

UNOFFICIAL TRANSLATION

NATIONAL STRATEGY
for the Development of the Penal Execution (Prison)
System of the Kyrgyz Republic for 2012-2016

Approved by
the Government of the Kyrgyz Republic
on 15 May 2012 (Decree No. 297)

List of Abbreviations

- Chapter 1. Introduction
- Chapter 2. Penal Execution System (PES) Background
- Chapter 3. PES Current Status
- Chapter 4. PES up to 2016 (projections)
- Chapter 5. Strategic Areas
- Chapter 6. Logistical Support
- Chapter 7. Monitoring and Evaluation

List of Abbreviations

| | |
|-----------|-----------------------------------------------------------------------------------------------------------------------|
| HIV | Human Immunodeficiency Virus |
| SC | Supreme Court of the Kyrgyz Republic |
| HEI | Higher Educational Institution |
| SRS | State Registration Service under the Government of the Kyrgyz Republic |
| SAC&RD | State Agency for Construction and Regional Development under the Government of the Kyrgyz Republic |
| PGO | Prosecutor-General's Office of the Kyrgyz Republic |
| SSEP | State Service for Execution of Punishment under the Government of the Kyrgyz Republic |
| MDEP | Main Department for Execution of Punishment |
| DPS&C | Department for Prisons Security and Convoy of Prisoners and Persons in Custody under SSEP |
| OSCE | Organization for Security and Cooperation in Europe |
| DOTS | Directly Observed TB Treatment Short-Term |
| DOTS+ | Directly Observed TB Treatment Short-Term of MDR |
| CF | Correctional Facility (prison/colony) |
| KSMIRT&QU | Kyrgyz Medical Institute for Retraining and Qualification Upgrade under the Ministry of Health of the Kyrgyz Republic |
| CS | Colony Settlement (open type) |
| MI | Ministry of Interior of the Kyrgyz Republic |
| MYL&E | Ministry of Youth, Labour and Employment of the Kyrgyz Republic |
| MH | Ministry of Health of the Kyrgyz Republic |
| MFA | Ministry of Foreign Affairs of the Kyrgyz Republic |
| MC&T | Ministry of Culture and Tourism of the Kyrgyz Republic |
| ME&S | Ministry of Education and Science of the Kyrgyz Republic |
| MA | Ministry of Agriculture and Reclamation of the Kyrgyz Republic |
| MSD | Ministry of Social Development of the Kyrgyz Republic |

| | |
|-----------|--------------------------------------------------------|
| ME&I | Ministry of Energy and Industry of the Kyrgyz Republic |
| MJ | Ministry of Justice of the Kyrgyz Republic |
| MF | Ministry of Finance of the Kyrgyz Republic |
| LSG | Local Self-Governments |
| PSC | Public Supervisory Council on Penal Issues under SSEP |
| VET | Vocational Education and Training Schools |
| PTDF/SIZO | Pre-Trial Detention Facility/Remand Prison |
| Media | Mass Media |
| SSEI | Secondary Special Educational Institution |
| PEI | Penal Execution Inspection |
| CC | Criminal Code of the Kyrgyz Republic |
| CEC | Criminal Execution Code of the Kyrgyz Republic |
| CPC | Criminal Procedure Code of the Kyrgyz Republic |
| PES | Penal Execution (Prison) System of the Kyrgyz Republic |
| LI | Life Imprisonment |

Chapter 1 Introduction

The primary objective of elaborating the National Strategy for development of the penal (prison) system of the Kyrgyz Republic for 2012-2016 (hereinafter - the Strategy) is to strengthen the rule of law in the Kyrgyz Republic in order to promote justice, peace and stability in the country. The Government of the Kyrgyz Republic is fully resolved to continue ongoing efforts to reform the prison system at legislative, political and administrative levels in order to improve the detention conditions in prisons as well as to facilitate their social reintegration.

Chapter 2 PES Background

Since gaining its national independence in 1991, the Kyrgyz Republic has been intensely involved in the activities of the international community. In the field of human rights Kyrgyzstan acceded to more than 20 international treaties hereby incurring certain obligations.

Criminal punishment, especially imprisonment, substantially affects the rights of both prisoners and their families. As part of ongoing reforms in the penal system, the Department on Correctional Affairs under the jurisdiction of the Ministry of Interior (MI), was transformed into the Main Department for Execution of Punishment (GUIN) under the MI in 1995. MDEP (GUIN) operated under the MI until 2002.

As part of a comprehensive reform of the judiciary and law enforcement agencies and to implement the Penal Execution System Reform Concept, approved by Government Decree No. 833 "On the Kyrgyz Republic Penal Execution System Reform Concept for the period up to 2010" on 9 December 9 2002, the penal execution system was transferred from the jurisdiction of the Ministry of Interior to the Ministry of Justice. This was done taking into account international practice and the need for humanization and demilitarization.

Further, by Government Decree No. 149 of 10 March 2006 "On the National Programme of Penitentiary System Reform of the Kyrgyz Republic until 2010 "Ymyt", the Kyrgyz Republic National Prison Reform Programme "Ymyt" until 2010 was approved (hereinafter - the

Programme). By this same resolution the Matrix of Actions for its implementation was approved.

This Programme represents the first policy document on prison system reform. Assessment of its implementation shows that the Programme has played a positive role in the establishment and development of PES.

Tremendous efforts have been made to improve the legislative framework governing the operation of PES. On 25 June 2007, the Law of the Kyrgyz Republic was adopted, pursuant to which the country has abolished the death penalty, instead introducing life imprisonment as a new form of punishment. The same law has reduced, de-penalized and decriminalized sanctions under several articles of the Criminal Code, including those related to juveniles, which has led to a substantial reduction of the prison population in the country.

Fig. The Prison Population Reduction Trend

During these past years the core framework of the penal execution system has changed. Now it pays more attention to safeguarding human rights and freedoms to prisoners. Such PES actions as correctional treatment and social rehabilitation of prisoners have gained ground. A major step forward was the widespread introduction of drug demand reduction and harm reduction programmes in the penal practice.

With the support of international donor agencies the following programmes have been implemented and as of today they are successfully operating:

- the Minnesota model rehabilitation of persons addicted to alcohol and drugs, based on the "12 Steps" methodology of the Community of Anonymous Alcoholics and Anonymous Drug Users (the programme "Atlantis"). "Atlantis" rehabilitation centers were established in 8 prisons. A centre for rehabilitation and social adaptation of prisoners opened in CF No. 31;

- The needles and syringes exchange programme for injecting drug users (IDUs)- is under implementation in 12 correctional facilities (10- in CFs, and 1 – PTDF/SIZO, and 1 -in CS);

- The methadone substitution therapy (MST) programme is implemented in 3 facilities (1- in CF and 2- PTDF/SIZO);

- The programme of pre-release preparation of prisoners and their social adaptation - Offices for social support are functioning in 12 facilities (11-in CFs, 1- in PTDF/SIZO);

- The training capacity for professional training and retraining of PES staff members was substantially extended and enhanced;

- The TB- pulmonary hospital in CF No. 27 and No. 31, where TB patients are treated based on DOTS and DOTS +, have been renovated and equipped in accordance with international standards.

Prison infrastructure, conditions of detention and prison food have significantly improved.

For the first time, a psycho-social service has been created in the penal execution system. PES staffing has been extended to include certified positions of psychologists and social workers.

As a result of the implementation of the Programme, foundations for the development of a probation service have been laid within the PES. Thus, in May 2008 the PEIs were transferred from the Ministry of Interior to the jurisdiction of the Ministry of Justice in accordance with Government Decree No.22 "On the Transfer of Penal Execution Inspections from the Ministry of Interior of the Kyrgyz Republic to the Jurisdiction of the Main Department for Execution of Punishment under the Ministry of Justice" of 14 May 2008. This made it possible to promote non-custodial sanctions alternative to imprisonment and triggered the onset of the PES demilitarization process.

However, despite some positive progress in implementation of the Programme, many objectives, which require allocation of funds, have not been met.

Section 4.3 of the Programme on the improvement of prison conditions through the construction of new correctional facilities has remained largely unimplemented. The PES has been

unable to comply with the requirements of the PEC regarding the execution of punishments in prisons of low security (in all regions), maximum security (northern and southern regions), correctional facilities for male minors of reinforced security, correctional facility for female juveniles, colonies of low and reinforced security for convicts - former employees of courts and law enforcement agencies. In existing prisons no system has been put in place to differentiate between standard, less strict and strict conditions for prisoners.

Following the abolition of the death penalty in the Kyrgyz Republic in 2007 the sentences of more than 200 persons convicted to capital punishment were revised, and they have been sentenced to LI. The PEC provides for detention of this group of persons in prisons of maximum security which do not exist in the structure of PES. The imprisonment of such persons sentenced to LI in prisons of high security is negatively affecting the operational situation in these facilities.

The distribution of Correctional Facilities across the country's territory is not proportionate to the distribution of the population in various regions. For example, 68 percent of correctional facilities are located in the Chui oblast, while there are no closed correctional facilities in Osh, Batken, Talas, Naryn and Issyk-Kul oblasts. There is no correctional colony of high security in the southern region. There are no PTDF/SIZOs in Batken and Talas oblasts. This means that prisoners have to be escorted, which is quite a costly exercise for the national budget.

Also no major repairs or reconstruction of the engineering infrastructure, housing and energy systems in prisons, and facilities for security, supervision and control have been executed. The municipal utility facilities in prisons were not equipped with necessary equipment and hardware in accordance with existing rules, and almost all prisons lack sewage disposals systems.

Medical equipment of health care facilities is outdated and does not comply with requirements of modern medicine. The service failed to establish and develop intra-sectoral hospitals, a primary health care facility (PHC), sanitary-epidemiological service, military-medical commission, and sanatorium and resorts facilities.

The professional capacity of PES staff remains insufficient due to low prestige of the prison profession, low pay and lack of benefits.

The production facilities in prisons are standing idle due to lack of equipment, working capital and technology for production of goods in demand at the market, incurred tax arrears and penalties.

CS (colony settlement) has a low capacity for fulfillment of set objectives - re-socialization of prisoners in post-penitentiary period, development of in-house industries, including agricultural activities. Despite a long-standing convicts' tracing and detection practice, the number of escaped prisoners remains high.

The legal and logistical issues in the performance of PEI remain unaddressed.

Although some progress has been achieved in the implementation of the Programme, the PES continue to face multiple challenges and it is necessary to bring the practice of administration and detention of prisoners in prisons in compliance with the requirements of national and international provisions and standards.

Chapter 3 Current PES Status

The distribution of 32 correctional facilities across the country: 2 – in Osh oblast, 3- in Jalal-Abad oblast, 1- in Batken oblast, 2 – in Talas oblast, 1 – in Naryn oblast, 3- in Issyk-Kul oblast, and the remainder of 21 or 68 % of total correctional facilities are located in the Chui valley.

Figure.

The distribution of prisoners

As of January 1, 2012 there are around 9,832 persons detained in correctional facilities of the country. Approximately 4,217 persons are registered with the PEI, which altogether makes 14,045 persons.

Figure. Total number of prisoners disaggregated by types of facilities: Correctional Facility (CF), Colony-Settlements (CS) and Penal Execution Inspection (PEI) (as of the end of the year)

Disaggregation of prisoners by gender as of the beginning of 2012:

- women - 5,60%;
- men - 94,40%.

Disaggregation of prisoners by age as of the beginning of 2012:

- under 18 years of age - 0,53%;
- from 18 up to 30 years of age - 34,65%;
- from 30 up to 55 years of age - 59,92%;
- from 55 up to 60 years of age - 4,55%;
- above 60 years of age - 0,35%.

Disaggregation by crime classification:

| Years | 2010 | 2011 | 2012 |
|---------------------------|-------------|-------------|-------------|
| For minor offences | 281 | 382 | 251 |
| For less serious offences | 1979 | 2350 | 2717 |
| For serious offences | 3130 | 2296 | 2485 |
| For very serious offences | 2837 | 2901 | 2540 |
| Total: | 8227 | 7929 | 7993 |

There is one correctional facility for detention of women in PES - CF-2.

The majority of prisoners (94,57%) are able-bodied persons between 18 and 55 years of age.

The majority of persons (65,53%) are prisoners convicted for heavy and especially grave crimes.

There is the discerning trend of a growing number of prisoners convicted to LI.

Figure. The number of prisoners convicted to LI as of the beginning of the year

Figure. The morbidity rate in the penitentiary system of the Kyrgyz Republic for 1000 of population

There is the trend of reduced mortality rate among prisoners.

Figure. The mortality rate in the penitentiary system of the Kyrgyz Republic for 1000 of population

In the result of improved nutrition and detention conditions, implemented healthcare and social programmes the morbidity rate among prisoners has reduced.

Figure. The number of first time detected TB patients

In 2011 there were intensive efforts made to detect those ill with TB among prisoners.

The implemented healthcare and social programmes, control of supplies of drugs to prisons enabled to contain the HIV spread.

Figure. The number of persons with HIV detected for the first time.

In 2008, the enforcement of the Law "On Amendments and Supplements to the KR Criminal Code, the KR Criminal Procedure Code, the KR Code on Administrative Liability, the KR Criminal Execution Code, the laws of KR "On the Supreme Court of the Kyrgyz Republic and Local Courts", "On the Prosecutor's Office of the Kyrgyz Republic", "On Procedures and Conditions of Detention of Persons Detained on Suspicion and Charges of Committing Crime", "On General Principles of Amnesty and Pardon", "On Enactment of the Criminal Execution Code of the Kyrgyz Republic" and "On Enactment of the Criminal Code of the Kyrgyz Republic" as of June 25, 2007, Ref. no. 91 has resulted in increased number of persons exempted from serving the sentence.

The PES Personnel Status

The total number of staff members and military men of PES makes around 3700 persons. The staff shortage as of the beginning of 2012 makes 4,3%, the majority of them are unfilled health staff vacancies.

The staff turnover rate in 2011 was 5% (105 persons dismissed, 129 - recruited).

The disaggregation of staff members by gender looks as follows: women - 27,11%, men - 72,89%.

The majority of PES staff are persons of young and middle age, the age disaggregation looks as follows:

- under 30 years of age - 44,78%;
- from 31 up to 40 years of age - 33,20%;
- from 41 up to 50 years of age - 19%;
- from 51 up to 55 years of age - 2,80%;
- above 55 years of age - 0,22%.

The PES management staff is primarily represented by staff members with higher and secondary special education. The disaggregation of staff members by degree of education:

- higher education - 56,60%;
- secondary special education - 14,20%;
- secondary education - 29,20%.

More than half of PES staff has experience of up to 1 year or up to 5 years which cannot but affect performance quality and professionalism.

Figure. Disaggregation of staff by length of service

The assessment of the current status of PES

In order to plan future actions the current status of prisons was assessed based on an objective

SWOT analysis. Particular attention was paid to such aspects as staff supplies, activities of stakeholders and citizens involved in the operation of the penal system.

Strengths:

- Political will and enabling social environment conducive to PES reform and development;
- Most of PES personnel are highly qualified, professionally developed, dedicated staff members striving for positive changes;
- In some prisons the Programme "Atlantis" is implemented, aimed at the rehabilitation of persons addicted to alcohol and drugs;
- In all CF with the assistance of psychologists and social workers, programmes to prepare prisoners for release are being implemented;
- In some prisons production units are operational;
- The legal and regulatory framework governing the PES performance is developed and updated (when needed) to meet international standards;
- Improved logistical support of prisoners, including food supplies, in accordance with approved standards and provisions;
- The PEI's operation within the Penal Execution System (PES), the process of its transformation into the Probation Service is initiated;
- The willingness and commitment of PES to cooperate with government, international, non-governmental and other organizations.

Weaknesses:

PES is facing many challenges encountered by similar agencies in other former Soviet countries, which include:

- Insufficient logistical and infrastructure support for prisoners' detention;
- Under-funding from the government budget;
- Lack of conditions for separate detention of prisoners by categories;
- Lack of opportunities to create large-scale job opportunities for prisoners through development of production;
- Limited capacity for training for prison staff;
- Shortage of professional staff and lack of package of social public service benefits for prison staff members;
- The healthcare service's limited capacity and insufficient medical equipment supplies to provide skilled and specialized health care for prisoners, which exacerbates the prevalence of socially significant diseases;
- Lack of access to health care for prison staff and their families;
- Inappropriate tax policy related to performance of PES institutions.

Opportunities:

- Significant support on the part of the Government of the Kyrgyz Republic;
- Increased concern with regard to challenges encountered by PES and tangible support on the part of international, non-governmental and other organizations;
- The establishment of a "Pilot" Center for Rehabilitation and Social Adaptation as a model for further expansion in prisons;
- The reconstruction and development of production sites;
- The provision of social, legal and psychological support to prisoners;
- Expanding and building up capacity of the Training Center for increased training and qualifications of prison staff;
- Prison staff self-study and self-training efforts;

- Reform of colony-settlements (CS);
- The creation of CF of maximum security (for persons sentenced to LI and other categories of prisoners in accordance with the legislation of the Kyrgyz Republic);
- Improved performance of correctional facilities.

Risks and threats:

- Limited government budget funding for renovation and construction of buildings, facilities and production units in prisons;
- Insufficient number of health workers and the quality of their education;
- Lack of legal and regulatory, logistical and methodological framework for dealing with persons sentenced to LI;
- Political and economic situation in the country;
- The impact of religious extremist organizations.

Chapter 4 PES up to 2016 (projections)

One of the key indicators, substantially affecting the penal system (PES) is the size of the prison population. In the past decade intensive efforts have been made to humanize the criminal law and execute acts of amnesty, which have tremendously reduced the prison population. By 2009 the number of prisoners serving sentences in closed colonies had decreased by 44%. However, these were only temporary, short-term efforts. Currently, in the Kyrgyz Republic (the assessment for 2009-2011) there is a steady trend of increase of prison population by an average of 3 percent per year.

The projected figures of prison population in the Kyrgyz Republic (by the end of the year):

Figure. The projected size of the prison population in the Kyrgyz Republic

Currently, intensive efforts are being made in the Kyrgyz Republic to reorganize and strengthen the law enforcement agencies, reinforce the struggle against organized crime, terrorism and religious extremism. The improved performance of law enforcement agencies has had a positive impact on crime detection, which in turn will also lead to increase in prison population.

In addition, the review of the size and composition of the prison population suggests a prevalence of convicts serving sentences in CF of high security. Based on this, one can draw inferences regarding the high re-offending rate among prison community. There is every reason to suppose that efforts by prisons and local governments to promote social rehabilitation and adaptation are insufficient. This also affects the growth of prisoners' numbers in the country.

It is predicted that a major concern for PES in the coming years will be the detention of persons sentenced to LI. At present there are 257 persons in prisons sentenced to LI. The detention of this category of prisoners in CF of high security badly impacts the security of staff and other inmates. Given the rising trend in the number of such prisoners and the current judicial practice, PES should be prepared to address many challenges associated with their detention. The state of the economy does not enable to disburse necessary funding for construction of a special facility for prisoners sentenced to LI. This may adversely affect the operational situation in prisons.

Chapter 5 Strategic Areas

The following strategic areas have been identified as priorities for the PES during the coming 5 years:

- Improving the legislative framework;
- Improving detention conditions of prisoners;
- Human resources policy and social protection;
- Health care;
- Correctional impact and social rehabilitation;
- Execution of non-custodial punishments and other criminal and legal correction measures;
- Establishment and development of production activities, vocational education and training;
- Interaction with government, international, non-governmental, religious organizations and mass media.

The implementation of activities within selected strategic areas outlined in the strategy and focused on key challenges of the prison system, will lead to the attainment of set goals. The strategy provides for an integrated approach that will lay the foundation for sustainable development of PES. It determines the capacity for development of policy, strategy and planning in the prison system to address the broad objectives through implementation of specific actions which need to be implemented despite the existing difficulties. This integrated approach also recognizes the need for reduction and stabilization of the prison population in order to improve conditions in prisons, the possibility of re-socialization of prisoners, to ensure the access to health care for employees and inmates, along with the development of policies and programmes for attracting additional funds required for PES.

The strategic areas and scheduled activities are based on the assessment described in Chapter 3 of the Strategy. They rely on existing strengths, aimed at filling gaps in the penal system, maximum use of identified opportunities, and focused on implementation of affirmative actions in response to the anticipated risks and future operating conditions.

The strategy consists of a series of mutually reinforcing key strategic areas. For each of these areas a series of activities is planned.

§1. Improving the Legislative Framework

Despite the achieved progress in recent years in this area, the legislation governing the operation of PES still requires revision. It is assumed to make supplements and amendments, develop draft legal regulations that meet international requirements and standards, ensure the implementation of international standards and provisions in the areas of human rights, penal execution and detention.

To date, it is necessary to revise the criminal legislation aimed at streamlining criminal sanctions, including sanctions towards persons sentenced to LI.

At the legislative level it is necessary to consolidate the issues related to enforcement of alternative, non-custodial punishments, creation of job opportunities for prisoners and encouraging the development of production activities in the penal system, social rehabilitation of convicts.

Objectives:

To ensure compliance of laws, rules and procedures governing the operation of PES with the current status of PES's operation.

The following actions are scheduled according to the Strategy:

- To develop draft legal regulations of the Kyrgyz Republic regulating the issues related to

enforcement of alternative, non-custodial sanctions, employment of prisoners and encouraging the development of production activities in the penal system, social rehabilitation of prisoners;

- To take actions to optimize the PES structure and implement functional reforms;
- To approve the regulatory frameworks for decentralization of financial and economic operation of PES;
- To make amendments and supplements to the Penal Execution Code, Criminal Code and Criminal Procedure Code in order to further the humanization of criminal policy.

Indicators:

- Reduced negative findings and conclusions in evaluations conducted by national and international regulatory agencies;
- The number of adopted laws and other legal regulations of the Kyrgyz Republic;
- The stabilization/decrease of the prison population ratio (per 100,000).

§2. Improving Conditions of Detention

The conditions of detention in prisons do not meet national and international standards. The findings of the evaluation conducted in 2006 by OSCE and the organization "Penal Reform International" suggest that among pressing issues is the problem of heating, which was confirmed by the International Committee of Red Cross in July 2009. The sanitary facilities in all prisons are in poor conditions. The International Committee of Red Cross and International Humanitarian Organization "Doctors without Borders" focused their efforts on rehabilitation of sanitary, water supply and sewage systems in several prisons where TB patients are detained and treated. Yet, much remains to be done to ensure that all prisons have adequate heating, water supply and sanitation systems, which meet the requirements and standards outlined in the UN Standard Minimum Rules for Treatment of Prisoners, in order to establish healthier living environment and prevent socially significant diseases.

One of the priority challenges for PES as of today is the issue of detention of persons sentenced to the LI. Following the abolition in 2007 of the death penalty in the Kyrgyz Republic, the sentences of all persons convicted to capital punishment (death penalty) have been revised and they have been sentenced to life imprisonment.

Currently, in the Kyrgyz Republic there are 257 lifers, including 172 persons who were sentenced to such punishment (LI) per se as a result of the abolition of death penalty. Now this group of prisoners is detained in different correctional facilities - in PTDF/SIZO - 1 and 5 and in separate blocks in prisons of maximum security – CF -1, 3 and 16.

The measures taken by the PES with regard to detention of lifers in PTDF/SIZO and CF of high security are temporary and do not ensure the detention of this category of prisoners in accordance with the legislation of the KR.

Since 2007 PES is undertaking efforts to construct a separate building for detention of lifers under the CF -19 (Jany-Jer village).

Energy systems and utilities in prisons are insufficient to provide proper detention conditions in accordance with sanitary norms. Lack of basic utilities and household conditions adversely affect the operational situation in prisons and significantly diminish the opportunity for full and effective implementation of the penal process for the rehabilitation of prisoners.

In order to improve conditions of detention in the Kyrgyz Republic it is necessary to develop model correctional facilities in compliance with national and international standards and with trained personnel, which will serve as a model within the PES.

Objectives:

To align the conditions for detention of prisoners with the requirements of national legislation and international standards.

The following is scheduled according to the Strategy:

- To construct a new facility for lifers (LI) to ensure their detention in conditions which conform with relevant national and international standards (selection and/or receipt of the land plot, preparation of design and estimate documentation and required calculations, implementation of maintenance and construction works, training and education of prison staff);
- To establish, taking into account the existing data base, the PTIDF/SIZO in Talas oblast, and develop the design and estimate documentation for construction of PTIDF/SIZO in Batken oblast;
- To create two model correctional facilities, which shall fully comply with standards and regulations of national and international legislation and can serve as a benchmark of best practice for other prisons of the PES in the Kyrgyz Republic (selection of PES facilities, preparation of design and estimate construction documentation and required calculations, fund raising and implementation of construction works, training and education of prison staff);
- To carry out major renovations or reconstruction of prisons, engineering facilities, water supply, sanitation, sewage and heating systems, cultural and recreational facilities, engineering and technical means of security, in order to bring the prisoners' detention conditions in line with the PEC (needs assessment, fund raising, conducting related works);
- To bring the ration and energy value of prisoners' nutrition as well as support and supply of prisoners and prison staff in line with established standards;
- To reform the Institute of CS (colony-settlement) in order to build self-sufficiency capacity of PES through development and extension of subsidiary farms and transformation of this institution into the social service;
- To strengthen and improve the prison dog service (to create integrated service, equipped with the necessary supplies, train the personnel).

Indicators:

- Reduced negative findings of evaluations implemented by national and international agencies;
- Increased scope of funding aimed at improving conditions of detention.

§3. HR Policy and Social Protection

Highly qualified, professional staff members are key to effective management of the penitentiary system. Training of competent staff is imperative in building intellectual capacity of any service.

One of the priority issues remains to be the issue of recruitment of skilled staff for prisons, who are focused on observation of human rights of prisoners and respecting their human dignity, having certain moral-psychological values and educational degree. Low pay and hazardous working conditions fail to promote this; the staff turnover rate continues to remain quite high.

Currently, the quality of training provided to PES staff is still insufficient to meet the requirements of international standards. The training center for training and retraining of prison staff, functioning in the penal system, is the only facility where prison staff - existing and newly recruited - has access to course based training on general and specialized areas of prison management. However, the capacity of this center is quite limited and reference books, publications on relevant legislation, regulations, manuals and other training materials are not available in sufficient numbers. The number of full-time teachers is very limited; inviting competent lecturers and professors from universities and other organizations depends on financial support of donors.

The ratio of full-time employees to the number of prisoners does not meet the international standard, which is approximately 1:3, which to some extent also predetermines low efficient operation. In this regard, there is a need to increase the PES staff numbers in order to implement its vision and mission in terms of ensuring safe and reliable operation of prisons.

PES management capacity also plays an important role in the development of the penitentiary system. It is important to note that the PES managers, particularly of correctional facilities, play a leading role in their functioning and development. In order to effectively perform their functions and tasks they have to be able to manage all aspects of correctional facilities. This cannot happen overnight, yet it will be a progressive process in the coming years. Aspects to be considered while delegating authority to the management of divisions and facilities include: participation in the appointment of staff members for certain posts, selection and promotion of staff, financial management, oversight of staff performance, development and management of production units in correctional institutions. In line with increased incumbent responsibilities accountability will increase. By addressing the assigned tasks of leadership, the managers of correctional facilities will assume responsibility for all aspects of the division under their jurisdiction. At the same time, monitoring and inspection efforts should be reinforced and tightened.

Objectives:

To develop essential conditions for attracting well-trained and highly skilled professional staff in the penal system.

The following is scheduled according to the Strategy:

- To strengthen the organizational and methodological as well as logistical and technical base of the Training Center for prison staff training and education (the development and approval of curricula, printing of educational materials, training of a cohort of teachers and lecturers, providing training on management, working with specific groups of convicts);

- To ensure supplies of highly qualified professionals to PES it is necessary to address the issue of introducing quotas for government funded education of students at universities and Secondary Special Educational Institutions (SSEI) for PES;

- To improve knowledge and competence of current and future PES staff, thus contributing to harmonization of provisions and regulations of national and international legislation (providing training, adoption of legal regulations on selection and appointment of HR);

- To assess the conditions of service for prison staff with the aim of providing some additional incentives to enable PES to recruit and retain highly skilled, motivated and competent professional staff of general and special qualifications (assessment of the situation, development of incentives mechanisms, preparation and submission of relevant proposals);

- To revise the authorities and responsibilities of prison managers with the aim of putting greater responsibility for managing all aspects of prison operation under their jurisdiction, while improving the scope for monitoring and accountability of the performance;

- To create the necessary framework and increase the scientific capacity of PES.

§4. Health Care

All prisoners are entitled to health care, including preventive, curative, reproductive, palliative and rehabilitation health care. The delivery of services should be of high quality, fully accessible, and that is the primary responsibility of the management of all prisons. The effective delivery of health services is also an important factor in containing the spread of disease and reducing the mortality rate in prisons. The current scope of services accessible to prisoners is not conforming to international standards of examination and early detection due to lack of medical equipment and, most importantly, lack of health care personnel owing to the specific nature of the work and low

pay.

One of the priority challenges of health care is the compliance with infection control in TB correctional facilities and conditions of detention of patients with mental disorders.

In order to provide TB care currently there are three TB and pulmonary hospitals. However, they fail to fully ensure isolated care of prisoners depending on bacillary form.

There is a need to reform the prison health care to improve the health care of prisoners, prison staff, to build the health care capacity and to attract additional resources.

Objectives:

To harmonize the quality and quantity of health care of prisoners in line with requirements of national legislation and international standards.

The following is scheduled according to the Strategy:

- To improve the regulatory framework on healthcare related issues in PES;
- To establish intra-sectoral healthcare service under PES with subsequent establishment of PHC clinics (Primary Health Care) or secondary healthcare facilities (hospitals), laboratory and epidemiological services and the military-medical commission;
- To strengthen the logistical and technical base of PES health care facilities;
- To establish an integrated TB penitentiary facility for prisoners in Chui oblast, with differentiated care based on gender, drug susceptibility and bacillary form (to select the prison, develop design and estimation documents, conduct renovation and construction works);
- To create a psycho-neurology department at the Central Hospital of CF-47 (to select the building or premises, develop design and estimation documents and required calculations, conduct renovation and construction works);
- To arrange training of healthcare personnel in order to expose them to international standards of health care in different areas of operation;
- To implement and expand models of good practice in prevention of socially significant diseases (programmes for drug demand and harm reduction, comprehensive TB, HIV/AIDS programmes, etc.).

Indicators:

- Increased number of prison health care staff members who have access to training and retraining;
- Decreased rate of shortage of prison health staff;
- Reduced morbidity and mortality rate among prisoners.

§5. Social Rehabilitation

Up to 40 percent of prisoners continue committing crimes after their release from prison. The state and society should make more efforts to assist inmates during the penitentiary and post-penitentiary periods in order to facilitate their reintegration in society and make sure that upon release they become law-abiding citizens and generate benefits for the society.

Objectives:

To reduce the re-offending rate among prisoners after their release.

The following is scheduled according to the Strategy:

- To train prisons staff on skills of conducting educational activities for prisoners before their release;
- To ensure the access for prisoners to basic and secondary education, as well as explore the issue of creating an enabling environment for distance learning within the primary vocational

training;

- To establish rehabilitation centers and social dormitories for prisoners under release;
- To address at inter-sectoral level the issues of medical and social examination of inmates in case of poor health state that resulted in disability;
- To facilitate the procedure of referring released prisoners, who have reached retirement age and lack own housing, to nursing homes;
- To address at inter-sectoral level the employment and housing issues of released prisoners with lost social connections;
- To establish under rayon state administrations commissions to deliver assistance to individuals who are registered with the PEI/Probation Service, and released prisoners;
- To develop the methodological framework of psychological service in accordance with standards;
- To educate and train professionals on applying mediation and reconciliation procedures within the framework of restorative justice in PES;
- To introduce integrated computerized electronic database of prisoners;
- To develop the legal framework for dealing with minors;
- To develop and implement a program of rehabilitation and social adaptation of convicted minors, women and the elderly, and a rehabilitation programme for lifers;
- To open centers for rehabilitation and social adaptation in prisons.

Indicators:

- Adoption of the Law "On the Social Rehabilitation of Prisoners";
- A decreased rate of re-offenders that committed crimes within one year after release;
- An increased rate of prisoners involved in rehabilitation and social adaptation programmes.

§6. Non-Custodial Sanctions

Probation and the application of alternative, non-custodial measures of punishments are recommended by international standards and indispensable for the further transformation of the penitentiary system.

In view of this, it is necessary to address the issue of establishing the probation service under the PEI, providing them with additional powers and responsibilities for execution of all criminal non-custodial sanctions. It is necessary to legalize the procedure and conditions of the service, to revise the regulations governing its operation and improve the logistical and legal support. It is also necessary to determine its status, functions, authorities of staff members, the mechanism of execution of non-custodial punishments, and administrative operation of these services, the procedure of interacting with other law enforcement agencies, and other issues, including the logistical and technical support of local probation services.

The experience of the newly created service under the PEI for the last three years shows that appropriate execution of non-custodial punishments is impossible without increasing the staff numbers of these services and adequate logistical and technical support.

It is necessary to address the issue of skills and qualification of the service, the recruitment of staff with qualifications in social sciences (psychologists, social workers) capable to work with different groups of prisoners, including women and minors.

Objectives:

To create an effective probation service, functioning in compliance with the best international practice.

The following is scheduled according to the Strategy:

- To improve the performance of the PEI (to reinforce the logistical and technical framework,

improve operating methods, train the staff);

- To create the probation service under the PEI (to develop regulatory frameworks and mechanisms of its operation);
- To carry out the demilitarization of the Probation Service;
- To improve the mechanisms of interaction of the Probation Service with other law enforcement agencies, public and non-governmental organizations.

Indicators:

- Adoption of the Law "On Probation Service" with its further establishment;
- A decreased percentage of re-offenders who committed crimes within one year after their deregistration from PEI, Probation Service;
- An increased rate of persons sentenced to non-custodial punishment versus the total number of prisoners.

§7. To Develop and Operate Production Units and Vocational Education

Despite some positive trends in the rehabilitation of prisoners and generation of income, most of the prisoners remain inactive and not engaged in any productive activity, which has quite a negative impact both on prisoners and the general environment in prisons. Such environment may contribute to tension and violence among prisoners. Lack of constructive activities and rehabilitative employment programmes for prisoners implies that prisoners may exert their energy not on positive actions but may focus on breaching the security requirements and committing violence. The efforts on providing vocational training for inmates and ensuring access to job skills can help them find jobs after release, which will facilitate their reintegration into society.

Objectives:

To enable prisoners to engage in production and get access to vocational education and training.

The following is scheduled according to the Strategy:

- To develop policies and strategies on employment of prisoners, promotion of production and development of curricula for vocational education and training in prisons (to conduct needs assessment, establish an expert group and ensure its operation);
- To develop income generating units;
- To introduce vocational education and training programmes for convicts;
- To ensure access of prisoners to general, secondary and basic vocational education;
- To explore the scopes for establishing business relations and partnerships with private companies interested in making investments in prison production activities.

Indicators:

- An increased rate of inmates engaged in production activities;
- An increased rate of inmates receiving basic vocational education.

§8. Cooperation with Government, International, Non-Governmental, Religious Organizations and Mass Media

Further prison reform and development is impossible without the involvement of the international community and civil society. The ongoing constructive dialogue with them will contribute to attracting society's attention to challenges faced by prisons, ensuring public monitoring of prisons, safeguarding human rights of prisoners, openness of prisons, providing legal assistance

to prisoners, facilitating the improvement of detention conditions, health and social and psychological rehabilitation of prisoners.

In order to improve the performance of prisons it is necessary to have independent expert evaluations, arrange and conduct training for prison staff on international standards of treatment of prisoners as well as cooperate with international and non-governmental organizations.

Objectives:

To reinforce and extend PES cooperation with government, international, non-governmental, religious organizations and mass media.

The following is scheduled according to the Strategy:

- To enhance the system of conducting regular independent public monitoring of the penitentiary system through the activity of the newly created Public Supervisory Council;

- To strengthen cooperation with civil society and ensure transparency and integrity of prison performance;

- In order to raise awareness of the public and influence public opinion it is necessary to strengthen relations with mass media;

- In order to improve coordination it is necessary to enhance PES relations with donor agencies, including international and non-governmental organizations and religious institutions, and to ensure further functioning of the Prison Reform Coordination Council.

Indicators:

- Increased donor assistance and grant based support of PES;

- Increased number of partnership organizations and jointly implemented projects;

- Regular public monitoring visits to prisons.

Chapter 6 Logistical Support

The Strategy and Plan of Action will be implemented with central government budget funds, within the limits of available budgetary allocations, as well as through attracting funds of international, non-governmental and other public organizations.

In view of this, PES should make intensive efforts to collaborate with international, non-governmental and other public organizations in order to attract their funding for implementation of the Strategy.

Part of expenditures required for implementation of the Strategy will be covered through the income generated by prison production units. During the inception phase of the Strategy investments will need to be made to develop these units.

The projected financial and socio-economic implications of the Strategy are as follows:

To effectively implement the activities included in the Plan of Action for the realization of the 2012-2016 Strategy the following is expected:

1. Reduced prison population leading to reduced spending for the management of prisons.
2. Reduced morbidity in prisons and reduced spending on treatment of socially significant diseases such as TB, HIV/AIDS, Hepatitis A, B, C, and substance abuse.
3. Separation of different categories of prisoners leading to an improved operational situation in prisons and reduced morbidity.
4. Improved detention conditions contributing to increased protection of rights and the lawful interests of prisoners, increased containment of socially significant diseases, improved operational situation in prisons, qualified rehabilitation and preventive activities.
5. Improved logistical and technical framework of prisons leading to improved conditions for

ensuring security of staff members, convicts, prison visitors, improved detention conditions, and enhanced logistical and technical framework of prison vocational schools leading to appropriate vocational training on skills in demand at the labour market, creating job opportunities for prisoners.

6. Improved labour conditions for prison staff, their social protection leading to increased prestige, increased number of persons willing to work in the prison system, which enables the PES to promote merit-based recruitment of personnel thus building the HR capacity of PES.

The implementation of the Strategy will enable to align the prison system with international norms and standards and national legislation.

Chapter 7 Monitoring and Evaluation

Monitoring and evaluation will be conducted by the headquarters of PES in association with relevant government agencies, PSC, international and public organizations. The findings will be presented to the Kyrgyz Republic Government's Office.

Monitoring and evaluation are conducted through regular (monthly, quarterly) visits to prisons by those responsible for implementation of activities and involved in fulfillment of the Plan of Action for implementation of the Strategy, examining the status of implementation of the Strategy, studying other reference documents backing up the Strategy as well as developing relevant reports.

PES headquarters is responsible for ensuring the implementation of the Strategy and will present updates on its progress to the Kyrgyz Republic Government's Office on a quarterly basis, no later than on the 15th day of the month following completion of the reporting period.

Ministries, government bodies, administrative agencies, oblast administrations and municipalities of Bishkek and Osh (if needed) present their updates on implementation of the Strategy's Plan of Action to PES on a quarterly basis, no later than on the 1st day of the month following the completion of the reporting period.