coordination of progress and other reports and of briefs to be presented at meetings of the CP-NSC. They will also communicate decisions and agreed action points to the RUNOs, CSIRG and other stakeholders as appropriate.

The CP-NSC will meet bi-annually at the highest representation to review progress and discuss overall strategy of the SI in Kyrgyzstan.

**Composition of the Country Programme National Steering Committee:**

1. Vice Prime Minister (Co-chair), with the leadership role and chairmanship of the National Council on Gender
2. United Nations Resident Coordinator (Co-chair)
3. European Union Delegation to Kyrgyzstan (Head of Delegation)
4. Ministry of Labour and Social Development (Deputy Minister)
5. State Agency on Youth, Sports and Physical Culture (Director)
6. Ministry of Health (Deputy Minister)



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7. Ministry of Justice (Deputy Minister)
8. Ministry of Internal Affairs (Deputy Minister)
9. National Statistical Committee (Director)
10. Ministry of Education and Science (Deputy Minister)
11. State Commission on Religious Affairs (Director)
12. State Agency on Municipal Affairs and Inter-Ethnic Relations (Director)
13. General Prosecutors Office (GPO)
14. Office of Ombudsman
15. Parliament
16. UNDP (Resident Representative)
17. UN Women (Country Director)
18. UNFPA (Head of Office in Kyrgyzstan)
19. UNICEF (Country Representative)
20. UNODC (Head of Office in Kyrgyzstan)
21. Civil Society National Reference Group Representative nominated by Civil Society Interim Reference Group
22. Civil Society National Reference Group Representative nominated by Civil Society Interim Reference Group
23. Civil Society National Reference Group Representative nominated by Civil Society Interim Reference Group
24. Civil Society National Reference Group Representative nominated by Civil Society Interim Reference Group
25. Civil Society National Reference Group Representative nominated by Civil Society Interim Reference Group
26. Civil Society National Reference Group Representative nominated by Civil Society Interim Reference Group
27. Media representative

### **Technical Working Group of the Government**

With support from the Vice Prime Minister, the **Government Technical Working Group** (GTWG) for the Development of Country Programme on the Implementation of the Spotlight Initiative has been set up under the NCG. The GTWG serves as the consultative body to the programme development process and will continue to serve as the technical consultative group of the Government in the implementation stage of the CP.

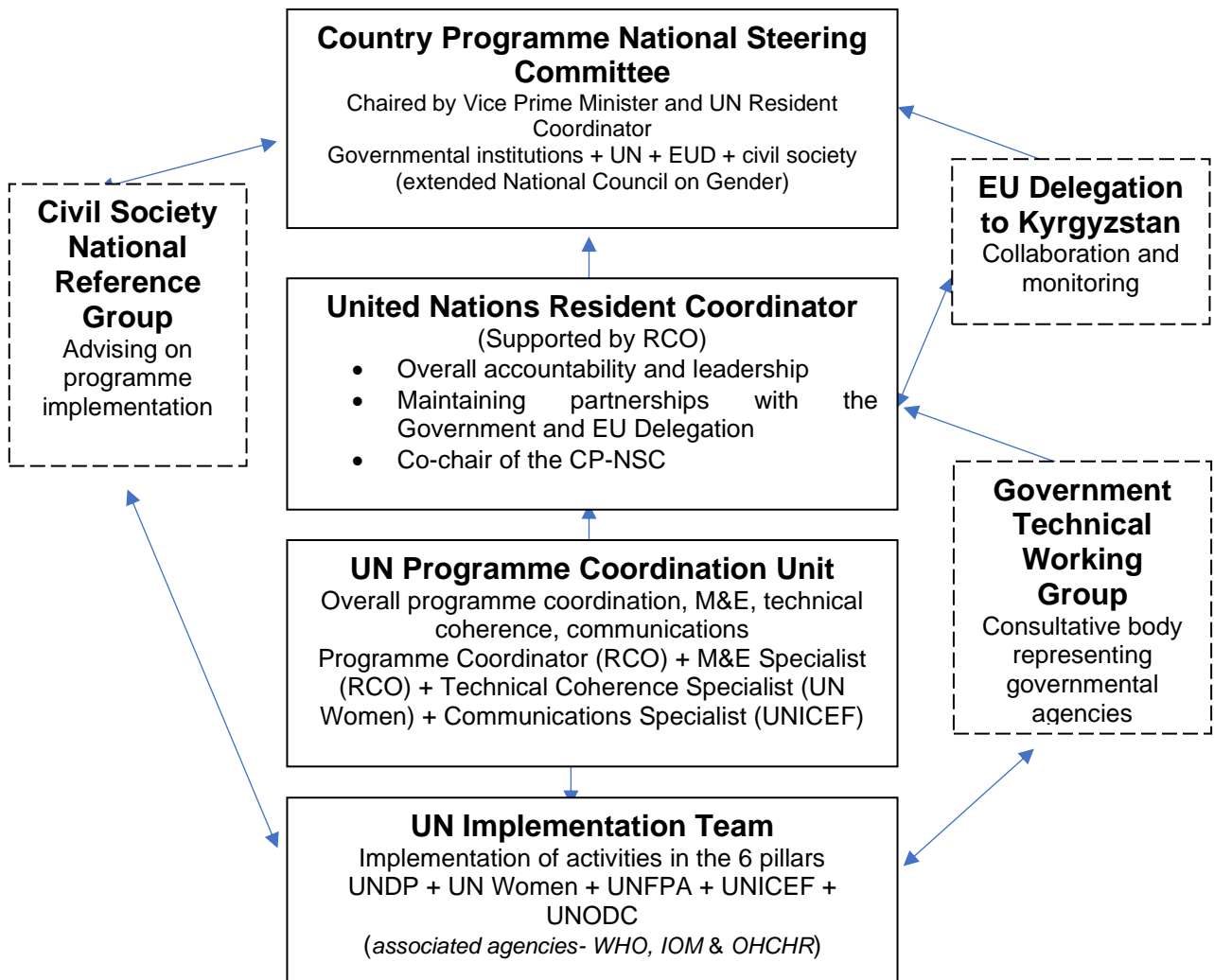
The GTWG is co-chaired by Deputy Minister of Labour and Social Development and, on behalf of the UN system in Kyrgyzstan, by the UNW Representative in Kyrgyzstan. The GTWG is composed of 27 members, including the Government, UN, EU and civil society with representation at the level of heads of units (See Annex 4 for full list of members).

The GTWG will serve as a project monitoring committee for the CP (which will include civil society, EU and UN representatives) and will meet every quarter to review progress on implementation, discuss progress, review opportunities and risks and prepare for CP-NSC meetings and propose remedial actions. Recommendations by the GTWG requiring urgent actions should be approved by UN RC in consultation with the Vice Prime Minister.





Figure 1. Governance mechanism of the Spotlight Initiative in Kyrgyzstan



## V. Accountability

The **UN Resident Coordinator** (RC) has the final decision-making authority within the UN, and is responsible for the overall strategic direction, leadership and oversight of the SI Country Programme, including its planning, implementation, coordination, communication, monitoring and review, as well as facilitation of collaboration amongst all stakeholders. The RC will draw on the technical expertise of the UN Recipient Organisations, who are accountable for the delivery of respective components and jointly accountable for the results. The RC will lead the interactions with the highest governmental authorities, the EU representative and other related partners on behalf of the SI Country Programme

These functions include:

- a) Strategically managing the SI and its oversight;
- b) Approving the CPD and confirming selected RUNOs and programme partners;
- c) Facilitating collaboration among UN agencies, governmental authorities and EU Delegation for the SI implementation;
- d) Overseeing the progress of SI implementation including convening bi-monthly meetings of RUNOs to review progress and approving remedial actions;
- e) Approving periodic reports, as well as budget revisions and funding reallocation, in accordance with the SI's ToR and Operational Manual;
- f) Intervening in the resolution of conflicts, which may arise between institutional counterparts, in the event they may not be solved by the CP-NSC; and
- g) Leading efforts to mobilize additional resources.



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- h) UN RC is accountable to UN DSG for the overall design, set-up, implementation and reporting on the CP, including ensuring national ownership at the highest level, sustainability of results, complementing resource mobilization and broad engagement with the EU and other relevant partners and stakeholders.

**Office of the UN Resident Coordinator (RCO)** will support UN RC's leadership role and will report progress on the SI in Kyrgyzstan to the SI Secretariat. The RCO is responsible for the political and institutional coherence of the SI as well as the coordination, working jointly with RUNOs in the implementation and leading the partnership with the EU Delegation. The RCO will also provide secretariat support to the CP-NSC, GTWG, CS-NRG, while the technical coherence agency (UNW) will ensure conceptual, programmatic, narrative and substantive coherence among the programme outcomes, outputs and joint work plans. The RCO will be responsible for all programme interactions on SI with the Government and the EU and will streamline interactions and communications with the EOSG, SI Secretariat, the Government of Kyrgyzstan, EU Delegation, development partners and the CS-NRG.

The RCO will coordinate execution of the CP and will ensure coordination between the agencies/institutions responsible for implementing activities and monitoring the Initiative, including joint EU Delegation-UN-Government monitoring missions.

### Programme Coordination and Implementation

A **Programme Coordinator**, based at RCO will be responsible for coherent implementation of outcomes through the pillar leads, reporting by agencies, communication, and the consolidation of joint pillar work plans (JWP). Each pillar will be implemented as one package with the lead agency coordinating a pillar task team composed of specialists from all agencies involved in the pillar activities. The task team will be responsible for developing and implementing the JWP per pillar. The Programme Coordinator, together with the Technical Coherence Specialist, convenes technical meetings of the pillar leads to ensure integrated and coherent delivery of the various pillar activities. The pillar leads will lead actions towards systematic information and knowledge management, working closely with the Technical Coherence Specialist. Each pillar lead will appoint a focal person who will be the counterpart with the programme coordinator, M & E specialist and technical coherence specialist. The focal point will be responsible for ensuring that all agencies within the pillar work harmoniously in a coherent, coordinated and integrated manner to implement all activities within the pillar and ensuring effective coordination with other pillars. There will not be separate or siloed implementation of activities by responsible RUNOs and their partners. All activities will be implemented under the coordination of the pillar lead/focal person irrespective of the agency responsible for delivering technical expertise and capacity for the activity. In this connection therefore, all implementation of activities will be guided by the Joint Work Plan which will be the only guiding framework for implementation of activities.

All RUNO staff 100% dedicated to SI Kyrgyzstan will have a secondary line of reporting to the Programme Coordinator. This means, the programme coordinator will support in supervisory activities for these staff such as oversight of SI staff workflow prioritization and Annual Performance Assessments. The Programme Coordinator will convene monthly SI meetings to coordinate and ensure progress against JWPs, discuss priorities and address any issues or concerns. The Programme Coordinator can also convene meeting with all SI Technical Staff to prepare for key project activities, stakeholder consultations, etc. The Programme Coordinator, with the help of the M&E Specialist, will be responsible for progress on implementation, and will provide monthly updates to UN RC and heads of RUNOs and present progress updates quarterly to the GTWG, after receiving quarterly updates from the pillar focal persons. The Programme Coordinator will also make sure that joint programming for the SI both at national and local level aligns with the results framework of UNDAF and its contribution to the 2030 Agenda.

The **UN RC and the Heads of RUNOs** (UNW, UNFPA, UNICEF, UNDP and UNODC) are jointly accountable to the Government and the people of Kyrgyzstan for the delivery of strategic results of the SI CP. The Heads of RUNOs are accountable to the UN RC, and are mutually accountable to each other, for the programmatic and financial outputs of the CP. The UN RC will convene a meeting of Heads of RUNOs bi-monthly to periodically review the progress of CP implementation, provide feedback, discuss and agree on issues that require strategic decision-making. In addition to the CP-NSC, communications and regular field monitoring visits, the SI in Kyrgyzstan will also introduce beneficiary feedback mechanisms to ensure accountability.



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## Monitoring & Evaluation

An **M&E Specialist**, based at RCO will support overall monitoring, evaluation and reporting on the CP, through close cooperation with M&E specialists of the 5 RUNOs. With support from the Programme Coordinator, the M&E Specialist will consolidate annual reports and coordinate overall M&E of the programme. The M&E Specialist will propose the criteria for preparing a baseline; develop and implement a monitoring plan and provide support in preparing monitoring implementation of JWPs. S/he will work in close cooperation with the Technical Coherence Specialist.

## Technical coherence

The UN RC entrusts the programmatic and technical coherence of the Programme to the UNW Representative in Kyrgyzstan and to UNW as the Technical Coherence Agency, as the chair of the GTG. They will be supported by UNFPA as Co-Chair of the GTG. The UNW Representative provides day-to-day oversight to the Technical Coherence Specialist, who is accountable to the UN RC and the Heads of RUNOs.

**Technical Coherence Specialist** (EVAWG Technical Specialist), based at UNW, will be responsible for guaranteeing the narrative and programmatic coherence, integration and quality of the activities of the six Pillars of the SI in Kyrgyzstan, as well as to provide specialized gender expertise and advice for each of the RUNOs and implementing partners to achieve programme objectives. The Technical Coherence Specialist leads the development and review of JWPs and provides advice to the pillar lead agencies to ensure technical coherence and integration. To do this, the Technical Coherence Specialist has the authority to convene meetings with Pillar focal points and SI technical specialists to support JWP development and to ensure strong cross-pillar integration. As UNW coordinates the GTG in Kyrgyzstan, it will play a key role in liaising/communicating with other UN agencies to ensure effective collaboration in the implementation of activities within the SI framework.

For each pillar, one RUNO will be assigned as a pillar lead managing a technical team for the pillar, comprised of technical specialists from agencies responsible for activities under that pillar. Technical functions at RUNOs will be supported by gender specialists (at UNICEF, UNW and UNFPA), and a C4D Specialist at UNICEF and other officers with distinct expertise to support implementation (specializing in e.g. child protection, labour, justice, etc.).

## Communications

A **Communications Specialist**, based at UNICEF will be responsible for overseeing joint communications and visibility for the SI in Kyrgyzstan. The Communications Specialist will convene an inter-agency communications task team consisting of communication specialists of the 5 RUNOs. The Communications Specialist will also be responsible for ensuring common visibility for all activities done under the SI in Kyrgyzstan with joint One UN (UN system) and EU credits, working closely with the Communications Specialist in RCO and the UNCG. For all purposes connected to the SI, the Communication Specialist will work under the supervision of the Programme Coordinator.

Each RUNO will contribute to the programme management by dedicating time of its technical and support staff, including gender specialists, specialists with distinct expertise needed for specific interventions, administrative, finance and operations staff. All UN staff engaged in the implementation of the SI in Kyrgyzstan will constitute part of a virtual hub for the CP. Each will have a @one.un.org or @un.org email address for work done under the SI. All communication by the staff under the SI will be under either of these email addresses. There will be no agency flags or agency visibility materials in relation to the SI. All communication and visibility materials will be in the name of the United Nations and EU. The national officers and assistants within RUNOs will be responsible for the agency-specific activities of SI implementation in Kyrgyzstan, leveraging the agency expertise and ensuring the programme benefits from the existing networks and partnerships and can deliver across the various agency systems and procedures.

## Figure 2. SI Kyrgyzstan Staffing Diagram

**UN Resident Coordinator**

RCO
<ul style="list-style-type: none"> <li style="color: red;">• <b>Spotlight Programme Coordinator, NO-C (100%)</b></li> <li style="color: red;">• <b>Spotlight M&amp;E Specialist, SC-8 (100%)</b></li> </ul>

UNDP
<ul style="list-style-type: none"> <li>• Programme Specialist (Rule of Law Advisor), SC-9 (70%)</li> <li>• Programme Specialist (Gender Coordinator), SC-8 (70%)</li> <li>• Project Coordinator (Access to Justice), SC-8 (10%)</li> <li>• Programme Specialist (Gender Specialist), SC-7 (25%)</li> <li>• Chief Technical Advisor (Rule of Law), P-4 (10%)</li> <li>• Programme Officer, NO-B (10%)</li> <li>• National Programme Officer, NO-B (20%)</li> <li>• Communications Specialist, SC-7 (10%)</li> <li>• M&amp;E Officer, NO-B (10%)</li> <li>• Administrative and Finance Assistant, SC-5 (20%)</li> <li>• Programme Associate, G-6 (20%)</li> </ul>

UNICEF
<ul style="list-style-type: none"> <li style="color: red;">• <b>Spotlight Communications Officer, NO-A (50%)</b></li> <li>• Programme Officer (Gender Officer), NO-B (30%)</li> <li>• Programme Officer on Youth, NO-B (40%)</li> <li>• Communications Assistant (C4D), GS-5 (40%)</li> <li>• Programme Specialist on C4D, NO-C (20%)</li> <li>• Programme Associate (South), GS-6 (30%)</li> <li>• Programme Associate, GS-6 (30%)</li> <li>• Chief Child Survival and Development, P-4 (20%)</li> <li>• Chief Child Protection and Adolescent Development Officer, P-4 (15%)</li> <li>• Programme Specialist (South), P-3 (10%)</li> <li>• M&amp;E Officer, NO-B (10%)</li> <li>• Supply Associate, GS-6 (10%)</li> <li>• Finance Associate, GS-6 (15%)</li> </ul>

UN Women
<ul style="list-style-type: none"> <li style="color: red;">• <b>Spotlight Technical Coherence Specialist, NO-C (100%)</b></li> <li>• Programme Specialist, NO-B (50%)</li> <li>• Programme Specialist on EAW and Behavioural Change, NO-C (25%)</li> <li>• National Programme Officer, NO-C (25%)</li> <li>• Project Specialist, SC-8 (50%)</li> <li>• Administrative Assistant, GS-5 (30%)</li> </ul>

UNFPA
<ul style="list-style-type: none"> <li>• Programme Specialist, NO-A (100%)</li> <li>• Programme Specialist, SC-8 (100%)</li> <li>• Programme Specialist (Gender Officer), NO-A (80%)</li> <li>• Administrative Assistant, GS-5 (50%)</li> <li>• Programme Assistant, GS-5 (20%)</li> </ul>

UNODC
<ul style="list-style-type: none"> <li>• Programme Advisor, SC-9 (50%)</li> <li>• Programme Officer, SC-8 (50%)</li> <li>• International Programme Coordinator, P-4 (10%)</li> <li>• Senior Finance Assistant, SC-6 (10%)</li> <li>• Senior Administrative Assistant, SC-6 (10%)</li> </ul>

Above is a diagram outlining the UN staff who will be engaged in the implementation of the SI in Kyrgyzstan in each of the RUNOs and RCO, their contract modality and time contribution to Spotlight (in brackets). Four people executing core management functions of the SI are coloured in red.

### Civil Society National Reference Group

Given the crucial role of the civil society in the success of the SI, a **Civil Society National Reference Group** (CS-NRG) will additionally serve as an institutional mechanism to provide advice and advocate to realise the results envisioned in the SI for Kyrgyzstan. The CS-NRG will be constituted in adherence to the LNOB principle and ensuring representation of groups of women and girls left furthest behind, and all others relevant in the national context.

For the CPD development phase and interim group (CSIRG) was put in place (see further information under the Partnerships section below), however, a new group will be created through an open, competitive process, organized in coordination with the EU Delegation. The call for nominations will be disseminated widely in the regions of Kyrgyzstan to ensure sufficient applications and representation of the sub-national and local level CSOs. In line with the SDG principle of national ownership, national and local CSOs will be prioritized in the membership of the CS-NRG. Members of the Group will serve on it in their individual capacities.

The CS-NRG will institute measures to avoid any **conflicts of interest** as when, for example, a civil society



representative is associated with a CSO that serves as an Implementing Partner of the SI CP in Kyrgyzstan.

Following the principle of a minimum 20% representation on the CP-NSC, two or more members of the CS-NRG will be nominated by the Group to represent it on the multi-stakeholder CP-NSC. The CS-NRG will have the following functions and responsibilities:

- Provide advice on the overall strategic direction of the SI CP and on cutting-edge national and local policy issues addressing GBV;
- Provide advice and perspectives on addressing GBV-related issues at national and local levels where the SI's leadership and support to civil society advocacy is important;
- Partner on high-level advocacy and communications as well as political dialogue, including by supporting visibility and promotion of the SI's goals at the national and local levels;
- Support efforts at dissemination of the messages of the Spotlight Initiative on addressing GBV to the public, from the national to the community level, especially to marginalized groups, youth and media;
- Provide advice on ongoing interventions, possibilities for scaling up the SI for CP;
- Provide advice on funding priorities at national and local levels and on on-going interventions and recommendations for upscaling achievements and addressing challenges;
- Serve as an interactive space and open forum for dialogue between the SI and organisations, groups and networks working on addressing GBV, including on global, regional, national and local developments, trends and risks related to such work;
- Engage in broader consultations with groups and networks, especially at the local and grassroots levels, at regular intervals to update them and solicit input on the performance of the SI for CP and for advocacy efforts of the SI; and
- Provide feedback to the CP-NSC on the implementation of the CP to feed into the annual monitoring report (if there is a disagreement on result attained, the CS-NRG can send a formal letter to UN RC).

## VI. RUNOs and Implementing Partners

There will be five RUNOs responsible for CP implementation in Kyrgyzstan: UN Women, UNDP, UNFPA, UNICEF and UNODC. Each RUNO will contribute the staff and other resources equivalent to its proportionate share of the CP budget. For each pillar, a technical lead agency is assigned: Pillar 1 – UNDP, Pillar 2 – UNDP, Pillar 3 – UNICEF, Pillar 4 – UNFPA, Pillar 5 – UNFPA and Pillar 6 – UN Women. WHO, OHCHR and IOM are included as associated agencies. WHO will primarily support engagement with health care providers in regards to service provision for survivors of violence. OHCHR will support specifically a mainstreamed HRBA with specific support under Pillar 1 and 2 and IOM will provide technical support specifically in working with migrant women, a key population vulnerable to GBV.

### UN Women

UN Women in Kyrgyzstan has 20 staff with its office in Bishkek and a field office in Osh. The annual budget for 2019 is USD 2 million. UN Women, as an entity entirely dedicated to gender equality and women's empowerment, is focused on three priority areas, including on EAW, women in leadership and governance, including in peace building, and women's economic empowerment and its actions are present in all districts of the country. UN Women in Kyrgyzstan is facilitating the UNiTE platform that brings together over 80 organisations and activists focusing on EAW. As part of UN Women's coordination mandate, the agency is leading the UN's GTG, and extended GTG, and from the end of 2019 it has been facilitating mainstreaming of Gender Equality and Women's Empowerment into the Development Partners' Coordination Council of Kyrgyzstan. UN Women will be in charge of the overall technical coherence of the SI CP in Kyrgyzstan with a dedicated Technical Coherence Specialist. UNW will lead technical coherences for the SI Kyrgyzstan and Pillar 6. They will also leverage their experience in implementing Gender Action Learning Systems (GALS) in Kyrgyzstan.

### UNDP

UNDP in Kyrgyzstan has 120 staff deployed at the country office in Bishkek, and the sub-national offices in Osh and Batken. The annual budget for 2019 is around USD 22 million. Through over two decades of active engagement in the context of a complex national governance and rule of law architecture, UNDP provides consolidated expertise in working closely with the government, local institutions and CSOs to sustain national efforts in strengthening the rule of law, improving the performance of justice and security systems, facilitating





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human rights-focused and gender sensitive legislation, policy dialogue and design transformational and sustainable solutions, addressing all forms of gender-based violence, including child and forced marriage. As a result, UNDP is strategically well positioned to deliver in all six pillars of the SI, capitalizing on best practices made available and on ongoing initiatives implemented in this practice area in Kyrgyzstan, including on increasing access to justice and legal aid; strengthening the rule of law and supporting legal, justice and security sector reform, including capacity development of justice and security institutions in line with international standards; strengthening the legislative and oversight function of the parliament and supporting civic engagement in policy and decision-making processes including women's political participation; strengthening the capacity of the General Prosecutor's Office in generating data on criminal justice; supporting the national women's rights movement to address SGBV and women's rights.

### UNICEF

UNICEF in Kyrgyzstan has a staff of 45 persons with its central office in Bishkek and a field office in Osh to have a capillary reach of the Southern provinces. The annual budget for 2019 is USD 11 million. Bae on its core mandate and prolonged presence in the country, UNICEF Kyrgyzstan has developed a high degree of expertise in all aspects pertaining to children rights and is an instrumental adviser to state authorities as well as civil society. UNICEF will bring its expertise in working with key governmental partners such as the Ministry of Education and Science, the Parliament, as well as the Ministry of Justice. At the same time, UNICEF will bring its consolidated expertise on C4D methodologies linking the behavioural change programmes to the policy and normative setting.

### UNFPA

UNFPA has been working in Kyrgyzstan since 1992 and focuses on increasing universal access to sexual and reproductive health services including maternal health and family planning, HIV/AIDS prevention and elimination of GBV/HP. UNFPA Kyrgyzstan Country Office includes 17 staff members, its yearly budget is around USD 2.5 million. UNFPA is applying GTP to transform gender and social norms across multiple contexts, including engaging men and boys, to address stereotypical gender norms, eliminate VAWG, combat HP which foster injustice, and increase access and utilization of sexual and reproductive health services. UNFPA is a pioneer in working with religious leaders/women and religious organisations in promoting GE and civic education. UNFPA contributes to national systems of prevention and response to GBV and Essential Services for Victims of GBV, and strengthens the multi-sectoral prevention and response to GBV. UNFPA assists in development and adoption of important gender policies and laws, and supports collection, use and analysis of gender disaggregated statistical data.

### UNODC

UNODC in Kyrgyzstan has 25 staff working on the following interrelated thematic areas: organized crime and trafficking; corruption; crime prevention and criminal justice reform; drug prevention and health; ad terrorism prevention within the Programme for Central Asia. The annual budget for 2019 is around 8 million US dollars. UNODC in Kyrgyzstan is committed to achieving health, security and justice for all by tackling threats from illicit drugs, organized crime. UNODC will bring its expertise for prevention and response to SGBV in working with legislative reforms, gender sensitization of law enforcement agencies, promoting community-policing principles, education for justice, rule of law, legal aid, mentorship and leadership programs in law enforcement, prison reform.

### Associated Agencies:

#### OHCHR

The OHCHR Regional Office for Central Asia (ROCA) covers all five countries of the region: Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. In Kyrgyzstan, ROCA engages in general human rights monitoring across the region, provides comprehensive capacity building for duty bearers and rights holders and works towards mainstreaming human rights. In the course of last years, the Office in Kyrgyzstan has successfully launched a programme geared towards supporting civil society in combatting discrimination and ensuring human rights in the context of state efforts to prevent and counter violent extremism. Alongside continuous facilitation of coordination through human rights working groups, ROCA has started a substantial and long-term capacity development programme for civil society activists and human rights lawyers and plans to continue in 2020 its human rights education programs for young civil society activists and human rights defenders. Capacity building of human rights defenders and young civil society activists as well as of those who went through strategic litigation programs do contribute to the availability of consultative and legal service



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to the victims of GBV. ROCA has also provided capacity development to State Training Centres on developing a training program on equality and non-discrimination; these Centres have started to integrate these topics, including with the provision of human rights training to almost 400 police officers.

### IOM

For more than 20 years IOM Mission in Kyrgyzstan is implementing programs on protection of the rights of migrants and victims of human trafficking, especially women and girls. Based on its unique experience, international standards and human rights norms the IOM country office in Bishkek and the sub-national office in Osh have provided protection and assistance to thousands of vulnerable migrants and victims of human trafficking who have suffered from GBV, exploitation and abuse. To respond to the needs of vulnerable migrants and victims of human trafficking IOM has supported a network of more than 35 NGO partners located in all regions of the country and has built their knowledge and capacity to identify vulnerable migrants, victims of human trafficking, including those who have suffered from violence and to ensure that they receive appropriate, immediate and long-term support according to international norms and standards and using a survivor-centred approach. Also, IOM equip vulnerable populations with information necessary to better protect themselves from abusers, recruiters, traffickers and exploiters and raise awareness about EVAWG. IOM has signed MoUs with the Training Center for Prosecutors under the General Prosecutor's Office of the Kyrgyz Republic and High School of Justice under the Supreme Court of the Kyrgyz Republic and trained more than 200 prosecutors and 200 judges, as well as around 500 police officers of the MoI on survivor-centred approach. IOM is co-chairing the Task Force Group on development of migration policy established by Government Resolution #46 of 6 May 2019 and will ensure that provision on strengthening the ability of women migrants - survivors of violence to access quality essential services is included in the migration policy. As a result, IOM is well positioned be the associated agency for the SI to provide its expertise across all Pillars but specifically in relation to reaching vulnerable women and girl migrants.

### WHO

The WHO is a specialized technical agency that coordinates public health within the United Nations (UN). As part of the UN system, WHO's primary role is to direct and coordinate international health by providing leadership on matters critical to health, setting norms and standards, building sustainable institutional capacity, etc. In Kyrgyzstan in regards to EVAWG, WHO mainly focuses on providing a technical assistance to strengthening health reforms and service provision including for sexual and reproductive health. The health system response to VAWG has been prioritized by the Kyrgyz Republic along with other WHO's Member States through the World Health Assembly (WHA resolution 67.15) and the Global plan of action on health systems response to interpersonal VAWGs (WHA resolution 69.5). It has also been prioritized in the WHO's General Programme of Work 13 (2019-2023) and is considered a core area of focus for the Organization's work on sexual and reproductive health. WHO is well positioned to contribute to the Kyrgyz Republic SI, especially with regards to availability, access, acceptability and quality health services.

#### **Government as implementing partner**

On the government side, the Vice Prime Minister in charge of social and gender issues and Office of the Vice Prime Minister will play an overarching role in supporting the implementation of the SI. Ministry of Labour and Social Development will be in charge of steering the GTWG as the main platform for consulting the Government on the SI implementation in Kyrgyzstan.

Overall coordination of the SI from the Government's side will be placed under the NCG. The NCG is a coordination, consultative and deliberative body responsible for coordination of development and implementation of the state policy on gender development, as well as analytical and expert work on coherent solutions on gender development.

#### **Civil society as implementing partner**

Civil society will be the key partner in the implementation of the SI in Kyrgyzstan. A very significant part of the programme will be delivered through civil society organisations. The team of implementing RUNOs, with support from the EU Delegation, CS-NRG and the Government TWG will ensure that multiple vulnerable women groups (such as victims of violence; rural women; women living with HIV/AIDS; adolescent women; ethnic, language and religious minorities; women and children with disabilities; women migrants; women in politics; women in business; school age girls; LGBTQI) are represented at programme steering events and its implementation.



Specific CSOs will be selected as implementing partners during SI inceptions. However, SI Kyrgyzstan has already mapped CSO crucial implementation engagement across Pillars. For Pillars 1 and 2, CSOs will be crucial to prioritizing legislative amendments, monitoring ongoing legislation and continuing to advocate for future amendments beyond the life of the project. They will support the implementation of gender audits in state institutions and contribute to continue in educational curricula. The CSOs engaged under Pillar 1 & 2 should have strong working knowledge of GoKR legislative reform processes as well as strong advocacy and communication skills. They must be well versed in HRBA and Survivor-Centred approaches. To ensure inclusive advocacy, they should also be representing various underrepresented and vulnerable groups such as migrant women, LGBTI, etc.

Under Pillar 3 CSOs are the key drivers of implementation. They will be selected based on their geographic reach, their ability and capacity for inclusive community mobilization as well as certain CSO experience in engaging with media and religious communities.<sup>116</sup> They must have knowledge of gender transformative interventions (and/or capacity to implement/train up on approaches like GALs).

Under Pillars 4 & 5 CSOs will be engaged who work specifically in GBV service provision and data collection. These CSOs must have strong experience, understanding or willingness to learn about survivor-centred approaches, confidentiality, intersectionality and LGBTI issues. Pillar 4 & 5 will also engage with private sector and academia.

Pillar 6 will work with CSOs engaged across all Pillars- fostering a far-reaching network with diverse skill sets, geographic scope, experience and representation.

## VII. Partnerships

SI Kyrgyzstan employed a broad-based partnership as one of the key approaches for the program design, implementation, monitoring and evaluation. The following key partners are extensively engaged and will be partnered with throughout the program cycle:

- EU Delegation in Kyrgyz Republic
- Parliament and local elected bodies, men and women MPs, Specialized committees,
- Government (central and local) Labour, Social Protection, Family, Gender, Education, Health, Finance, Justice, Security, interior, Planning, Culture, Office of the President, etc.
- Women and girls from rural areas, ethnic, linguistic and other minority groups, survivors and victims of violence, disabilities, HIV, LGBTQI, mothers, youth, etc.
- CSOs (local, grassroots) working on EVAWG engage through consultations, CS-NRG, National Steering Committee, Implementing Partners/ Beneficiaries/Grantees, Observers of recruitment and procurements,
- Media (mainstream and social), academia (international and local), innovation leaders, private sector, faith-based organizations
- 3+2 RUNOs, associated agency, contributing UN agencies under the leadership of the UN RC
- Development partners engaged in programmes contributing to ending violence against women and fighting discrimination

### Partnerships for CPD development phase

A technical team comprised of specialists from UN Women, UNFPA, UNDP, and UNICEF and coordinated by RCO was tasked with developing the CPD. The team was later joined by UNODC as the 5<sup>th</sup> RUNO. The development of CPD in Kyrgyzstan was a transparent process led by UN RC: a number of **UNCT** meetings were held to inform UNCT on the SI and its CPD process and other agencies provided their recommendations and input, and took part in consultations.

The CPD development phase was supported largely with consultations with three partner groups: the EU Delegation in Kyrgyzstan, the Government and the civil society.

The EU Delegation in Kyrgyzstan is a strategic and key partner for the Spotlight Initiative and has been involved in the design of both the programme strategy and CPD from the very beginning. Several dialogues were held on a bi-weekly basis with the Head of Cooperation Unit of the EU Delegation and Cooperation Unit Staff with

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<sup>116</sup> Criteria will be established with CP-NSC.



UN RC, UNCT and the technical team to discuss the overall vision for the SI Country Programme in Kyrgyzstan, envisaged activities and timeline. The EU Delegation has actively taken part in consultations with the civil society and the government during the CPD development phase. RCO has provided regular briefings to the EU Delegation on the CPD process.

**The Civil Society Interim Reference Group (CS-IRG)** was established as the mechanism for consultations with the civil society in the CPD development phase. A rigorous and transparent process was established to collect nominations from CSOs: over 70 applications were submitted and 15+2 members were selected, covering such marginalized and distinct groups as victims of violence; rural women; women living with HIV/AIDS; adolescent women; ethnic, language and religious minorities; women and children with disabilities; women migrants; women in politics; women in business; school age girls; LGBTQI. Two members of the CS-IRG were selected as the group's coordinators and helped organize the group.

**Government Technical Working Group (GTWG)** was established as a result of number of high-level meetings organized between the UNRC, EUD and the Vice Prime Minister's office on the SI for Kyrgyzstan. The GTWG comprises of the representatives of the Ministries, Government agencies in the field of justice, education, health, economy, finance, interior, communication, as well as Government agencies working on youth, and religious affairs at the level of heads of departments under the leadership of the deputy Minister of Labour and Social Affairs.

During CPD V0 elaboration the technical team held a briefing and a consultation with the CS-IRG and GTWG. The SI, its vision and guidance, as well as the role of CSOs in the SI were presented to CS-IRG and GTWG, after which they had submitted a rigorous list of recommendations for each pillar. The consultations were also attended by the Heads of RUNOs and the EU Delegation. The technical team hosted number of workshops on the concepts of change and leading change to build the CS-IRG's capacity on transformative gender thinking and action and enhance their understanding on the overall suggested concept for the SI Country Programme in Kyrgyzstan. It is important to note that consultations with the **GTWG** is on-going on a weekly basis under the leadership of the Deputy Minister of Labour and Social Development and its Gender Unit under co-leadership of UN and EU.

*Refer to "ANNEX 1: Multi-stakeholder engagement" for details of stakeholders engaged in consultations*

### **Strategy to engage partners during the implementation phase**

The European Union delegation, other donors and development partners, government, parliament and civil society organizations representing full range and diversity of organisations working on ending violence against women and girls and facing multiple and intersecting forms of discrimination (e.g. women and girls with disabilities, women and girls living with HIV, LGBTI persons, youth networks) will engage in **transformative partnership** throughout the program implementation. As per Government Technical Group ToR agreed upon with the Government, all relevant Government Ministries and agencies will continue engaging throughout the program implementation.

Transformative partnership is defined for SI Kyrgyzstan as an approach that works towards **generating new values on EVAW** in the context of the country **whereby we will bring the partners with an ambitious final goal of tackling a VAWG in an innovative and multi-faceted way that results in systemic change at the targeted level.** Partners who will engage will be doing so on voluntary basis within the agreed shared conceptual approaches that will be offered within the program.

We operate in a complex environment, and it was clear from the consultations that the precise definition of the root causes of VAWG is still to be clarified. Thus, anticipating that partners will bring differing world views and perspectives to the issue, the transformative partnership is aimed at offering a space to negotiate and better define the problem, its causes as well as possible solutions to follow to address VAWG.

Partners of SI will need to iterate and adapt to collectively finding a solution that is feasible and politically acceptable to all. Where applicable, the program will be employing 'exchange' and 'integrative' partnership approaches as well. Collaborative Advantage Framework<sup>117</sup> will be extensively used for maximizing the value of the Spotlight program by: 1. Bringing together essential complementary resources and instruments; 2. Convening diverse, holistic range of actors; 3. Exploiting synergies; 4. Creating sufficient weight of action; 5. Collective learning and capability building; 6. Innovation from combining diverse resources; 7. Legitimacy and

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<sup>117</sup> Collaborative Advantage Framework





knowledge to create norms, standards and policies; 8. Combining the three intrinsic strands of sustainability; 9. Scalability through combining delivery capacity across geographies; and 10. Networking, connecting, building relationships and catalysing action.

This program action will be continuously co-created and reviewed through a strong logical link between the proposed activities, and their interlinkage with the initiatives implemented in the past by many actors. Detailed description of partners and their engagements are provided under the Program Strategy section of the program document.

## VIII. Intersectional Approach

While no woman or girl is exempt from violence, the risks and experiences for some are greater and the responses to their specific needs may be non-existent or weak. Women and girls in Kyrgyzstan who are in certain stages of life (adolescents and older ages), who are migrants, those living with disabilities or HIV/AIDS and those living in rural areas, among others, are often the most discriminated against, creating overlapping inequalities and situations of multiple and intersecting disadvantage, explaining how and why certain groups are systematically left behind. The 2019 Report on the Joint UNCT Submission to the Committee on CEDAW<sup>118</sup> noted that women in Kyrgyzstan continue to face multiple forms of discrimination based on ethnicity, religion, disability, age (elder women) and identity. It found that the antidiscrimination legislation does not encompass the intersecting forms of discrimination.

For instance, a report from the European Commission<sup>119</sup> noted significant barriers to accessing justice for women with disabilities who have experienced violence. These barriers included limited physical access to courts, no sign-language interpreters or Braille script services and limited sensitivity of judges on women with disabilities. In Kyrgyzstan, with its high rate of out-migration and domestic migration for labour purposes, migrants are at significant risk for violence due to increased vulnerability, limited social safety nets and low knowledge of how to access to services. Interestingly, research indicates that family members of those who have migrated outside of Kyrgyzstan are also at particular risk, they tend to be more economically dependent on their partners abroad as well as in-laws, increasing their vulnerability.<sup>120</sup> As in many other contexts, adolescent girls are particularly at-risk of violence in Kyrgyzstan, in particular faced with high rates of early and forced marriage. Furthermore, the 2019 CEDAW shadow report found that discrimination of LGBTIQ persons, especially those belonging to ethnic minorities, has intensified especially in the more traditional southern regions of the country, where LGBTIQ persons suffer from police brutality, ill-treatment and intimidation. Recognising this, the SI Kyrgyzstan has placed at its centre the principle of “leave no one behind.”

At the heart of leaving no one behind, is leaving no one out. It is imperative and a basic principle of the SI Kyrgyzstan that women and girls, especially those facing multiple and intersecting forms of discrimination, must be meaningfully engaged to elevate their voices and ensure that their experiences, knowledge, recommendations and agency are not only respected, but central to the design of interventions. The SI Kyrgyzstan is attempting to give the necessary space and support to such women and girls, as well as to the groups that represent them.

Women's rights groups, autonomous social movements and civil society organizations (CSOs) have the capacity to support and organize those voices. They have the capacity to articulate the social perspectives of all groups of women, including youth, marginalized groups and/or groups facing intersecting forms of discrimination/marginalization. It is with this principle at heart that the SI Kyrgyzstan will ensure that the women's movement and civil society can be meaningfully engaged and involved in decision-making at all levels of the SI Kyrgyzstan, and that they participate in the design, implementation and monitoring of interventions on VAWG, harmful practices and other relevant technical areas. As an initial strategy, SI Kyrgyzstan has ensured participation of organizations that represent marginalized groups in the Civil Society Reference Group that has been tasked with supporting the design of the programme strategy. Specifically, of the 17 CSOs in this group, organizations who focus specifically on: the LGBTI community, migrants, women and girls with disabilities, and youth are participants.

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<sup>118</sup> Forthcoming

<sup>119</sup> [https://eeas.europa.eu/sites/eeas/files/kyrgyzstan\\_final\\_report\\_09.01.2018\\_approved\\_workshop\\_final.pdf](https://eeas.europa.eu/sites/eeas/files/kyrgyzstan_final_report_09.01.2018_approved_workshop_final.pdf)

<sup>120</sup> <https://www.osce.org/odihr/269066?download=true>





## **IX. Risk Management (Table F)**

This section sets out the main risks that may jeopardize the Spotlight Initiative in Kyrgyzstan's implementation, their likelihood, severity, and risk management, including responsibility for risk management/ mitigation. It also includes protection considerations related to those engaged in the programme either at grassroots level or at high visibility levels. Further details are found in Table F below.

**TABLE F - PROGRAMME RISK MANAGEMENT MATRIX**

Risks	Risk Level: Very high High Medium Low (Likelihood x Impact)	Likelihood: Almost Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Extreme-5 Major-4 Moderate-3 Minor-2 Insignificant - 1	Mitigating measures
<b>Contextual risks</b>				
Resistance from family, community, traditional and religious leaders (returning to conservative values/ideas)	Very High	Likely (4)	Moderate (3)	<ul style="list-style-type: none"> <li>✓ Support existing programs involved with engagement of men especially from family, community elders, traditional and religious leaders</li> <li>✓ Support existing programs focused on sensitization and empowerment of women, traditional and political leaders to understand, mobilize against violence against women</li> </ul>
Earthquakes, Flooding and other natural disasters	Very High	Unlikely (2)	Major (4)	<ul style="list-style-type: none"> <li>✓ Provide contingency funding to contribute to VAWG emergency response on an annual basis</li> <li>✓ Support flexibility in programming given the disruption of emergency programming to regular activities</li> </ul>
Inadequate national buy-in (investment)	High	Possible (3)	Major (4)	<ul style="list-style-type: none"> <li>✓ For the ownership and commitment of governments in this initiative, there should be a clear understanding of what this programme wants to achieve in complementarity to other actions and its added value</li> <li>✓ Strong consultation and engagement with Government to ensure ownership, motivation and sustainability</li> <li>✓ Provide support to existing regional and</li> </ul>



				<p>national networks and mechanisms</p> <ul style="list-style-type: none"> <li>✓ Target high level public servants with behaviour change programming</li> </ul>
Resistance from women’s movement to change the networking and knowledge sharing paradigm	High	Possible (3)	Major (4)	<ul style="list-style-type: none"> <li>✓ Research key barriers to collaboration among leading women’s rights groups, including specifically from underrepresented groups, and between these groups and relevant government bodies and donor agencies.</li> <li>✓ Leverage strengths of women’s movement and shore-up its gaps in terms of organizational capacities, inclusive participation, adaptive leadership, strategic planning, networking, civic engagement and knowledge management</li> <li>✓ Capacity building on applying the Strategy on Leading Change on EVAW at targeted institutions and communities under the leadership of civil society actors and gender advocates</li> </ul>
Political instability	High	Possible (3)	Major (4)	<ul style="list-style-type: none"> <li>✓ Monitoring of situation.</li> <li>✓ Working with technical staff of line ministries and parliamentary apparatus to ensure continuity of policies and commitments during potential political unrest.</li> </ul>
Lack of incentives & vested interests are too strong to support reform’s implementation and nurture a public interest and rule of law culture	High	Likely (4)	Major (4)	<ul style="list-style-type: none"> <li>✓ Work to institutionalise the process for change and where possible, bolster it through proper engagement of multiple drivers of change and generation of incentives among justice actors and across the criminal justice chain.</li> </ul>
Lack of political will and limited state resources allocated to justice sector prevent the long-term and sustainable implementation of reform	High	Likely (4)	Major (4)	<ul style="list-style-type: none"> <li>✓ Develop a justice sector reform strategy, including also a costed analysis of short, medium and long-term priorities, to assist the government in improving strategic planning and proper resource allocation to</li> </ul>



				<p>the implementation of the reform.</p> <ul style="list-style-type: none"> <li>✓ Work closely with the OP, OPM, Expert Working Group and all partners to regularly advocate for adequate budget allocation to the justice sector and to support sustainable legal frameworks.</li> </ul>
<b>Operational risks</b>				
High staff turnover	Medium	Unlikely (2)	Major (2)	<ul style="list-style-type: none"> <li>✓ Alignment/promotion of institutionalization</li> <li>✓ CSOs as accountability mechanism for gov't buy-in and support</li> <li>✓ Targeting of mid-level technical specialists who turn over at slower rate</li> <li>✓ RUNOs committed to creating a supporting, motivating and rewarding workplace.</li> <li>✓ Organizational learning, training and coaching to align personnel skills with business needs.</li> </ul>
Underperformance of implementing partners	Medium	Possible (3)	Major (4)	<ul style="list-style-type: none"> <li>✓ Continuous capacity building of implementing partners on gender-transformative programming, adaptive leadership, leading change and results-based management.</li> <li>✓ Adherence to UN Standard operating control procedure.</li> <li>✓ Frequent meetings between project partners and continuous monitoring will allow necessary adjustments of responsibilities early on</li> </ul>
<b>Programmatic risks</b>				
Country Programme is not fully funded to achieve all deliverables due to the lack of required resources (resources additional to the EU envelopes)	Medium	Unlikely (2)	Moderate (3)	<ul style="list-style-type: none"> <li>✓ Develop and implement resource mobilization strategies to attract resources for the Spotlight Initiative Country Programmes at the country level.</li> </ul>
Lack of technical and financial resources including to improve service delivery	Medium	Unlikely (2)	Major (4)	<ul style="list-style-type: none"> <li>✓ Diversify funding sources to fill cost gaps; ensure financing and sustainability strategy from outset.</li> </ul>

				<ul style="list-style-type: none"> <li>✓ Engage with partners frequently to monitor implementation of resource mobilization (RM) strategies to attract resources for the Spotlight Initiative Country Programme at the country level</li> <li>✓ Adjust programmatic approach as needed.</li> </ul>
Funding and services not available after Initiative ends due to lack of resources	High	Possible (3)	Major (4)	<ul style="list-style-type: none"> <li>✓ In collaboration with government and the private sector (where possible) develop a feasible financing strategy with conditions that secure a financial sustainability plan from the outset – ensuring ownership through civil society’s engagement</li> </ul>
Acquired capacity and knowledge not translated in transformative action	High	Possible (3)	Major (4)	<ul style="list-style-type: none"> <li>✓ Undertake assessment to understand why knowledge is not translated into action and work closely with national stakeholders to address them</li> </ul>
<b>Fiduciary risks</b>				
Disbursements of resources to small stakeholders (CSOs) and national implementing partner have the potential to provide incentives for diversionary activities.	Medium	Possible (3)	Minor (2)	<ul style="list-style-type: none"> <li>✓ Funding to the grass-roots level CSOs under pillar six can be operationalized through existing mechanism in the region, which can channel the resources to grass-root level CSOs, based on an open and transparent process</li> <li>✓ Prioritize engagement of CSOs during Country Plan development and implementation</li> </ul>
<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>✓ No major change in the political situation in the region will affect implementation of the Spotlight Initiative</li> <li>✓ The Spotlight Initiative has significant political and administrative support, which facilitates the involvement and commitment of Central and South Asia governments and civil society organisations</li> <li>✓ There is significant national commitment including through dedication of domestic resources to ensure sustainability and long-term impact of the programme and overall efforts</li> <li>✓ There is significant national commitment to the promotion of gender equality and women’s and girls’ empowerment</li> </ul>				



## X. Coherence with Existing Programmes

The **Collaborative Advantage Framework**<sup>121</sup> will be extensively used for maximizing the value of the Spotlight program by: 1. Bringing together essential complementary resources and instruments; 2. Convening diverse, holistic range of actors; 3. Exploiting synergies; 4. Creating sufficient weight of action; 5. Collective learning and capability building; 6. Innovation from combining diverse resources; 7. Legitimacy and knowledge to create norms, standards and policies; 8. Combining the three intrinsic strands of sustainability; 9. Scalability through combining delivery capacity across geographies; and 10. Networking, connecting, building relationships and catalysing action. The Program team and the partners will be extensively trained and coached as part of the preparation to the programme implementation on Collaborative Advantage Framework.

This program action will be further co-created through a strong logical link between the proposed activities, and their interlinkage with the initiatives implemented by many actors. Below is a list of programmes which are supporting the same Outcomes as SI Kyrgyzstan. However, an extensive mapping will be conducted during project inception to ensure adequate synergies and collaboration and to avoid duplication. This will be a component of the baseline study. Lastly, CSOs will also support the mapping exercise to ensure we take into account initiatives at the community level in targeted zones.

Project	Sector	Geographical Coverage	Budget (Approximate)	Brief Description of Project	How is it complementary to the Spotlight Initiative
Across Generation and Gender Borders - Communities Combatting Gender-Based Violence in Kyrgyzstan (January 2018- June 2020)- UNW	GBV	Issyk-Kul, Talas, Osh and Batken provinces	EU \$ 1,004,246 USD	Reduction of GBV in the target communities, with focus on non-consensual marriage practices, by addressing patriarchal social norms	Capitalizing on successful testing and iteration of transformational approaches to address harmful intergenerational norms, including through GALS, 'across generations' model and Social Norm and BCC Strategy on EVAW.
Joint Programme on: Accelerating Progress Towards the Economic Empowerment of Rural Women (Phase 2) (2018-2019)- UNW, FAO, WFP, IFAD	Women's Economic Empowerment	Jalal-Abad, Osh, Batken, Chui and Naryn	MPTF (Sweden/Norway) \$260,000	Support to poor rural women to increase income, improve livelihoods and food security through enhanced agricultural productivity, as well as promotion of a more gender responsive policy environment in the country.	Building off experience on enhancing rural women's leadership and participation in their rural communities and in institutions, and in shaping laws, policies and programmes strengthening their voice and influence in key processes and engages. Prototyping of a new household methodology, called BALI (Business Action Learning for

<sup>121</sup> Collaborative Advantage Framework

					Innovation) aimed at business idea development.
Development Solution Partnership (DSP) on Addressing GBV (March 2019- December 2019) - UNDP	GBV	Bishkek, Karakol, Osh and Naryn oblast	UNDP Seoul Policy Centre \$50,000 USD	The project supports capacitation of community-based crisis centres integrating the holistic and professionalized support for the survivors of GBV. By sharing the experience of Korean Sunflower Centre's with GBV survivors, the new developed project's approach and methodology of evidence-based interventions and services to SGBV survivors will be replicated among other crisis centres across the country.	Building off ongoing pilot work with Crisis Centres for multi-sectoral response to SGBV cases, including legal and psycho-social
Gender mainstreaming in digital transformation for good governance (November 2019- December 2019) - UNDP	GBV	Bishkek, Karakol, Osh and Naryn oblast	UNDP funds \$ 300,000 USD	In line with National Action Plan on Gender Equality for 2018-2020, the project intends to support the development of e-services to be provided by the State responsible agencies and media platforms for fair and open access to: prevention, management and monitoring of the cases on DV and SGBV. The intervention focuses on capacity building of law enforcement in GBV methodology and on-line training development; developing the mobile	Capitalizing on pilot legal aid pro-bono mechanism established in Bishkek, as well as on developed training module on SGBV legislation for police officers



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				application for Ministry of Emergency on GBV; and developing pro-bono services for SGBV survivors aimed at improving access to state services; and capacity building of mass media on reporting on gender and GBV related topics.	
Fighting against discrimination of women from ethnic minorities and ensuring their equal access to public services (Max Plank Foundation)	Gender Equality	7 regions and 40 municipalities including Bishkek	EU 599,736 EUR	To improve legal mechanisms for provision of public services among women and ethnic minorities including ensuring civil society engagement in monitoring on observance of human rights standards in receiving public services, providing free legal aid on equal entitlement to public services among participants.	Working with Max Plank foundation to understand best practices with CSO engagement regarding advocacy and accountability roles. Build on their successes and learn from their programming. If relevant, use and build on their platforms.
HERo – New narratives towards a gender equal society  (Danilo Dolci Creative Development Centre)	Gender Equality (GTP)	National level including Bishkek and Osh	EU 597,519 EUR	To support transformation of deeply entrenched patriarchal behavioural attitudes in society by fighting against the spread of gender and social discrimination in education, mass media, and applying an effective and productive response to gender-based discrimination, in line with SDG 5.	Work together to understand norm-change approaches and create platform to potentially collaborate regarding the proposed social norm mapping on SI Kyrgyzstan Pillar 3.
Phase II of Deepening Accountability in Rule of	Rule of Law/SGBV	Bishkek, Osh	UK \$140,000 USD	At outcome level the project intends to promote a more	Building on ongoing advocacy to appoint a permanent Committee at



Law Implementation in the Kyrgyz Republic (September 2019-March 2020)- UNDP				inclusive, gender-responsive and monitored national criminal justice reform and SGBV agenda, strengthening implementation mechanisms, public engagement and access to legal information.	parliamentary level mandated to deal with SGBV, as well as on development of training module on SGBV legislation for prosecutors
Towards a Sustainable Access to Justice for Legal Empowerment in the Kyrgyz Republic" (January 2018 - December 2021)- UNDP	Equitable access to Justice	Osh, Bishkek and Chui	Finland \$542,000 USD	Building on the lessons learned of Phase I (2014-2017), the project will promote efforts of the MOJ to support the operationalization and implementation of the law on State Guaranteed Legal Aid, enacted in December 2016; and promote legal awareness and empowerment in line with the "State Concept on Legal Culture".	Building on ongoing free legal aid and legal awareness campaigns provided by the Ministry of Justice through established 23 Free Legal aid Centres across the country
Strong and Inclusive Parliamentary Democracy (May 2017- 30 April 2021)- UNDP	Strengthening of Parliamentary Democracy	Bishkek and sub-national	Swiss Development Cooperation, approx. \$5,000,000 USD	The project has the overall objective of ensuring that citizens benefit from responsive, inclusive and accountable institutions. The intervention is designed around the achievement of the following two outcomes: 1) Parliament sets national strategic priorities in accordance with citizens' needs and oversees their implementation by the government; 2) Civil society	Capitalizing on ongoing actions to increase civic engagement of civil society with the Parliament and strengthening the oversight function of the national assembly, including on implementation of legislation and national budgetary processes

				actors promote active citizenship and effectively influence political processes to better serve the needs and priorities of the country's citizens.	
Supporting Criminal Justice Sector Reform in Kyrgyzstan in compliance with the rule of law and international standards of due process (August 2019-July 2021) – UNDP). Please note this agreement is pending signature and will probably start in November 2019	Rule of Law	Osh, Bishkek and Chui	US Embassy \$400,000 USD	Overall, the project “Supporting Justice Sector Reform in Kyrgyzstan in compliance with the rule of law and international standards of due process” has been designed to boost the current legal and justice reform agenda of the Kyrgyz Republic, by fostering a more strategic, coordinated, responsive, and sustainable implementation, in line with the adopted national legal framework, strategic implementation plans and in compliance with rule of law norms and international standards related to the administration of justice, including fair trial and due process of law.	Capitalizing on current and future work to support legal and criminal justice sector reform, including development of justice sector reform strategy, revisions of legal framework in line with international standards and capacity development of justice officials in line with rule of law and due process of law standards
Advancing a more strategic, coordinated, inclusive and responsive implementation of legal and justice sector reform in the Kyrgyz Republic (September 2019-	Rule of Law	Osh, Bishkek and Chui	UNDP, \$300,000 USD	The project fosters the effective translation of international standards of rule of law, fair trial rights and due process into the national context of the criminal justice	Capitalizing on current and future work to support legal and criminal justice sector reform, including justice sector coordination, revisions of legal framework in line with international standards,





August 2020)- UNDP				sector; promote interface between the state's rule of law authorities and civil society, public monitoring of the reform and civic engagement with marginalized populations; assist the government in the implementation of the Unified Registry of Violations and the new legal institute of mediation; and support current national efforts in the implementation of the UNCRPD ratified in March 2019, including increasing access to justice for PWDs.	support to digital data collections for violations of the Code of Violations, promote capacity development of justice officials in line with rule of law and due process of law standards, and increasing access to justice for PWDs
Protecting children affected by migration in Southeast, South and Central Asia (2018-2020)- UNICEF	Child Protection & Migration	National	EU \$800,000 USD	Protecting boys and girls left behind by parents who have migrated by developing a system of guardianship and improving their access to services	The education component of the SI would link with protection components of this project. Also working with programme actors on the aspects of legislative reform related to the child code and relevant annex legislation.
Communities Resilient to violent Ideologies (January 2018- December 2020)- UNICEF, UNW & UNFPA	Peace-building	11 municipalities all around the country, including Bishkek and Osh cities	UNPBF \$2,601,082 UN Women share: \$335,082 USD	The project aims to build community resilience to violent and manipulative ideologies, including those exploiting faith, through the means of education, empowerment and dialogue.	Building off on ongoing efforts to strengthen multi-institutional coordination mechanism for the implementation of PVE joint approach, including justice, social rehabilitation and reintegration, human rights protection, gender equality, juvenile standards, information policy, youth resilience, law enforcement practice and forensics.
Inclusive Governance and	Peace-	11 municipalities	UNPBF	The project aims at building	Building off on current efforts to



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Justice system for Preventing Violent Extremism" (December 2017 - December 2020)- UNDP, UNICEF, UNW, UNOCHR	building	all around the country, including Bishkek and Osh cities	\$3,089,265 USD UN Women share: \$673,133 USD	capacities of state institutions at all levels to prevent violent extremism by transferring knowledge and support in the development and application of rule of law, gender sensitive and human rights compliant mechanism.	promote gender-sensitive and human rights-based approach in practices of state bodies and institutions, conduct legal awareness and behavioural change campaign, and foster social cohesions in communities affected by higher prevalence of violent extremism
Cross-border Cooperation for Sustainable Peace and Development (Phase 2)" (May 2018 - December 2020) – UNDP, UNW, FAO, UNICEF, WFP	Peace-building	Cross-border municipalities in Batken and Sughd provinces in Kyrgyzstan and Tajikistan	UNPBF \$1,000,000 USD UNW share: \$140,000 USD	The project aims to increase cooperation and trust between communities in pilot Tajik-Kyrgyz village clusters to mitigate immediate risks of renewed cross- border violence.	Capitalizing on initiatives to promote social cohesion targeting the most vulnerable sections of the society and across the borders
Prevention and response to GBV in Central Asia (sub-regional project, 2019-2021) - UNFPA	GBV	Sub-regional project (Kazakhstan, Kyrgyzstan, Uzbekistan, Tajikistan)	UK Conflict, Stability and Security Fund (CSSF) Central Asia \$250,000 USD	Project support to strengthen national capacities to improve prevention of, and responses to Gender-Based Violence (GBV) in Central Asia	Women and girls in Central Asia benefit from strong national implementation of coordinated, multi-sectoral Violence Against Women and Girls (VAWG) services. And that these services are survivor-centred and delivered in line with internationally agreed standards and guidelines.
Strengthening of institutional capacity on multi-sectoral prevention and response to GBV (2018-2022) - UNFPA	GBV, GE, RH	Kyrgyzstan (national level)	UNFPA, \$100,000 USD	Advocacy for women and girls rights, promoting legal and policy reforms, strengthening institutional multi-sectoral prevention and response, gender-sensitive data collection, and empowering women and girls, expand their choices in life and prevent GBV and VAW via involving men and boys.	Strengthened institutional capacity to respond to GBV. Improved evidence-based advocacy, policy formulation, implementation.



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Support to improve law enforcement practices of internal affairs agencies in the field of domestic violence (2018-2021) UNFPA	GBV, Gender Equality, Reproductive Health	Kyrgyzstan (national level)	UNFPA \$100,000 USD	Monitoring of the Law on domestic violence and the analysis of the law enforcement practice of the internal affairs bodies; analysis of legislation on GBV and domestic violence  Strengthen capacities and competences of the Ministry of interior to provide quality services to GBV survivors	Support to improve legislation in compliance with the international standards on GE, GBV, MSR and HRBA. Strengthened institutional capacity to respond to GBV. Improved evidence-based advocacy, policy formulation, implementation.
Addressing Social Disparity and Gender Inequality to Prevent Conflicts in New Settlements (2018-2019) UNODC, UNFPA, UNICEF	Peacebuilding	Kyrgyzstan (national level)	UNODC \$445,000 USD	This project addresses social disparity and gender inequality as root causes of emerging conflicts in new settlements around the capital city of the Kyrgyz Republic.	Women and girls are more effectively engaged in decision making and serve as agents of change for local improvements that give citizens a stake in a positive future within their communities.
Criminal justice response to trafficking in persons in the Kyrgyz Republic (2018-2020) UNODC	SGBV, TIP	Kyrgyzstan (National Level)	UNODC \$550,000 USD	Legislative and regulatory improvements in compliance with the international standards on TIP, capacity building of criminal justice practitioners, and strengthening the professional capacity of criminal justice practitioners to investigate, prosecute and adjudicate TIP crimes.	Bringing criminal legislation in line with the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (UNTOC) Convention and its Protocols; 2) institutionalising capacity development and coordination of criminal justice practitioners; 3) establishing a government coordinated monitoring, reporting and evaluation mechanism on TIP



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<p>The Rule of Law Programme in the Kyrgyz Republic - 2nd Phase (ROLPRO2)</p>	<p>Gender Equality</p>	<p>Kyrgyzstan (in all districts)</p>	<p>GIZ, BIM, IRZ, JCI, DIHR, IDLO            98 000 EURO</p>	<p>The Programme aims to support judicial reform in the Kyrgyz Republic. The main objective of the Programme is to improve justice and the rule of law, strengthen the capacity of executive bodies and the ability of citizens to assert their rights by modernizing the legislative process and improving the performance of the judiciary and the prosecutor's office</p>	<p>EU-funded ROLPRO2 has provided support in design and operationalization of the pre-trial module of the Electronic Unified State Registry of Crimes and Misdemeanours (ERPP) established under the Kyrgyz GPO, finalizing about 80% of the digitalization of the entire cycle of pre-trial proceeding and starting the process for integrating the ERPP with the departmental information systems of the various state and judicial authorities. Under the Spotlight, this module will be integrated with automatic information and analytical module (all statistics and analytics in criminal and misdemeanour cases) focusing on cases of SGBV. In addition, ERPP technical handbooks will be refined to ensure the proper collection of SGBV data, the development of reporting forms in line with international practices and the staff of the GPO will be trained accordingly, including on survivor-centred approach, gender sensitivity, confidentiality, etc.</p>
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## XI. Monitoring & Evaluation

The key functions of the M&E framework are to ensure that the right decisions are taken so that the Spotlight Initiative's activities: (i) are being implemented according to plan; (ii) have the intended impact on the beneficiaries and agents of change; (iii) are effectively delivering benefits and the benefits are being sustainably managed and owned by communities; (iv) are relevant to the needs of, and prioritized by, targeted beneficiaries/agents of change (including those most at risk and facing intersecting forms of discrimination); and (v) are being monitored so as to identify problems and risks early and ensure the progress of the Initiative is on track.

The M&E framework will be customized to the needs of the program and aligned with the objectives of the Spotlight Initiative at regional level. To best ensure that the objectives are achieved, the management of the Spotlight Initiative at regional level will consistently track results at the output and outcome levels. This will enable appropriate results-based management allowing adjustments to program components.

The effectiveness and sustainability of programme benefits will be monitored closely. Ownership by programme stakeholders will ensure that benefits are both effectively delivered and continue beyond program-completion. The development results being tracked need to incorporate the aspirations and challenges of targeted communities to be truly relevant to their needs.

The M&E framework is based on several principles corresponding to the following approaches:

- (i) **A results-based management approach:** The aim of the M&E framework is to ultimately enhance results-based management. Therefore, management at global and national level need to keep abreast of M&E data and tools and use the same in planning.
- (ii) **A framework focused on people and beneficiaries/agents of change:** The M&E framework will focus on benefits flowing to all people, including those facing intersecting forms of discrimination; monitoring will not be limited to inputs or activities. Instead the final benefits of each program activity should be measured, wherever possible, in terms of economic and social benefit and number of beneficiaries/agents of change reached. Concurrently, the M&E framework will be community-based with results should be measured by directly involving beneficiaries, agents of change and stakeholders.
- (iii) **A targeted M&E framework:** Following the principle to "LNOB", the M&E tools and data will give special attention to gender, youth and intersecting forms of discrimination. Wherever possible, gender and youth issues will be highlighted and results data will also be disaggregated accordingly.
- (iv) **A sustainability-focused framework:** The M&E framework, and related indicators, will place special attention on the sustainability of program initiatives. Given the importance of the Spotlight Initiative as a UN flagship Initiative, sustainability-related indicators and impact measurement indicators will be incorporated in the M&E of all interventions.

The M&E framework will provide for the set of M&E planning and reporting tools. An M&E plan will be developed and agreed by the participating RUNOs. The implementation of the M&E plan will be coordinated by the Spotlight M&E Specialist based at RCO in cooperation with M&E officers of the RUNOs.

### Data collection and indicators

Each SI pillars will have a dedicated RUNO as a technical agency lead and they will be responsible for collecting baseline and monitoring data for the indicators (indicating sources of data, methodology for data collection for indicators) through the whole period of the project.

Data collection process will be based on primary and secondary sources of data, including official statistical reports and national research studies, national or regional polls, CSO research, national reports under international commitments (i.e. UPR, CEDAW, Beijing+ 25, etc.). The SI will endeavour for data to be disaggregated at a minimum by income, sex, age, ethnicity, disability and geographic location. Data disaggregation will also be explored to include other characteristics relevant in national contexts over the lifespan of the CP. "Other status" or characteristics include discrimination on the basis of age (with attention to youth and older persons), nationality, marital and family status, sexual orientation and gender identity, health status (including HIV), place of residence, economic and social





situation, and civil, political and other status.

A menu of indicators has been designed by the Spotlight Secretariat and agreed with the EU. In keeping the levels of monitoring (and levels of the results chain), the SI country team selected from that menu:

- *Output indicators*, which describe the goods and services the project provides to enable the target groups to take the desired action (1<sup>st</sup> level);
- *Outcome indicators*, which describe the action the target groups must take, in order to improve their condition and the benefits they derive from the action (2<sup>nd</sup> level).

Quantitative or qualitative targets will be associated to each indicator, corresponding to the final objectives to be achieved at the end of the Programme, once the baseline study has been finalized.

## Evaluation

A mid-term assessment and end-of-programme evaluation are planned. They will be managed centrally by the Spotlight Secretariat, in consultation with the RCO and in collaboration with participating RUNOs.

Oversight of the Programme implementation results will be performed by CP-NSC (see Section IV. Governance).

## XII. Innovation

### Programmatic Innovation

The Spotlight Initiative will innovate to generate new solutions to the evolving challenges affecting women and girls. This will be done by tapping into recent innovations to deliver high quality programming, including those made available by the SI Asia program.

The SI Kyrgyzstan core team developed its initial framework for identifying, prototyping, and scaling-up of concrete practices that strengthen stakeholders' efforts to end violence against women and girls. During the program implementation, a dedicated program Innovation Strategy will be elaborated, including its plan for addressing risks related to innovation.

The basis of the programmatic innovation is to consciously move away from “business as usual” and increasingly adopt “doing development differently” as a mind-set of the program. This implies, first and foremost different and deeper engagement by the RUNOs, EUD, Government, CSOs and other multiple partners we have identified for SI Kyrgyzstan starting from defining the “WHAT” of the program focus, and the “HOW” side of defining the problem and its possible arrays of solutions, based on known technical solutions as well as by employing testing and prototyping approaches in wicked areas.

Social innovation approaches such as transformative and adaptive leadership, positive deviance or change led by the new social norm holders, active bystander approach, self-assessment by media and others combined with technological innovation such as virtual reality tools will be broadly tested and applied in an iterative manner in the SI Kyrgyzstan program. The aim of applying innovation is to tackle phenomena of existence and prevalence of violence from multiple fronts of changing individual beliefs and attitude, and working for transformation of community norms and institutional and policy/legislative settings. Innovation will be applied at various levels as described below.

**At the individual level** innovation implies defining inner beliefs and identification of whether individual really pursued to change and will exercise new behaviours in her/his life. **At the level of institutions**, the SI will test a behavioural insights approach by zooming into the personal attitudes and beliefs of civil servants regarding VAWG in Kyrgyzstan context as a way to better understand the “big assumptions” that drive certain behaviours and practices among public servants and other actors in institutions. Various tools will help define ‘what works’ on delivering on EVAWG at workplace and home settings. Based on the scrutiny of attitudes the training will be tailor made to close defined gaps in understanding, facilitate formulation of new positive beliefs, and provide tools to civil servants on how they can change their attitudes towards more conscious performance on EVAW. Training module on experimental transformative leadership will be pilot tested in target ministries and then it can be used for training partners across all Pillars of the SI.



SI in Kyrgyzstan will work on stronger **consolidation of civil society**, which efforts to date are fragmented and not coordinated. A platform will be provided for CS activists to come together and to develop *Civil Society Strategy to Leading Change on EVAWG*. Special interventions will help SC activists to review their knowledge, belief and attitude on VAWG, including defining CSOs capacity needs on transformative leadership for change. It will help CSOs to think of and jointly define solutions on what and how to lead the change on EVAWG, including through review of “what works”. The Strategy will include joint SC actions and experimentation on innovative approaches. The project will provide opportunities for SC activists and CSOs to jointly implement priority action of the *Strategy to Leading Change on EVAWG*. The initiatives of CS activists will be directly linked to the work of Pillars 1 to 5, in that way ensuring civil society contribution to implementation of objectives on EVAWG in holistic way.

### Operational Innovation

Operational set up of SI Kyrgyzstan to deliver the Spotlight country programme will innovate particularly towards a new generation of UN Country Teams with an enhanced skill set and an optimised consolidated and effective common business operations and delivery. We aim at experimenting new ways of **partnership with civil society organizations in implementation**, including how the UN approaches CSOs and in general partnership with civil society. This will be elaborated during the initial phase of the program, taking into account the existing experiences of HACT agencies on assessing the capacity of CSOs, etc. We aim to contribute to the **new ways of doing joint work and generating efficiencies** as part of our aspiration to move towards the new generation of UNCT practices.

## XIII. Knowledge Management

Knowledge Management is a central component of the Spotlight Initiative in Kyrgyzstan. Key principles include people-centred, embedded in all pillars of the country programme, the dissemination of knowledge to the public and a participatory method to programme delivery and being contextualized and customized to the local environment.

The SI Kyrgyzstan is primarily envisioned to increase knowledge about the situation of women and girls surviving SGBV in the country, identifying areas that require increased attention and action by the Government, Development Partners and civil society actors, and to facilitate knowledge’s transfer between the various government institutions, the relevant civil society’s organizations, including women rights groups and those representing the rights of survivors of SGBV, and the public at large, at national and subnational level.

Knowledge management will be mainstreamed throughout project’s implementation as a key modality for furthering capacity development of national actors, guiding national policy makers and program designers, promoting data generation, research and advocacy, and knowledge exchange across institutions and organizations.

As there are very limited documented, practically proven evidences of ‘what works’ in practice on promoting gender mainstreaming in local governance, and in terms of approaches for the prevention and elimination of VAWGs, including sexual violence around the world, during design and inception phase the SI Kyrgyzstan will develop a Knowledge Management (KM) framework in order to:

1. To communicate and share best practices and key lessons that emerge throughout the implementation of the SI interventions in the country;
2. To generate locally relevant, context-specific and informed knowledge on ‘what works’ and ‘what does not work,’ to be shared on national, regional and global virtual knowledge platforms relating to SGBV in order to provide for more relevant, coordinated and integrated survivor-centred and gender-responsive policy, actions and programme responses;
3. To support knowledge exchange, peer support and capacity development between women’s rights groups’, civil society groups’, and government’s bodies to strengthen capacities to generate, disseminate and use EVAWG knowledge as well as to pursue regional, national and sub-national collective actions, including multi-stakeholders’ partnerships, to effectively address SGBV.



The main approaches to knowledge management that will be further developed in the SI KM Framework include: (1) developing platforms for knowledge sharing on SGBV, civic engagement and public participation in legislative and policy-making processes, involving CSOs representing survivors of SGBV and discriminated populations of the country; (2) documenting best practices and lessons learned generated by SI initiatives/activities and of the use of flexible programming as an implementation approach; (3) strengthening qualitative and administrative data collection and analysis in partnership with the National Statistical Committee, criminal justice institutions and CSOs; (4) co-design with women and girls interventions which are informed by their knowledge and experiences to effectively address SGBV in line with survivor-centred and human rights-based approaches; (5) partnering with the national women rights' movement to generate knowledge on under-researched SGBV issues; (6) strongly investing in sustainable behavioural changes and social norms shift through the Communication for Development (C4D) Strategy to combat child marriages and abduction for forced marriage and the Gender Action Learning System (GALS) to transform harmful power relations at national, sub-national and community level; (7) supporting the documentation of good practices through case studies, video, social platforms, the media and other mediums.

#### **XIV. Communication and Visibility**

The UN and the EU Delegations in the region have an existing and strong track-record in partnering on advocacy for development issues, freedom of the press, and human rights.

All communication and visibility around the Spotlight Initiative are aligned with the Initiative's *Communication and Visibility Guide*. The Spotlight Initiative brand identity was jointly developed by the United Nations and the European Union. The Spotlight Initiative brand conforms to UN and EU branding and visibility policies. All Communications will be led and initiated by the Spotlight Initiative's Communications Specialist, who will be a member of the UN Communications Group, comprised of UN Agency Communications Focal Points to ensure the visibility of the Spotlight Initiative. The Annual Communications and Visibility Plan will be developed and implemented by the UN Communications Group.

The programmes will have four communications objectives:

- Raise awareness of violence against women and girls and its prevalence
- Illustrate and promote the impact and results of Spotlight Initiative-supported interventions
- Provide communications for development support to strengthen Spotlight Initiative's programme design and implementation
- Ensure visibility for the Spotlight Initiative, its donors and partners

The messages will be internally developed and agreed with the Spotlight Secretariat, all participating UN Agencies and the donors.

A Communication Officer will oversee the consolidation of all Spotlight-related messages, providing internal coherence to the Communication Strategy and ensuring the necessary outreach for the agreed initiatives and messages.

All communication and visibility at country and regional levels will be aligned with the Spotlight Initiative's Communication and Visibility Strategy. Annual Communications and Visibility Plans should be developed and implemented by the UN Resident Coordinators and engaged Recipient UN organisations to ensure the visibility of the Spotlight Initiative.

The Communication and Visibility Manual for European Union External Action has been used to establish the Communication and Visibility Plan of the Country Programme (see Annex 2).



TABLE E – RESULTS MATRIX

Table E in the Budget Template contains the Results Matrix

## **XV. Budgets**

**TABLE 3: BUDGETS and COUNTRY RESULTS FRAMEWORK – see excel document attached.**

**Table 3 A – 4-YEAR WORK PLAN**

**Table 3 B – BUDGET BY UNDG CATEGORY**

**Table 3 C – BUDGET BY OUTCOME**

**Table 3 D – MENU OF PILLARS/OUTCOMES AND OUTPUTS**

**Table 3 E – RESULTS FRAMEWORK**

## XVI. Annexes

### ANNEX 1: Multi-stakeholder engagement in the Country Programme Development process

This annex briefly describes the process and results of the key stakeholder meetings and consultations organized by the UN that took place in Kyrgyzstan during the Spotlight CPD development process in October-November 2019.

#### 1. Briefing with the Civil Society Interim Reference Group (3 October 2019, UN House, Bishkek)

**Meeting participants:** Members of the CSIRG, EU Delegation in Kyrgyzstan, RUNOs, Spotlight Secretariat (24 participants)

**Results:** The CSIRG was introduced to the Spotlight Initiative and its CPD development process, with emphasis on the transformative nature of Spotlight interventions. The UN team and the EU Delegation explained to the CSIRG the role of the civil society and the CPD development process and the role and process of the CSIRG and its members. The UN team answered the general questions of the CSIRG on the Spotlight CP and explained the expectations from the consultations process. The leader of the CSIRG was chosen by open voting and given the task to help coordinate the group and ensure its effective internal communication. After the meeting, UN team has circulated the country Spotlight results framework and asked the CSIRG to review it within their organisations and come back to the UN team with written suggestions for activities according to the indicators.

#### 2. Briefing with the Government's Technical Working Group (4 October 2019, Ministry of Labour and Social Development, Bishkek)

**Meeting participants:** Members of the GTWG, EU Delegation in Kyrgyzstan, RUNOs, Spotlight Secretariat (34 participants)

**Result:** The meeting was chaired by the Deputy Minister of Labour who briefed the GTWG on its role in the CPD development process. The UN team gave an overview of the Spotlight Initiative and its transformative nature, explained the role of the Government in the CPD development and CP implementation and steering process. The group members provided initial thoughts on what kind of activities could be included in the Spotlight CP. The discussion was stimulated by the following questions: 1) Why VAWG should be in the centre of Government's attention and what will happen if it's not? 2) What particularly worries you in gender inequality in Kyrgyzstan right now? 3) What should be strengthened from what is already done by the Government to eliminate VAWG? At the end of the meeting the GTWG agreed on the communication process for the group and the process for the next consultation. The UN team asked the group members to think further about ideas for activities and submit them in written until the next consultation.

#### 3. Consultation with the civil society (9 October 2019, Bridges Hotel, Bishkek)

**Meeting participants:** Members of the CSIRG, EU Delegation in Kyrgyzstan, RUNOs (23 participants)

**Results:** Before the meeting, five participants of the CSIRG have submitted extensive suggestions for various pillars. The meeting's objective was to exchange substantial ideas and continue the conversation on ideas. The UN team updated the group on the selection of RUNOs, which took place between this and the previous meeting. Participants shared their ideas on a variety of areas, including building capacity of institutions to address VAWG, identifying beneficiaries in accordance to the principle of leaving no one behind, provision of psychological help for survivors of SGBV, gender analysis of country development policies, working with religious organisations and other. A big part of the discussion was dedicated to explaining to CSIRG what it means to have a truly





transformative approach to VAWG, especially for prevention of violence. At the end of the consultation participants have also recommended a range of criteria to define the geographic targeting of beneficiaries for the Spotlight CP. The UN team encouraged the CSIRG members to re-visit their submitted suggestions based on the discussion at the meeting and submit revised suggestions until the next consultation.

**4. Consultation with the Government's Technical Working Group** (11 October 2019, Ministry of Labour and Social Development, Bishkek)

**Meeting participants:** Members of the GTWG, EU Delegation in Kyrgyzstan, RUNOs (25 participants)

**Results:** General suggestions from several members of the group were received in written before the meeting. The UN team updated the GTWG on the Spotlight CPD development timelines. To facilitate the discussion on ideas for interventions, participants were split into three groups: legislation and institutions (Pillars 1, 2), prevention and working with women's movement (Pillars 3, 6) and services and data (Pillars 2, 4) and had to answer the following questions: 1) What would give the most effect on the state level? 2) Where would it be important to also involve civil society? The group work was facilitated by members of the core UN team. The suggestions were related to gender analysis of current policies, improvement in legislation, working with the educational system to address stereotypes from school age, improvement of state services for survivors of SGBV and their coordination and monitoring. The UN team encouraged the GTWG members to keep sharing ideas and submitting suggestions.

**5. Workshop on leading change with the Government's Technical Working Group and the Civil Society Interim Reference Group** (18 October 2019, Bridges Hotel, Bishkek)

**Meeting participants:** Members of the GTWG, Members of the CSIRG, RUNOs (20 participants)

**Results:** The objective of this workshop was to introduce the members of both stakeholder groups to the concepts of change and leading change, as well as the importance to ask the right questions to support the CPD development and CP design. Participants were split into 3 mixed groups each having civil society and government representatives; members of core UN team facilitated. Each participant had to share their personal case of SGBV or a case they know in detail. One case had to be selected by the group and discussed in detail – what were the root causes, what could have been done differently to prevent and react on SGBV. Groups have presented their ideas to each other and exchanged further comments. The exercise helped to reduce the silos between the civil society and government representatives by establishing an empathetic human connection. It helped all participants to reflect on SGBV through their own experience, identify root causes and solutions. Through joint discussion the following areas were found critical to address: poor provision of psychological services in rural areas, spending of government funds earned through sanctions and re-channelling them to prevention, moral image of police and the effect of corruption, tradition for young couples to live together with their parents. Participants were encouraged to continue working in mixed groups until the next consultation on a range of areas they suggested themselves: working with religious organisations, political rights of women and gender equality, VAWG, youth involvement and involvement of the Parliament.

**6. Multi-stakeholder consultation** (24 October 2019, Plaza Hotel, Bishkek)

**Meeting participants:** Members of the GTWG, Members of the CSIRG, RUNOs, EU Delegation, media representatives, SDG 5 Youth Ambassadors (44 participants)

**Results:** Participants were briefed on the results of the previous consultations. The UN team restated the conceptual framing of the SI and encouraged participants to brainstorm once again in small breakout groups on innovative ways to address SGBV. The stakeholder engagement



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consultant has done a review of all suggestions received from the stakeholders to date and gave feedback on them to participants, explaining what ideas were picked up by the UN programming team, what were the main areas where stakeholders had suggestions and where UN team did not receive suggestions and further deliberation would be welcome.

### 7. Regional multi-stakeholder consultation (14 November 2019, Hotel Classic, Osh)

**Meeting participants:** Members of the GTWG, Members of the CSIRG, RUNOs, local governments from Southern regions (75 participants)

**Results:** Stakeholders were introduced to the SI and the specific roles of the civil society and government in it. Discussions on suggestions for the Spotlight CP were held by pillars in the world café format where each table was facilitated by a civil society representative. Participation of the civil society, local government bodies and the government has demonstrated high interest and readiness of experts and organisations to join the Spotlight Initiative as implementers, monitoring agents or in other capacities. The prevalence of HPs, that intersect with and are multiplied by the process of migration, radicalisation, and cross-border conflicts in the Southern regions determines the relevance of the Initiative and the need for coordinated actions to prevent GBV, develop and expand tools for both interaction and reflection (such as GALS). Existing traditional institutions at the local level (women's councils, commissions on women and children's affairs, *aksakal* courts, youth committees) are considered attributes of the sustainability of women's rights agendas, which does not negate the creation of new venues or the "rebranding" of old organizations. The potential of local NGOs, social workers does not meet the urgent needs of work on the prevention of GBV (development, launch of applications, mediation, online consultations, etc.) and requires building it. The expansion of women's economic opportunities is seen as a means of emancipation and prevention of DN, along with political leadership. The creation and strengthening of the potential of shelters, crisis centres, both a response to violence and educational campaigns advocating equal partner non-violent models in the family, as a measure of violence prevention, are considered along with other measures in the format of public-private partnerships. Collection, analysis of data, including new actors (*aksakal* courts, religious leaders) require new approaches in connection with the emergence of new formats in the state (open data, ERPP). At the end of the consultation participants also received short training on GALS and met GALS champions from the Southern regions to exchange experiences



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## **ANNEX 2: List of stakeholder participants in consultations during CPD development process**

List of stakeholders, who participated in the stakeholder consultations for the CPD development process in Bishkek in October 2019 (61):

**UN system in Kyrgyzstan (9):** UN Resident Coordinator, RCO, UNDP, UNFPA, UN Women, UNICEF, UNODC, IOM, Spotlight Secretariat.

**EU Delegation to Kyrgyzstan (1):** Head of Cooperation Unit and staff.

**Government (15):** Ministry of Health; Central Commission on Elections and Referenda; State Committee on National Security; National Statistics Committee; Ministry of Economy; State Agency on Youth, Physical Culture and Sports; Ministry of Labour and Social Development; Ministry of Finance; Ministry of Culture, Information and Tourism; Ministry of Justice; Ministry of Internal Affairs; Ministry of Emergency Situation; Ministry of Education and Science; Office of the Vice Prime Minister; and State Agency on Local Governance and Inter-ethnic Relations.

**Local governments (8):** Osh Oblast, City of Osh, Women’s Council of the City of Osh, Kara-Suu LG, Batken LG, Kyzyl-Kiya LG, Djalal-Abad LG, Ayaldar LG

**Civil society (14):** members of the Civil Society Interim Reference Group, incl. from CSOs “Democratic Issues Research Centre”, “Association of Crisis Centre”, “Kyrgyz Indigo”, “Mutakalim”, “Adam-Ukugu – Human Rights”, “Sezim Crisis Centre”, “Raventstvo”, “KAPS”, “DIA”, “Education for Community Development”, “CIPD”, “Kanykey ene”, “Abiyir el”, “Civic Platform”, “Data lab”, Public Fund “Grace”, “Youth of Osh”, “Ayalzai Crisis Center”, International Fund for Tolerance, Public Fund “Ray of Sun”, Public Fund “New Rhythm”, National Network of “Women Leaders”, Public Fund “Omur Bylagy”, Public Fund “Women’s World Banks”, Public Fund “Solidarity”, Public Fund “Aravan Progress”, Public Fund “Interbilim”, “Insan Leimek”, Association of Justice Leaders “Aiyldyk Demilge”, “Kaniet Crisis Center”, “Daanaker Invalidder Koomu”, “University Gender Center”, “Ene Nazary Crisis Center”, Public Fund “Aimira”, Public Fund “Girl Friend”, Public Fund “Ark”, Public Fund “Ayalzat”.

**Academia (1):** Osh State University

**Private Sector (1):** “Data Lab”

**Media (2):** journalists from “Slovo Kyrgyzstan”, “Azzatyk Media” , Azia TV, “Yntymak”, “EITR”  
7 civic activists



## ANNEX 3: Communication and Visibility Plan

### Objectives

#### Overall communication objectives:

1. Raise awareness of domestic violence (DV) and harmful practices (HP) related to child marriage and abduction for forced marriage, and its prevalence in Kyrgyzstan: By publicizing data and supportive facts, creative messaging to key audiences, exhibiting thought leadership on violence against women and girls, media sensitization and training.
  - a. Key Indicators
    - i. Outcome Indicator 3.1: Percentage of people who think it is justifiable for a man to (subject) beat his wife/intimate partner (to violence), by sex and age.
    - ii. Output Indicator 3.3.1 Number of news outlets that develop standards on ethical and gender-sensitive reporting.
    - iii. Output Indicator 3.3.4 Number of journalists better able to sensitively report on VAWG and GEWE more broadly.
    - iv. Percentage of audience with accurate knowledge on the prevalence of domestic violence.
    - v. Percentage of audience with accurate knowledge on the prevalence of abduction for forced marriage (*ala Kachuu*).
    - vi. Percentage of audience with accurate knowledge on the prevalence of child marriage.
2. Illustrate and promote the impact and results of Spotlight Initiative-supported interventions: By finding, sharing and promoting the stories of women and girls (and men and boys) whose lives have been positively transformed by Spotlight Initiative-supported interventions.
  - a. Key indicators
    - i. Percentage of identified audiences with accurate knowledge of the Spotlight Initiative.
    - ii. Percentage of identified audiences with a positive perception of the Spotlight Initiative.
    - iii. Output Indicator 3.3.3: Number of new and other media stories/reports that sensitively report on VAWG and GEWE more broadly.
3. Provide communications for development support to strengthen Spotlight Initiative's programme design and implementation: By influencing the creation and delivery of behaviour-change and culture-shift activities, campaigns and initiatives.
  - a. Key indicators
    - i. Output Indicator 3.2.2: Number of people reached by campaigns challenging harmful social norms and gender stereotyping.
    - ii. Output Indicator 3.2.5: Number of campaigns challenging harmful social norms and gender stereotyping, including of women and girls facing intersecting and multiple forms of discrimination, developed and disseminated.
4. Ensure visibility for the Spotlight Initiative, its donors and partners: By coordinating consistent and coherent branding, high-profile endorsements from social influencers, top-tier media placements, organizing publicity events and campaigns.
  - a. Key indicators
    - i. Percentage growth of Spotlight Initiative audiences (segmented).
    - ii. Percentage increase in Spotlight Initiative brand recognition.



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## Messages

### **National data on violence against women and girls**

- Violence against women and girls is one of the most widespread, persistent and devastating human rights violations in Kyrgyzstan.
- 1 out of 11 girls aged 15 to 19 years old in Kyrgyzstan are married<sup>122</sup>.
- Non-consensual “*ala kachuu*” marriages made up to 20 percent of all marriages<sup>123</sup>.
- 1 out of 4 women have suffered physical and/or sexual intimate partner violence in their lifetime<sup>124</sup>.
- 50 percent of men and 33 percent of women in Kyrgyzstan agree that a husband can hit his wife for certain reasons<sup>125</sup>.

### **Global data on violence against women and girls**

- Violence against women and girls is one of the most widespread, persistent and devastating human rights violations in our world today.
- 1 in 3 women worldwide have experienced physical or sexual violence.
- 1 in 2 women killed worldwide in 2012 were killed by their partners or family.
- 1 in 5 women and girls have experienced physical and/or sexual violence by an intimate partner within the last 12 months.
- Women and girls are disproportionately subjected to violence, including femicide, sexual violence, intimate partner violence, trafficking and harmful practices.

### **On the Spotlight Initiative (SI)**

- The Spotlight Initiative is a global, multi-year partnership between European Union and United Nations to eliminate all forms of violence against women and girls by 2030.
- Spotlight is the world’s largest targeted effort to end all forms of violence against women and girls.
- Launched with a seed funding commitment of €500 million from the European Union, the Initiative represents an unprecedented global effort to invest in gender equality and women’s empowerment as a precondition and driver for the achievement of the Sustainable Development Goals (SDGs).
- The Initiative is responding to all forms of violence against women and girls, with a particular focus on domestic and family violence, sexual and gender-based violence and harmful practices, femicide, trafficking in human beings and sexual and economic (labour) exploitation.
- Targeting real needs. The Initiative is addressing legislative and policy gaps, strengthening institutions, promoting gender-equitable attitudes, and providing quality services for survivors and reparations for victims of violence and their families. Interventions are also strengthening systems for collecting data on violence against women and girls and empowering women’s movements.
- As a demonstration fund for action on the SDGs, we are demonstrating that a significant, concerted and comprehensive investment in gender equality and ending violence can make a transformative difference in the lives of women and girls.
- Through the Spotlight Initiative, we are spearheading a global movement to ensure women and girls can live a life free of violence, in all its forms.
- Violence against women and girls is not normal. Attitudes and mind-sets are not eternal. Raising public awareness and shifting mind-sets around violence is possible. We are working hand-in-hand with everyone, from world leaders to the grassroots, government, civil society, the private sector, development partners, men and boys, women and girls. We must all get involved.
- Numerous countries still face a big challenge when it comes to implementing the positive laws that they have passed. For example: while female genital mutilation is prohibited in almost all of our

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<sup>122</sup> Kyrgyzstan Multiple Indicator Cluster Survey 2018 (MICS 2018)

<sup>123</sup> UNFPA & NSC, 2016.

<sup>124</sup> Proportion of ever-partnered women aged 15-49 years experiencing intimate partner physical and/or sexual violence at least once in their lifetime. Source: National Statistical Committee of the Kyrgyz Republic (NSC), Ministry of Health [Kyrgyz Republic], and ICF International, 2013. Kyrgyz Republic Demographic and Health Survey 2012. Bishkek, Kyrgyz Republic, and Calverton, Maryland, USA: NSC, MOH, and ICF International

<sup>125</sup> Kyrgyzstan’s 2012 Demographic and Health Survey (DHS)





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programme countries, it is still widely practiced in some areas.

- Spotlight Initiative will support concrete measures to end violence. We will give prominence to prevention, protection and the provision of services, alongside broader efforts to ensure women's economic empowerment and participation in all aspects of society.
- Spotlight Initiative is deploying targeted investments in more than 25 countries across the globe.

### Quotable quotes

- "Peace, justice and sustainable development. None are possible without gender equality and women's empowerment"- UN SG António Guterres, 20 September 2017.
- "This Initiative is a crucial contribution to achieving the 2030 Agenda and the Sustainable Development Goals"- UN SG António Guterres, 20 September 2017.
- "As the largest-ever single investment in eradicating violence against women and girls worldwide, this initial contribution will address the rights and needs of women and girls across 25 countries and five regions" - UN SG António Guterres, 19 November 2018.
- "It is simply unacceptable that one in every three women worldwide suffers violence at some point" - EU Commissioner for International Cooperation and Development Neven Mimica.
- "Our Spotlight Initiative is a movement without precedent in the global fight to end violence against women and girls" - Commissioner for International Cooperation and Development Neven Mimica.
- "Violence against women and girls is one of the greatest injustices of our time, which crosses all borders, generations, nationalities and communities. It deeply touches our hearts and our minds. And it is a serious barrier to any society's full development potential. To make a real change, I invite all partners to join our Spotlight Initiative for a world in which all women and girls can truly shine!" - Commissioner for International Cooperation and Development Neven Mimica

### Audiences

- Spotlight Initiative programme beneficiaries (women, girls, boys, men)
- Traditional and religious leaders, including the Spiritual Administration of the Muslims of Kyrgyzstan (DUMK)
- Civil society organizations
- Government entities
- Youth groups and networks
- UN agencies
- EU delegations and development partners
- Private sector
- LGBT Community
- Women and girls from ethnic minority groups – Uzbek, Tajik, Dungan, etc.
- Ministry of Labour and Social Development
- Women and girls with Disabilities

### Communication Activities

#### 1. Content production

### Channels

- **Spotlight Initiative's global web** – The Spotlight global website centralizes all information about the initiative worldwide, including activities in Kyrgyzstan.
- **Website and Social Media channels of all UN Agencies involved** – Involved UN agencies have a strong presence in the country, being among the main organizational digital channels in the country, and in conjunction, provide access to a wide range of different audiences.
- **Website and Social Media channels of the UNRCO** – UNRCO will serve as the platform to



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centralize information and updates about the Spotlight initiative.

- Website and Social Media channels of the European Union Delegation to Kyrgyz Republic – press release
- **Traditional media:** TV (KTRK, ELTR, NTS, Pyramida, APRIL TV, MIR TV\MIR 24, 5 Channel and Osh TV), Web-based agencies (Azattyk, Sputnik, Akipress, Kaktus Media, KLOOP Media, 24.kg, Kabar, Knews, Kyrtag, Vesti), Newspapers (Super Info, Delo #, Vecherniy Bishkek, Erkin-Too, Slovo Kyrgyzstana, Komsomolskaya Pravda and Kut-Bilim) and Radio stations (Europa +, Azattyk Radio, Radio Sputnik, Birinchi Radio, Maral FM, Parliament FM, Kyrgyz Radio and Kyrgyzstan Obondoru)
- **Events:** Once the activities are fully structured, the Communication Officer will develop an annual calendar of the main events of the year. Then she or he will selectively prioritize which of the events will require communications and outreach activities, in line with the communications objectives. Events may include Publicity events, conferences, seminars and other sort of workshops that can help convene Stakeholders.
- **National Launch:** High-level launch events will be organized to commemorate the start of the Spotlight Initiative in Kyrgyzstan.
- Organize a press conference in close cooperation with the European Union after or during the event was launched, were national celebrities, State officials, religious leaders, could also be invited.
- **Celebrities including media and literary figures:** a list of national celebrities will be drafted as possible Spotlight Champions to be shared with the Spotlight Secretariat. Celebrities with a special link to the topic and that can act as role models will be given priority (i.e.: Aisuluu Tynybekova, first Kyrgyz World Champion in Wrestling).
- Along with celebrities, there could be invited people from various social contexts, such as State Officials (female and male), religious leaders, ex-victims and ex-perpetrators of GBV who changed their mind set.
- **Newsletter:** a possible newsletter will be discussed with the Spotlight Secretariat.

SI Kyrgyzstan will work with CSO and NSC to translate the Spotlight Initiative into local languages as well as the official hashtag #SpotlightEndViolence.

### Monitoring and evaluation

*Include indicators and measures objectives and activities.*

Traffic of the Spotlight Initiative webpages/ number of views that online videos have received

Number of people who shared the campaign through social media instruments

Number of testimonials from high profile supporters promoting the Initiative

Frequency with which materials concerning awareness and fundraising activities are downloaded or retrieved.

(These indicators can be compared during the entire lifespan of the Initiative).

**TBD**

### Provisions for feedback (when applicable)

Give details of assessment forms or other means used to get feedback on the activity from participants.

### Human Resources

- A Spotlight Communication Officer on part-time basis (50%) will be appointed to oversee the implementation the Communication Strategy. The will work closely with EUD communications specialist to ensure appropriate branding aligned with EU guidance. Total amount of allocated hours will be agreed once the final Communication Plan is decided.
- Every RUNO in the Spotlight initiative in Kyrgyzstan will appoint a Communication focal point. All Communication focal points from involved partners will ensure support in terms of strategy, content



and logistics to the Spotlight Communication Officer Person/days required to implement the communication activities.;

The Members of the management team responsible for the Spotlight initiative will ensure the alignment of the implementation of the Communication Strategy with the Spotlight initiative objectives and messages

### **Partnerships**

- RUNOs (UN Women, UNDP, UNFPA, UNICEF and UNODC)
- Associated Agency: OHCHR & IoM
- UNRCO

### **ANNEX 4: Composition of the Government Technical Working Group (GTWG)**

The composition of the GTWG is as follows (in alphabetical order):

1. Agency of Social Technologies (Head)
2. Association of Crisis Centres (Head)
3. Central Commission for Elections and Referenda (Expert, Department of Legal Support)
4. European Union Delegation to Kyrgyzstan (Head of Cooperation)
5. Gender specialist
6. Ministry of Culture, Information and Tourism (Head of Unit of Legal Support, Licensing Control and Organizational Work, Department of Information and Mass Communications)
7. Ministry of Economy (Head of Unit for Monitoring and Economic Programmes, Department of Economic Policy)
8. Ministry of Finance (Head of Healthcare and Social Protection Unit, Planning Department for Social Spending)
9. Ministry of Education and Science (Head of Pre-school, School Education Department)
10. Ministry of Emergency Situations (Head of Department of Civil Protection, Centre for Training of the Civil Protection Specialists)
11. Ministry of Health (Head of Primary Health Care Unit, Department of Medical Care and Drug Policy)
12. Ministry of Internal Affairs (Advisor to Minister)
13. Ministry of Justice (Acting Chief Specialist of Expertise of Draft Legal Acts in the Socio-economic Area, Department of Expertise on Draft Legal Acts)
- 14. Ministry of Labour and Social Development (Deputy Minister), Chair**
15. Ministry of Labour and Social Development (Head, Department of Gender Issues)
16. Ministry of Labour and Social Development of the Kyrgyz Republic (Head of Department on Family and Child Protection)
17. National Statistics Committee (Head of the Social Statistics Department)



18. Office of the Vice Prime Minister (Advisor for Social Affairs)
19. Public Fund “Democratic Processes Research Centre (Head)
20. State Agency for Youth, Physical Culture and Sports (Head of Youth Policy Unit)
21. State Commission for Religious Affairs (Leading Specialist, Legal Support and Registration Department)
22. State Committee for National Security (Head of Department, Main Directorate of Personnel)
23. UNDP (Resident Representative)
24. UNFPA (Assistant Representative)
25. UNICEF (Country Director)
26. UNODC (Head of Country Project Office)
27. UN Women (Representative)