# RUNO Half Yearly Reporting TEMPLATE 4.3

  

**[**KYRGYZ REPUBLIC**]**

**PROJECT HALF YEARLY PROGRESS UPDATE**

**PERIOD COVERED:** **JANUARY – JUNE 20**15

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| **Project No & Title:** | PBF/KGZ/B3 - Peace and Trust: Equal Access to Law Enforcement and Justice |
| **Recipient Organization(s)[[1]](#footnote-1):**  | United Nations Office on Drugs and Crime |
| **Implementing Partners (Government, UN agencies, NGOs etc):** | Ministry of Internal Affairs of the Kyrgyz Republic |
| **Location:** | Kyrgyz Republic |
| **Total Approved Budget :[[2]](#footnote-2)** | 1,460,700 USD |
| Preliminary data on funds committed : [[3]](#footnote-3) |  981,200 USD | **% of funds committed / total approved budget:** | 67.17% |
| **Expenditure[[4]](#footnote-4):** |  551,156 USD | **% of expenditure / total budget: (Delivery rate)** | 37.73% |
| **Project Approval Date:** | 13.02.2014 | **Possible delay in operational closure date (Number of months)** | N/A |
| **Project Start Date:** | 13.02.2014 |
| **Expected Operational Project Closure Date:** | 30.06.2016 |
| **Project Outcomes:** | 1. The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of minorities in the police and to ensure regular dialogue between police and minority communities2. The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of women in the police force and to ensure regular dialogue between police and women in local communities3. Police becomes more accountable and responsive to the grievances/needs of people through established complaints handling procedures and more effective independent monitoring of police performance |
| **PBF Focus Area[[5]](#footnote-5)** | RoL |

**Qualitative assessment of progress**

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| *For each intended outcome, provide evidence of progress during the reporting period.* *In addition, for each outcome include the outputs achieved.**(500 words max.)* | Outcome 1: The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of minorities in the police and to ensure regular dialogue between police and minority communitiesEvidence of progress:- New policy on competitive recruitment of police officers adopted by the Government of the Kyrgyz Republic (24 November 2014); - This policy increases transparency of police recruitment, reduces opportunities for patrimonial selection, potentially opens up police positions to a more diverse pool of candidates, and includes one specific measure to promote increased participation and representation of women and minorities officers (NB. If two candidates obtain equal results, preference shall be given to the candidate belonging to the underrepresented ethnicity or gender);- New policy on police performance evaluation adopted by the Government of the Kyrgyz Republic (24 February 2015);- This policy has the potential of completely changing the focus of police work, away from a narrow focus on crime detection rates, towards a more qualitative assessment of police work. This will eliminate some of the incentives for torture and corruption and commit the police to strengthen dialogue and work with local communities in order to enhance public trust;- Police recruitment opened up to a larger extent than before to graduates of public universities throughout Kyrgyzstan; reportedly up to 70% of new staff are recruited from regular universities rather than from the Police Academy only; this opens up the police service to a more diverse pool of candidates; - Dialogue platforms on social partnerships and crime prevention initiated by the MoI at the provincial level, with public events held in each province and a final national level event (April 2015); resolution adopted calling for the development of joint crime prevention plans at the local level;- Government decrees on police cooperation with civil society and the functioning of Local crime prevention centres developed in order to foster social partnerships on issues related to public safety and crime prevention;- Joint work plan signed between the MoI and State Agency for Local Self-Government in order to strengthen inter-agency coordination on public safety and crime prevention at the local level;- Steps taken by the MoI to work more closely with the population at the local level: 160 new police points and substations (in neighborhoods) created throughout the country since 2014; 95 additional neighborhood inspectors and 121 youth inspectors appointed (NB. These are not new positions. Existing staff have been moved from duties in central police departments in the provinces to work in local police stations);- Coordination Council on Crime Prevention established under the Mayor of Jalalabad;- 11,000 USD allocated from the local State budget for the implementation of local crime prevention plans in PBF priority locations.Outputs:- Population survey on minority representation in the police and access to police services completed; - Dialogue platforms on public safety and crime prevention established in each province; 25 public events held within this framework bringing together local government, police and communities; - Joint crime prevention plans adopted in 3 provinces with a focus on strengthening the work of Local crime prevention centres; in 2 provinces basic funding allocated from the local State budget with a total value of 5,000USD; Local crime prevention plan for the city of Jalalabad discussed in the newly established Coordination Council on Crime Prevention under the Mayor of Jalalabad;- Crime prevention campaign held in Ak Say municipality involving 140 citizens, including 100 school children from 10 schools, in order to promote healthy life styles, sports and cultural activities as an effective tool for the prevention of crime and conflict at the local level;- 5 small grants allocated for the implementation of the local crime prevention plan in Ak Say municipality, Batken province, including installation of street lights, improvement of sports facilities, establishment of a medical post and fencing of a kindergarten to improve public safety for children and adults in 5 multi ethnic villages (Ak Say municipality financial contribution: 6,000 USD; UNODC contribution: 22,000 USD; NB. UNODC supported these outputs with additional funding from sources outside the PBF);- Methodological tool on crime prevention prepared and discussed during a national level round table to guide efforts to establish regular dialogue between local government, police and communities and develop local crime prevention plans in 12 PBF priority areas;- Statistical leaflet/infographic on minority representation in the police in Kyrgyz and Russian languages elaborated and disseminated.Outcome 2: The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of women in the police force and to ensure regular dialogue between police and women in local communities Evidence of progress:- See overview of innovations to human resources policies governing the police under outcome 1;- Plan for pro-active recruitment, training & career advancement of women in the police developed; - Decision taken by the Minister of Interior to establish a roster of police women who could be considered for appointment in management positions;- Gender sensitivity training rolled out in 14 PBF priority areas targeting 215 police officers; training sessions led by police managers and national trainers who went through Training of Trainers.Outputs:- Survey amongst women police officers on policies and practices related to women in the police completed; - National Women's Forum facilitated, including organization of conferences on “Participation of women in political and public life” and “Access to Justice”, which involved high level MoI representatives and addressed issues related to gender sensitivity of the police;- High level visit of the Minister of Justice (former head of police) of Estonia organized, including consultations with the KR Minister of Interior and a public round table discussion on strategic steps needed to strengthen police gender sensitivity and promote gender balance in the police; - Gender webpage launched on the official website of the KR Ministry of Interior as an online information tool on gender and policing: <http://gender.mvd.kg/>;- Training of trainers on police gender sensitivity organized (Number of participants: 18 senior police managers from regional police units in 14 PBF priority locations, of whom 10 female, and 9 teachers from the MoI Academy and Training Center, of whom 5 female);- Series of basic gender sensitivity trainings in 14 PBF priority locations conducted (Estimated number of participants: 215 police officers; NB. Training programme still ongoing, final data to be presented in the annual report);- Media competition launched to encourage journalists to write and publish about women in policing so as to raise public awareness of the need to improve gender representation in the police; - Dialogue of the KR Government with the UN Committee on the Elimination of All Forms of Discrimination against Women (CEDAW) facilitated, including by supporting the participation of the MoI’s Gender Adviser in the KR Government delegation, by contributing to a joint submission of the UN Country Team on the implementation of the CEDAW Convention, and by presenting and discussing CEDAW recommendations at all gender-related UNODC events.Outcome 3: Police becomes more accountable and responsive to the grievances/needs of people through established complaints handling procedures and more effective independent monitoring of police performance.Evidence of progress:- Information leaflet on the MoI's complaints handling procedure developed by the MoI's Internal Oversight Department;- Public awareness raising campaign on complaints handling procedures launched to increase police accountability with involvement of lawyers and civil society;- 1 report on police gender sensitivity published and 2 reports on police performance under preparation.Outputs:- Unified e-accounting system on disciplinary and other measures against police officers who violate the law and internal rules of conduct developed and launched; - Preparatory work (tender procedures) for refurbishment and construction of 3 police stations in PBF locations completed in order to improve reception facilities and overall police services;- Manual and information brochure for citizens on procedures to complain about police misconduct developed and published in Kyrgyz and Russian languages;- Manual for citizens on their rights in case of administrative detention developed and published in Kyrgyz and Russian languages;- Poster with contact details of the MoI Internal Oversight Department developed;- 6 public events held in Bishkek and provinces targeting local government, police, civil society, Ombudsman, NPM and media on police complaints handling procedures (127 participants, of whom 69 women); - Hotline established for people to receive legal advice on cases of police misconduct; this hotline is operated by a local NGO with a network of lawyers throughout the country;- Assessment on the effectiveness of the current MoI internal oversight and complaints handling system conducted;- Study on police labor rights by the KR Ombudsman Institute facilitated, including a survey amongst 1500 police officers from all provinces (NB. Results to be presented during the next reporting period);- Analysis on the implementation of recommendations from a 2010 study on women in the MoI’s headquarters conducted and results presented at public events organized under outcome 2;- Anti-corruption expertise on the draft new Criminal Procedure Code commissioned (currently ongoing); this draft law has been tabled in the KR Parliament and includes provisions regulating police powers in relation to i.a. arrest, detention and investigations;- Public hearings on the annual report of the KR Ombudsman, including monitoring results on police performance, supported;- Information on the mandate of the KR Ombudsman and NPM included in the abovementioned manual for citizens on police complaints handling procedures. |
| *Do you see evidence that the project is having a positive impact on peacebuilding?**(250 words max.)* | At the project level, the following trends are considered positive: - A reduction in the number of inter-ethnic conflicts has been reported by the police in the multi-ethnic (Kyrgyz, Tajik) border village Tash Tumshuk, Ak Say municipality in Batken province (0 cases reported during the first quarter of 2015 as opposed to 12 during the same period in 2014); UNODC renovated a police station in this village in 2014 and facilitated the development of a local crime prevention action plan, which was adopted by the local authorities (NB. using funding sources outside the PBF); - The MoI has taken independent steps to enhance its human resources capacity at the local level in order to work in closer contact with local communities;- The decision of the Minister of Interior to establish a roster of police women who could be considered for appointment in management positions is unprecedented and , if successfully implemented, can serve as an example for other State bodies;- The MoI's Internal Oversight Department has shown willingness and openness to engage more actively with civil society, including by developing its own information materials on complaints handling procedures in cases of police misconduct. Overall, building a democratically accountable police service that protects human rights remains a challenge in the Kyrgyz Republic. Recent population surveys (as conducted by the Civic Union "For reform and results" amongst a sample of 1300 people) show that most people don't see any particular changes in the work of the police (63.2% of respondents). Slight improvements in the level of public trust in the police were registered (57.7% trusted the police, 3.7% more than a previous survey conducted in August 2014). The Baseline Survey for the Peace Building Priority Plan concluded that perceptions of competency in justice provision and, in particular, police services, appear to be higher in PBF target areas than in control areas. The survey noted a trend in improved perceptions towards institutions situated closer to the respondent when comparing central and local administrations. This reinforces the necessity of extending the reach of central institutions, including the police, to local communities. The survey also indicated that a substantial portion of the population does not believe state institutions are making efforts to communicate with local populations. Only one fifth of respondents rated institutions as ‘always’ communicating. Hence, UNODC project interventions will need to continue to focus on building dialogue between police and communities at the local level and strengthening police accountability. |
| *Were there catalytic effects from the project in the period reported, including additional funding commitments or unleashing/ unblocking of any peace relevant processes?**(250 words max.)* | The project's efforts to establish dialogue platforms on public safety and crime prevention and to promote the development of local crime prevention plans has been accompanied by modest, but useful funding commitments (to date approximately 11,000 USD) by local authorities. These funds help to build social partnerships at the local level, supporting efforts to strengthen local crime prevention centres, improve reception areas in police stations and implement sports and cultural activities for local communities and youth so as to keep people away from crime and promote healthy life styles.The project has steadily advocated for increased representation of women in the police service and the promotion of gender sensitivity in the police. Despite the sensitive nature of this issue, the project has developed and discussed with the MoI a 7 step action plan, of which some activities are now being implemented. As mentioned above, one of the initiatives that has come out of this is the establishment of a roster of police women who could be considered for appointment in management positions. A mentoring programme for police women, including capacity development of police women and the organization of promotional work amongst youth to encourage more young women and girls to consider a career in the police, is also foreseen.  |
| *If progress has been slow or inadequate, provide main reasons and what is being done to address them.**(250 words max.)* | Minority representation in the police remains a politically sensitive issue. Political will to take concrete measures to improve the situation is low. The project continues to employ diverse strategies to address this. These include: a) mobilizing support and building public demand for change by facilitating coordination on police reform between all relevant stakeholders, including civil society (The project works to strengthen existing civil society networks in the area of police reform and police accountability, e.g. Civic Union "For reform and Results" and Golos Svobody network of lawyers); b) placing a focus on key reforms that are expected to open up the police service to a more diverse pool of candidates and change the internal working culture, namely the introduction of competitive recruitment procedures for police officers and new police performance evaluation policies; c) refocusing the work at the local level on issues related to crime prevention and public safety as a less sensitive entry point for dialogue between police, local self-government and communities. Following the establishment of the abovementioned dialogue platforms at the provincial level, the project is currently engaged in a large scale effort to build such dialogue platforms in 12 of the PBF priority districts. This includes engagement with minority groups. The development of a national level plan on minorities in the police and policing in multiethnic communities is foreseen as part of a joint conference with other UN agencies during the second half of the year. Work on strengthening police accountability is well under way with a public awareness raising campaign on complaints handling procedures launched during the first half of 2015. Following the adoption, in 2014, of a new law on public councils, a new Public Council for the MoI was established in early 2015. The project has conducted a series of consultations with members of the Public Council, suggesting to support independent monitoring of police performance through this oversight mechanism. Unfortunately, the MoI Public Council has still not confirmed its work plan and overall motivation to conduct active monitoring appears low. As a mitigation strategy, the project has supported the organization of public hearings on the annual report of the KR Ombudsman, which includes monitoring results on police performance. Jointly with the KR Ombudsman Institute the project has also launched a survey on police labor rights with involvement of 1500 police officers from all oblasts of the country. Other efforts to promote independent monitoring of police performance will be channeled through civil society if the MoI Public Council does not prove effective. |
| *What are the main activities/expected results for the rest of the year?**(250 words max.)* | - Co-organize a conference on minorities in public affairs, including representation of minorities in the police; present the results of a population survey on access to police services and discuss steps to promote better policing in multiethnic communities; - Support local crime prevention assessments and the development of local public safety and crime prevention plans in PBF priority districts, including regular consultations between police, local government and communities;- Implement a mentoring programme aimed at encouraging more young women and men, including from a minority background, to consider a career in the police;- Provide advisory support to the MoI in implementation of the main strategic steps on enhancement of gender sensitivity in the police, including the formation of a special roster of women police officers;- Complete a series of gender sensitivity trainings and ensure that such training cascaded to all PBF priority districts, covering around 215 police officers from local police units;- Complete refurbishment of 3 police stations in PBF priority districts in order to establish more accessible and community friendly police stations with improved reception areas;- Complete a series of activities to increase police accountability and independent oversight, including development of informational materials, and training for 140 police officers, public awareness raising and independent monitoring with the involvement of lawyers and civil society.  |
| *Is there any need to adjust project strategies/ duration/budget etc.?**(500 words max.)* | As previously reported, the project's assessment mission in 2014 concluded that there is little basis to support police stations and patrols with the involvement of women, as planned by the project. The number of women working in the police in the PBF priority districts is too low. 3 pilot police stations have instead been identified for the provision of technical assistance to improve reception areas and overall working condition of the police in multi-ethnic communities in PBF priority districts (Lejlek, Kadamjai, Alamydin). Based on the currently ongoing gender sensitivity trainings in PBF priority districts, the project will review this strategy during the second half of 2015. The project will promote the development of gender action plans for the police in PBF priority districts and consider supporting additional police stations that show initiative on gender equality (e.g. by hiring more women, by employing women in more diverse functions, by establishing joint patrols, by actively working on gender-based violence etc). |
| *Are there any lessons learned from the project in the period reported?**(500 words max.)* | 1) Work on police reform needs to target both Government, MoI/police and civil society at national and local levels. Building public demand for police reform remains necessary in the current context. The project therefore continues to work actively with civil society platforms that monitor police performance and advocate for police reform and issues related to gender equality;2) Representation of women and minorities in the police remain sensitive issues. Progress depends on several factors beyond the project's control (e.g. police salaries; overall level of education, language education for minorities, encouraging minorities to go through military service and making the army more accessible and receptive to minorities). Progress in these areas also require societal change in relation to gender equality (increasing overall participation of women in different sectors of the economy and political life; breaking through stereotypes that the police is only for men) and inter-ethnic dialogue. Hence, the project will continue to link its work with the police to broader interventions on gender equality and inter-ethnic unity (e.g. National women's forum, conference on minorities in public affairs); 3) In order to achieve sustainability of dialogue platforms and related local crime prevention plans, a national level institutional mechanism and local level capacity building are needed. For this purpose, the project has advocated for the establishment of an interdepartmental working group to further elaborate the methodological tool developed by the project. If the tool and related division of stakeholder responsibilities is approved by the Government of the KR, the process for the development of local crime prevention plans will be institutionalized. At the local level, through its civil society partners, the project will not only facilitate consultations but endeavour to provide training for local government, police and civil society on the Law on crime prevention and the use of the methodological tool to identify and prioritize crime problems;4) In order to raise funds for the implementation of local crime prevention plans, these need to be linked to and embedded in local socio-economic development plans, which provide the basis for funding allocations at the local level; the abovementioned Resolution adopted as a result of the MoI's dialogue platforms and national forum emphasized this point;5) Experience in operative and investigative work remains the main path for career advancement in the police service in the KR. In addition to the mentioned initiative to establish a roster of female police officers who are eligible for management positions, the project's advocacy will need to focus on convincing the MoI to give more young female cadets an opportunity to get work experience in operative work and criminal investigations. The Minister of Interior has expressed interest to facilitate this process, but this needs to be backed up by capacity development so that female officers are better prepared for these tasks. This can partly be done through the proposed mentoring programme, but will also require additional resources and more long-term support. |
| *What is the project budget expenditure to date (percentage of allocated project budget expensed by the date of the report) – preliminary figures only?**(250 words max.)* | Project budget expenditure to date equals 551,156 USD. The delivery rate is 37.73%.981,200 USD or 67.17% of available funds have been committed. |
| *Any other information that the project needs to convey to PBSO (and JSC) at this stage?**(250 words max.)* | N/A |

**INDICATOR BASED PERFORMANCE ASSESSMENT*:*** *Using the* ***Project Results Framework as per the approved project document****- provide an update on the achievement of key indicators at both the outcome and output level in the table below. Where it has not been possible to collect data on indicators, state this and provide any explanation in the qualitative text above.*

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|  | Performance Indicators | Indicator Baseline (2014) | End of project Indicator Target | Current indicator progress (2015) | Reasons for Variance/ Delay(if any) | Adjustment of target (if any) |
| Outcome 1The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of minorities in the police and to ensure regular dialogue between police and minority communities | Indicator 1.1Number of minorities employed in police NB. Data on MoI personnel is classified. Hence, only percentages are given rather than numbers. | 6.3% (initially the MoI reported 5.1%, this was later corrected)  | 15-20% increase by 2016 | 4.9%  | Reasons for the gradual reduction are manifold:- Continued lack of public trust in the police; low salaries and poor working conditions render the police profession unattractive;- Ethnic minorities avoid military service, which is generally a requirement for entry into the police service. |       |
| Indicator 1.2Number of minorities enrolled in the police schools | 3% | 10% increase by 2016 | 1.1% | See above, in addition:- The MoI does not conduct effective and attractive recruitment campaigns for the Police Academy;- Ethnic minorities may have difficulties passing the required republican exams due to poor knowledge of Kyrgyz language and/or low levels of general education.  |       |
| Indicator 1.3Number of minorities in senior level positions | 5.2% | 3-5% increase by 2016 | 5.2% |  |  |
| Output 1.1Regulations on participation and representation of minorities, including plan for pro-active recruitment, training & career advancement adopted | Indicator 1.1MoI Resolution adopted and Action Plan developed | No policy paper available | Policy paper endorsed and effectively implemented | 1 policy paper endorsed | The new policy on competitive recruitment of police officers, endorsed by the KR Government on 24 November 2014, includes one special measure: if two candidates obtain equal results, preference shall be given to the candidate belonging to the underrepresented ethnicity or gender  |       |
| Output 1.2Regular dialogue between the police and minority communities established  | Indicator 1.1No. of public events conducted | 0 | 84 | 25  | On track. |       |
| Outcome 2The Government of the Kyrgyz Republic adopts and implements policies to increase participation and representation of women in the police force and to ensure regular dialogue between police and women in local communities | Indicator 2.1Number of women employed in the police | 13% | 10% increase by 2016 | 12.3% | The number of women in the police remains stable. The proportion presents a decrease as a result of the transfer of 1,000 male officers from the Ministry of Defense to the MoI.  |       |
| Indicator 2.2 Number of women enrolled in police schools | 17.4% | 15-20% increase by 2016 | 14.5%  | The proportion of women enrolled in the Police Academy has fluctuated between 13.2% and 19.2% during the last 5 years. An additional obstacle for women to enter the Police Academy is the lack of a dormitory for women cadets. |       |
| Indicator 2.3Number of women in senior level positions | 7.6%  | 3-5% increase by 2016 | 7.4% | The MoI's decision to establish a roster of police women qualified for management positions may lead to an increase in the number of high-ranking women in the police during the next years. |  |
| Output 2.1Regulations on participation of women, including plan for pro-active recruitment, training & career advancement adopted and effectively implemented | Indicator 2.1MoI Resolution adopted and Action Plan developed | No policy paper available | Policy paper endorsed and effectively implemented | 1 policy paper endorsedAction plan developed |       |       |
| Output 2.2Gender sensitive approaches in the work of the police service introduced | Indicator 2.2No of police officers trained | 0 | 140 |  250  | Training ongoing; exact number will be adjusted in the annual report. |       |
| Outcome 3Police becomes more accountable and responsive to the grievances/ needs of people through established complaints handling procedures and more effective independent monitoring of police performance | Indicator 3.1Number of police officers sanctioned in disciplinary and criminal proceedings in relation to misconduct | 171 - criminal proceedings 375 - disciplinary proceedingsNB. 2013 figures | % 10-15 increase by 2016 | 135 - criminal proceedings 518 - disciplinary proceedings  |       |       |
| Indicator 3.2% of recommendations from oversight organizations implemented | Very low level of implementation | 50% implementation rate  | N/A | Relevant reports under preparation |       |
| Output 3.1Complaint mechanism established to increase police accountability | Indicator 3.1Standard Operating Procedures approved by the MoI and piloted in priority districts; No. of designated reception areas created | 0 | 14 | MoI leaflet on complaints procedures developed3 reception areas planned for improvement as part of planned technical assistance. |       |       |
| Output 3.2Independent monitoring of police performance strengthened | Indicator 3.2No of reports on police performance published | At least 1 report per year on police detention  | At least 2 thematic reports on police performance (system of complaints, gender sensitivity, interaction with the public, access to lawyers, etc.) | On track | Relevant reports under preparation |       |

1. Please note that where there are multiple agencies, only one consolidated project report should be submitted. [↑](#footnote-ref-1)
2. Approved budget is the amount transferred to Recipient Organisations. [↑](#footnote-ref-2)
3. Funds committed are defined as the commitments made through legal contracts for services and works according to the financial regulations and procedures of the Recipient Organisations. Provide preliminary data only.

4 Actual payments (contracts, services, works) made on commitments.

5 PBF focus areas are:

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

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

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

(2.1) National reconciliation; (2.1) Democratic Governance; (2.3) Management of natural resources;

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

(3.1) Short-term employment generation; (3.2) Sustainable livelihoods

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

(4.1) Public administration; (4.2) Public service delivery (including infrastructure). [↑](#footnote-ref-3)
4. [↑](#footnote-ref-4)
5. [↑](#footnote-ref-5)