

FINAL REPORT

IMPROVING LAW ENFORCEMENT CAPACITY TO SAFEGUARD THE RIGHTS OF WOMEN AND YOUTH IN THE KYRGYZ REPUBLIC



February 2019

Title:	Improving law enforcement capacity to safeguard the rights of women and youth in the Kyrgyz Republic
Total duration:	August 2016 – August 2018 24 months
Amount requested:	500,000.00 USD – via Sub-Programme 2 “Criminal Justice, Crime Prevention and Integrity” of the UNODC Programme for Central Asia 2015-2019 (PROFI Nr. XAC/Z61; UMOJA Number: SB-005268)
Objective:	To increase access to professional opportunities for women in law enforcement and increase the capacity of law enforcement bodies to safeguard the rights of women and youth in line with international standards and norms
Target group:	Ministry of Interior (Mol) Local police stations, local government bodies, local crime prevention centers and civil society organizations (tentatively in 4 locations) Police Women Association Mol Oversight Council Mol Information Centre National Statistics Committee
Expected results:	a) Policing skills of female police officers enhanced with a view to promoting their appointment in a more diverse range of police functions and in management positions; b) Gender sensitive police services promoted in local communities (within the framework of existing local crime prevention plans and with the involvement of trained female police officers); c) Advocacy and partnerships on gender mainstreaming in the criminal justice system strengthened

ACRONYMS

CEDAW	Committee on Elimination of All Forms of Discrimination Against Women
GBV	Gender-based violence
KR	Kyrgyz Republic
MOI	Ministry of Interior
LSG	Local self-government
LCPC	Local crime prevention centre
TOT	Training-of-trainers
WiP	Women in police
UN	United Nations
UNODC	United Nations Office on Drugs and Crime
USA	United States of America

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Executive Summary

This project was aimed at advancing the role of women in the police in the Kyrgyz Republic and support efforts to effective criminal justice response to violence against women complemented with introduction of a new data collection system to monitor gender-based violence.

UNODC completed a 2-year initiative to promote the role and representation of women in the police. The initiative on gender mainstreaming in criminal justice system and promoting gender sensitive policy to prevent gender based violence was finalized with introduction of amendments to recruitment policy in the Ministry of Interior and capacity building programmes in police, including new assessment criteria on mentorship, educational course on “Leadership” introduced to the curricular of Police Academy, promotion of women to managerial positions in police, publication of Human Interest Stories based on real stories of police women; establishment of referral mechanism to prevent from gender and family violence and introduction of new forms of data collection on gender based violence.

Since 2016 UNODC supported the development and implementation of 2 national action plans on gender equality and the implementation of UN Security Council Resolution 1325 on women, peace and security. To implement the Law on Prevention of and Protection from Family Violence, expert support was provided to develop by-laws of the Ministry of Interior and the Ministry of Social Development. This included a regulation on the issuance of restraining orders to protect victims of family violence.

In 2017, more than 200 female police officers from police departments in all regions of Kyrgyzstan received training on criminal legislation, criminal investigations and crime prevention, including the prevention of violent extremism, gender-based violence and leadership trainings.

UNODC worked with the Police Academy to introduce a training course on leadership. The aim of this course is to improve management skills within the police force and develop the essential skills to influence and motivate staff to achieve better performance.

Strengthening data collection and analysis on domestic and other forms of gender-based violence has also become a significant contribution to the project’s results in support of Kyrgyzstan's efforts in monitoring progress towards the achievement of the Sustainable Development Goals.

I. Implementation Context

Women remain under-represented and face barriers to equal representation and effective participation in all justice sector institutions - law enforcement, prosecution service, judges and penitentiary staff-. The under-representation in numbers and at senior levels reflects a persistent lack of gender equality in employment and undermines the trust of women in a justice system in which they are not represented. What is more, the lack of representation of women in the justice system has a substantive impact on the fairness of justice system outcomes for women. Under-reporting and poor services for those experiencing rape and domestic violence – both women and men - are still of concern and it is feared that existing services may not be properly overseen in the criminal justice system of Kyrgyz Republic.

During recent years, an inequality between men and women has increased in Kyrgyzstan. Notwithstanding that women account for a small but growing percentage of police officers (13% in 2018 , up from 10% in the 2010s) ,the presence of women certified police officers (6.5%) and senior police management positions (5.2%) in the police remains minimal. Therefore, the need to recruit, train and promote more female officers is receiving far more attention than ever before. The need toward creating a more balanced public safety force is fueled in part by a growing appreciation of certain unique and valuable professional qualities that women often bring to law enforcement. Such qualities as ability to make a difference in addressing gender based and family violence and communicative approach to policing are believed to enhance the ability of police women to make a positive impact on the communities they serve. This is particularly acute at community level where human rights violations committed by male police officers have contributed to mistrust amongst some local communities¹ and gender discrimination and gender-based violence are affecting women’s participation in political, economic and social life².

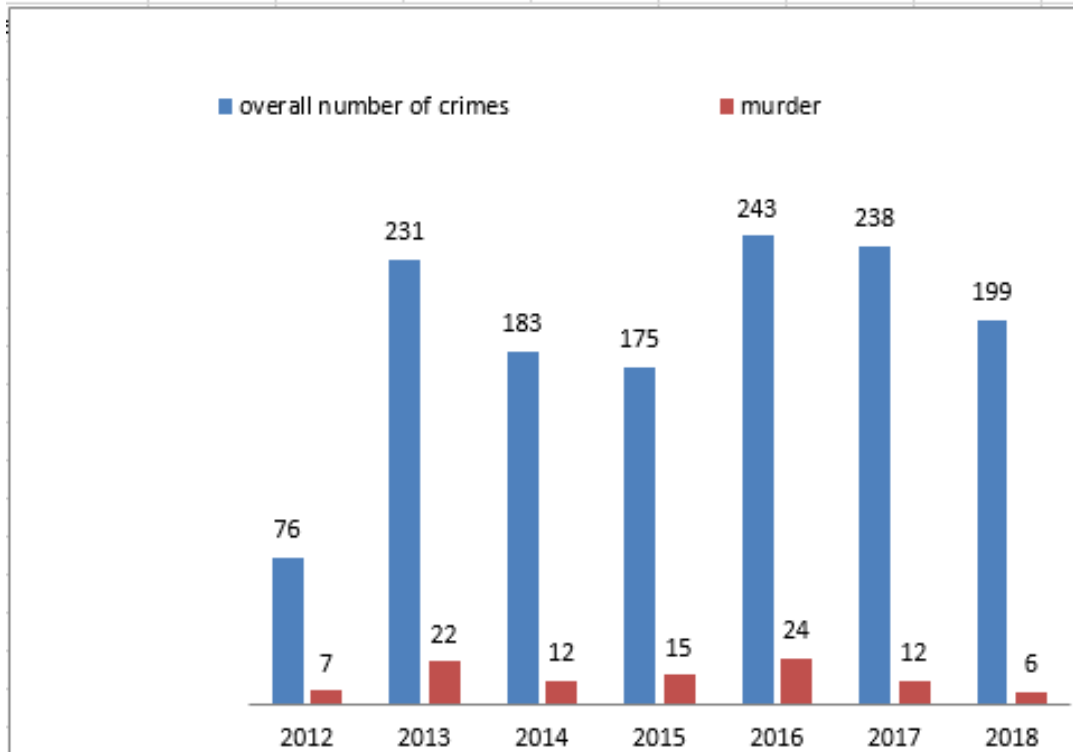
In the Kyrgyz Republic, gender-based violence takes such forms as family violence (physical, psychological, economic, neglect), sexual violence, early marriage, forced marriage, polygamy, trafficking in persons. Cases of violent acts of a sexual nature are annually registered both against women and against girls and boys.

The criminal justice response to violence against women remains weak, although related indicators do show an upward trend in terms of the number of cases considered in court and the number of perpetrators convicted. Since 2015 there has been a tendency to increase of such crimes. In 2018, the police registered 7,178 cases of domestic violence and issued 7,114 restraining orders. This is almost 50% increase since 2015 (3524 registered cases and 3358 restraining orders).

¹ Official data provided by Ministry of interior of Kyrgyz Republic, January-2019

² According to CEDAW State and Alternative reports, programmatic analysis of UN projects in the area of women, peace and security and the findings of the recent national review on implementation of BPfA (Beijing+25) in Kyrgyzstan

Number of registered crimes in the result of domestic violence



II. Performance Review

Implementation Strategy Review

1. Partnerships and synergies

The project was based on the three-pillar approach: strengthening criminal justice response to gender-based violence, strengthening capacity of police women on professional and personal skills and awareness raising campaigns on community level on prevention of gender-based violence. Based on the abovementioned activities the project was aimed at advancing the role of women in the police in the Kyrgyz Republic and supported government's efforts to implement the National Action Plan on implementation of the UN Security Council Resolution 1325, as well as relevant recommendations made by the CEDAW Committee to strengthen efforts to address violence against women.



To achieve these goals, the primary partnership has been established with the Parliament, Government, Ministry of Internal Affairs, local police departments, Police Academy, Police Women Association, Public Fund "Initiative of Roza Otunbaeva", American University in Central Asia, Association of Crisis Centres, local administrations of 6 pilot municipalities, local

crime prevention centres, committees on prevention of domestic violence, local communities' and women organizations' leaders.

The project supported the Government of the Kyrgyz Republic in establishment of an authorized body for protection against domestic violence to implement the Law on Prevention and Protection from Domestic Violence and creation of committees on implementation of the law on the local level.

Partnerships have been also developed for introduction of a training course on leadership for senior management in the educational curricula of the Police Academy supported by independent experts and academia from the American University in Central Asia.

To implement a mentorship program in the police the project built partnership with the Police Women Association and Public Fund "Initiative of Roza Otunbaeva" having extended experience in introduction of mentorship practices to different state institutions.

UNODC supported the development and implementation of 2 national action plans on gender equality and the implementation of UN Security Council Resolution 1325 on women, peace and security. Progressive impact of women's leadership and participation in ensuring sustainable peacebuilding and conflict prevention, management and resolution was proved by findings of the evaluation on implementation of the NAP on UNSCR 1325 (2018)³ and serve as engine of peace in the country facing multiple political and economic challenges.

To implement the Law on Prevention of and Protection from Family Violence, expert support was provided to develop by-laws of the Ministry of Interior and the Ministry of Social Development. This included a regulation on the issuance of restraining orders to protect victims of family violence⁴.

2. Sustainability and Exit Strategy

UNODC provided technical expertise over the lifecycle of the project. This was done primarily through strategic planning and implementation, expert support, piloting, etc. Emphasis was made on strengthening capabilities and institutionalization of the development of mentorship programme and leadership educational course, as well as support to the Government in creation of committees on prevention from domestic violence.

New mentorship practices were elaborated and piloted within the project supported by methodological tool, these initiatives were coordinated with the Human Resources Department of the Ministry of Interior of KR and as result were adopted as a Regulation on Mentorship Practices signed by the Minister of Interior. To ensure proper execution of

³ <http://cbd.minjust.gov.kg/act/view/ru-ru/216600>

⁴ <http://cbd.minjust.gov.kg/act/view/ru-ru/10022>

the Regulation the new mentorship practices were introduced to the performance evaluation criteria of police officers.

To introduce national legal instruments on prevention and protection from domestic violence, the project created multi-stakeholder working groups based on official decrees signed by the Mayor or local councils in pilot locations. This ensured broad participation and buy in from local authorities. Many of the working groups continue to function following the adoption of the earlier plans. Local crisis centres also play a key coordinating role where they have capacity.

Taking into consideration the need in constant capacity building and professional development of police officers to improve communication and leadership skills UNODC together with implementing partners and experts elaborated a training manual, which incorporates the applicable best practices and psychological technics of self-development to the curriculum of the Police Academy of the Kyrgyz Republic. The manual contains key characteristics that will help officers to promote and advance in their careers and to make a positive impact on their departments, colleagues and the people they serve.

UNODC facilitated the establishment of new referral mechanisms for victims of violence in 16 territorial administrations and piloted in 6 municipalities. As a result, victims receive comprehensive support, including legal advice, social and psychological support through newly established coordination committees in each municipality.

Preceded by a series of thematic workshops and working group meetings a new system for data collection on gender-based violence and human trafficking was developed and endorsed by the key state institutions collecting and analysing crime data: Ministry of Interior, Prosecutors office, Judicial Department, National Statistical Committee, Ministry of labour and Social Protection. This included revised statistical forms and a related training manual with guidelines on data collection on gender-based violence and trafficking in persons

III. Project Results Summary

1. Overall results

UNODC completed a 2-year initiative to promote the role and representation of women in the police, presenting its main results in the final conference bringing together police officers, experts, representatives of state institutions and NGOs. Based on the results three (3) training programmes for female police officers have been developed and institutionalized: Professional Development Programme, Leadership Programme, Mentorship Programme.



Women police officers of Kyrgyzstan (over 290 women) enhanced their professional skills through participation in the Training Program on Professional Development implemented jointly with the Ministry of Interior and Police Academy. 40 police women out of the total trained women officers have been commissioned by the Ministry of Interior to work as mentors for the junior police officers. A new Instruction on Mentorship was developed and introduced by the Ministry of Interior.

40 women police mentors and 50 mentees completed a Mentoring Program designed to strengthen leadership skills of senior police officers whilst providing new recruits with a smooth induction in the police service. New guidelines for police mentoring were developed. The policy on police performance evaluation was amended to include requirements related to mentoring. A collection of human-interest stories on women police officers as role models reached an audience of more than 13 000 readers. The proportion of female police officers in senior positions rose from 4.5% in 2017 to 5.2% in 2018.

The project supported the development and implementation of 2 national action plans on gender equality and the implementation of UN Security Council Resolution 1325 on women, peace and security. To implement the Law on Prevention of and Protection from Family Violence, expert support was provided to develop by-laws of the Ministry of Interior and the Ministry of Social Development. This included a regulation on the issuance of restraining orders to protect victims of family violence.

1420 stakeholders, including police officers, municipal, social protection, health and education workers and community activists increased knowledge and skills on the implementation of laws and policies on gender equality and prevention of gender-based violence. UNODC facilitated the establishment of new referral mechanisms for victims of violence in 16 territorial administrations and piloted in 6 municipalities. As a result, victims receive comprehensive support, including legal advice, social and psychological support through newly established coordination committees in each municipality. and facilitated workshops for committee's members to build their gender sensitive approaches, capacity in working with victims of domestic violence and overall strategic planning of support provided to families suffered from gender-based violence.

The new system for data collection on gender-based violence and human trafficking was developed and endorsed by the key state institutions collecting and analysing crime data: Ministry of Interior, Prosecutors office, Judicial Department, National Statistical Committee, Ministry of Labour and Social Protection. This included revised statistical forms and a related training manual with guidelines on data collection on gender-based violence and trafficking in persons.

Strengthening capacity of police women



With project support in 2017, more than 290 female police officers from police departments of all regions of Kyrgyzstan which is almost 90% of all women in police of Kyrgyzstan, received training on criminal legislation, criminal investigations and crime prevention, including the prevention of violent extremism, gender-based violence and leadership trainings. They were aimed at

contributing to the career advancement of women in the police service by teaching them relevant personal and professional skills.

Capacity building programs were implemented jointly with the Police Women Association⁵. 4-days in-depth training programs were aimed at involving female police officers in priority locations in crime prevention efforts by teaching skills on priority issues, such as responding to sexual and other gender-based violence and working with youth drug and alcohol prevention and family strengthening and promoting the appointment of more female police officers in criminal investigations and operative police work by teaching skills on investigation and operational matters, such as crime scene investigation, statement taking, case file management. All training materials (4 training manuals) were handed over to the capacity building department of the MOI KR.



⁵ <http://nlkg.kg/ru/picture-story/120-zhenshin-milicionerov-kyrgyzstana>

Leadership and Mentorship Program



The training programs consisted of two-step capacity building interventions for police officers: TOT for selected women who could further serve as mentors and police mentorship program.

TOT on leadership and mentorship for the selected 40 high ranked police women from different regions of the country with diverse policing background was held with a focus on personality development equipping participants with the self-assessment instruments, anger management, conflict prevention, team building and best practices for mentoring.

The project facilitated development of a Manual for Mentors in the Police, which includes selection criteria for mentees and a work plan on implementation of the mentorship program in the police. As the police mentors completed TOT, fulfillment of the mentorship programme was held in coordination of the Police Women Association. Each mentor was paired with 2-3 young newly recruited police officers in order to offer them a smooth transition into the police service, enhance work skills and the ability to identify future career goals, additionally police mentors together with mentees conducted open lessons, theater forums, in schools and universities on prevention of gender-based violence and awareness and brainstorming sessions on early marriages and crime prevention.

Based on the training held for police women, the project reached an agreement with the KR Police Academy on launching of a Leadership Program for police women and its introduction in the training curricula of the Police Academy and professional development course for police officers. Experts and instructors from the American University of Central Asia, shared experience and supported the development of the educational course for the Police Academy of MOI KR. The aim of this course is to improve management skills within the police force and develop the essential skills to influence and





motivate staff to achieve better performance. The course was introduced to the Management Faculty of the Academy and is being taught for senior ranked police officers.

Based on the results of the Mentorship Programme new guidelines for police mentoring were developed and introduced. The policy on police performance evaluation was amended to include requirements related to mentoring.

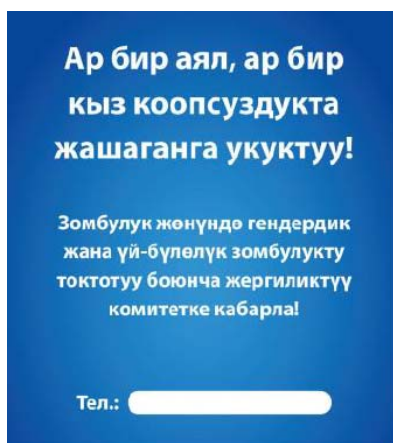
Advocacy on prevention of gender-based violence



To implement the Law on Prevention of and Protection from Family Violence, the project worked with Association of Crisis Centers in selected pilot municipalities to establish local gender-based violence prevention mechanisms and providing expert support in developing by-laws of the Ministry of Interior and the Ministry of Social Development. This included a Regulation on the issuance of restraining orders to protect victims of family violence. The Law of the Kyrgyz Republic “On Prevention of and Protection from Family Violence in Kyrgyzstan” (endorsed in April 2017) provides for comprehensive protection of the population, including women, minors and those who are vulnerable to domestic violence.

The objective of this project initiative was in establishing protection mechanisms and ensuring access to justice and fundamental rights for victims of gender-based violence. The project interventions highlighted the importance of joint efforts to ensure fundamental rights of gender-based violence and establish referral mechanisms for victims of violence based on the new Law on Protection from Family Violence.

Victims of gender-based violence received comprehensive support, including legal advice, social and psychological support through established in each municipality coordination committees consisting of local municipal administrations, social and medical workers, police and non-government organizations, including representatives of local crime prevention and crisis centers combining their efforts in a coordinated response to gender-based violence cases. 1420 stakeholders, including police officers, municipal, social protection, health and education workers and community activists increased knowledge and skills on the implementation of laws and policies on gender equality and prevention of gender-based violence.



Informational leaflets on prevention of domestic and gender-based violence developed and widely disseminated around the country. The project combined efforts of police mentoring programme with advocacy work in regions, thus open lessons on gender-based violence in schools of Chui, Issuk-kul and Talas, Osh Jalalabad provinces were conducted jointly with the police mentors as well as awareness and brainstorming sessions on early marriages were held with participation of the police mentors and mentees.



An analytical overview of the national legislation on response to gender-based violence was conducted for development of an Action Plan and practical implementation of coordination mechanisms at the local level in response to gender based violence. As the result, an agreement was reached with the Main Investigation Department of the Ministry of Interior to introduce amendments to the instructions for investigators on work with gender-based violence cases.

Public hearings were facilitated to present a Report on Criminal Justice Response on Gender Based Violence elaborated by the Women Judges Association⁶.

Improving data collection on gender related crimes



The project partnered with the National Statistical Committee of the Kyrgyz Republic and a range of other stakeholders to strengthen national capacities to produce, disseminate and use crime data. To contribute to the quality of statistics collected for implementation of the National Strategy on achieving gender equality up to 2020 and Law on Combating Domestic Violence, the project supported establishment of the Interdepartmental Working Group on improvement of data collection on gender-based violence and trafficking in persons, which contributed to the improvement of the process of crime data collection analysis in the area of GBV and TIP crimes. An analysis of the criminal justice data collection system was developed and new GBV and TIP data collection forms

have been developed and endorsed by the state agencies 'crime statistics units of Ministry of Interior, Prosecutors office, Judicial Department, National Statistical Committee, Ministry of labour and Social Protection, Ministry of Health and crisis centres of KR. This included revised statistical forms and a related training manual with guidelines on data collection on gender-based violence and trafficking in persons. Over 200 national and local government representatives, police officers, victim support staff and other relevant stakeholders (42 per cent women) upgraded their skills to roll out the new guidelines.

The training manual with guidelines on data collection and a new data collection system to monitor gender-based violence and human trafficking was presented at a roundtable organized in partnership National Statistical Committee of KR⁷.

IV. Good Practices and Key Lessons Learned

Human Interest Stories



The publication “Women in police” compiling 10 human interest stories of women with different policing background was published and widely disseminated in the police departments and handed over to the Association of Police Women and Ministry of Internal Affairs. The compilation contains stories of women tackling on the importance of promoting gender sensitivity, eliminating gender stereotypes in the police structure and women’s professional growth, difficulties that women face in masculine structure and ways to succeed. The success stories of 10 inspiring women are aimed at advancing the role women in law enforcement and

promoting better access to justice for women and girls⁸.

Mentorship in the police

Introduction of the mentorship to the evaluation criteria of police and elaboration of the new instructions on mentorship in police is the new and unique tool that is supportive for developing professional standards of human resources practices within the police structure.

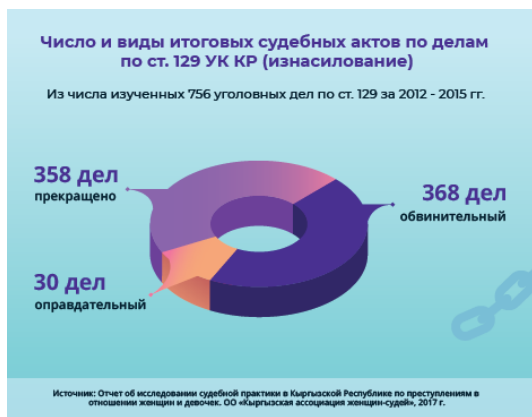
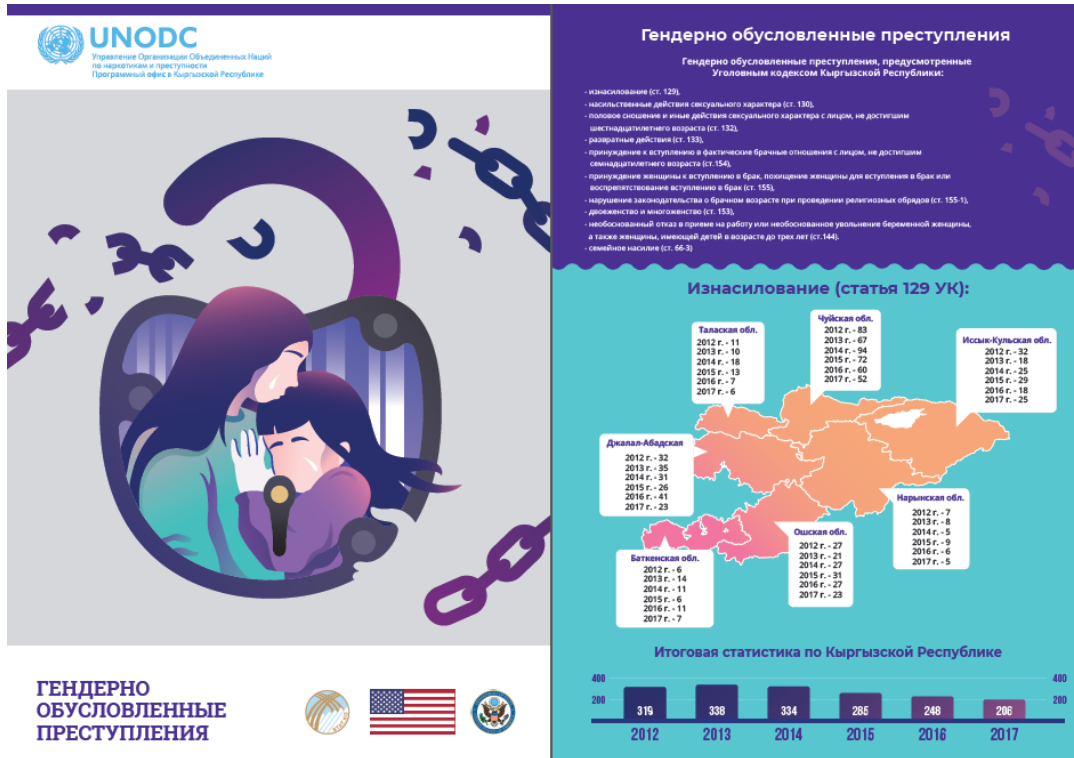
GBV Response

Establishment of referral mechanism on prevention of gender-based violence where coordinated response that aims to ensure that all survivors/victims of GBV (domestic and sexual violence) receive a prompt and comprehensive response from service providers that meets their needs from the first point of contact onwards.

⁷ <https://drive.google.com/open?id=1K6DoRRHK3WlJze9hlzbuVlCid-zD3JYS>

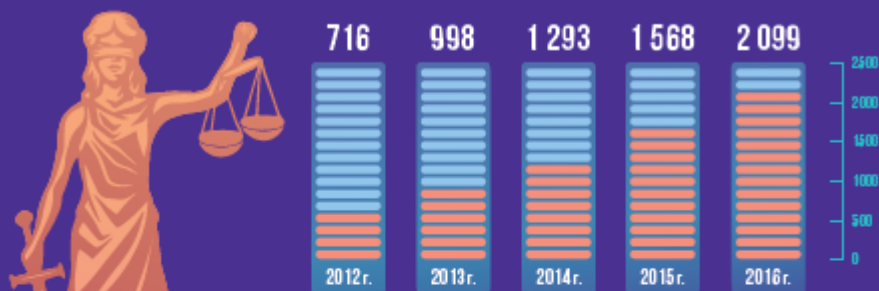
⁸ <http://nlkg.kg/ru/projects/being-a-woman>

Infographics on gender-based crimes

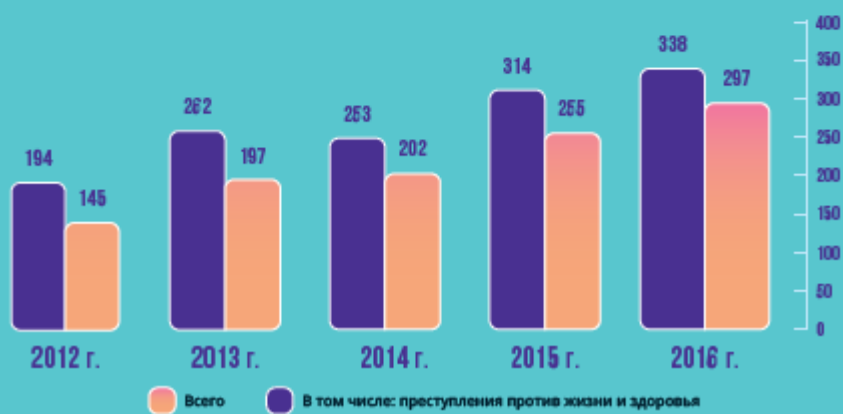


Число рассмотренных административных правонарушений по семейному насилию

(с наложением административного взыскания)



Число рассмотренных административных правонарушений по семейному насилию



Annex 2

Publications

1	CBV and TiP Crimes Data Collection Analysis	https://drive.google.com/open?id=1K6DoRRHK3WIJze9hlzbuVlcid-zD3JYS
2	Referral Mechanisms Methodological Tool	
3	Women in Police: Human Interest Stories	
4	Training Manual on Leadership in Police	
5	Training Module on Professional and Personal Skills	
6	Methodological guidelines on data collection and a new data collection system to monitor gender-based violence and human trafficking	
7	Mentorship Guidebook	
8	Minister's of Interior Order on Mentorship Performance Evaluation Criterium	
9	Video stories on police women	https://rus.azattyk.org/a/27596670.html https://www.youtube.com/watch?v=SRoWsr3dWns https://ru.sputnik.kg/video/20160113/1021547853.html