

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

Final Independent Project Evaluation
of
**UNODC Criminal Justice Programme in the
Kyrgyz Republic**

KGZT90

May 2017



UNITED NATIONS
New York, 2017

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CONTENTS

	<i>Page</i>
Executive summary	5
Summary matrix of findings, evidence and recommendations	11
I. Introduction	15
Background and context	15
Evaluation methodology	18
II. Evaluation findings	21
Relevance	21
Efficiency	25
Partnerships and cooperation	31
Effectiveness	34
Impact	42
Sustainability	44
Human Rights	47
Gender	48
III. Conclusions	51
IV. Recommendations	53
V. Lessons learned	56
VI. Good Practices	57
<i>Annexes</i>	
I. Terms of reference of the evaluation	59
II. Evaluation tools: questionnaires and interview guides	80
III. Desk review list	85
IV. List of persons contacted during the evaluation	93
V. Overview of the KGZT90 programme achievements	94
VI. Illustration of the renovated/newly constructed and equipped facilities	97

ABBREVIATIONS AND ACRONYMS

CLP	Core Learning Partners
GBV	Gender Based Violence
ICP	Integrated Country Programme
IEU	Independent Evaluation Unit
KR	Kyrgyz Republic
KGZT90	UNODC Criminal Justice Programme in the Kyrgyz Republic
MOI	Ministry of Internal Affairs of the Kyrgyz Republic
MPTF	Multi-Partner Trust Fund
MTE	Mid-term Evaluation
NPO	National Project Officer
NSC	National Statistics Committee
OECD DAC	Organization for Economic Cooperation and Development's Development Assistance Committee
OHCHR	Office of the High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
PBF	Peace Building Fund
POKYR	UNODC Programme Office in the Kyrgyz Republic
PSC	Project Steering Committee
RSWCA	Regional Section for West and Central Asia
SFC	State Forensic Centre
SSDC	State Service on Drug Control
SSEP	State Service on Execution of Punishment
US INL	United States Bureau for International Narcotics and Law Enforcement Affairs
UNDAF	UN Development Assistant Framework
UNDP	United Nations Development Programme
UNODC POKYR	UNODC Programme Office in the Kyrgyz Republic
UNODC ROCA	UNODC Regional Office for Central Asia
UNCT	United Nations Country Team
UN-CTS	United Nations Surveys on Crime Trends and the Operations of Criminal Justice Systems
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

EXECUTIVE SUMMARY

Background

This report is the final independent project evaluation of the programme “Criminal Justice Programme”, implemented by the UNODC Office in Bishkek, Kyrgyzstan (ref. No KGZT90). Implementation commenced in December 2009 with duration of 7 years with a budget of US\$9,500,000 (both after project revisions). The final evaluation covers the programme implementation from June 2013 to December 2016 with US\$4,556,950 from the US INL and UN Peace Building Fund (PBF). The objective of the KGZT90 is defined as ‘To contribute to strengthening the rule of law in the Kyrgyz Republic through improvement of prison management and social reintegration of offenders, enhanced multi-agency coordination and policy development on crime prevention and criminal justice and strengthened forensic services’. KGZT90 focused on strengthening the capacity of justice and law enforcement institutions with a broader focus on five interrelated elements: enhancing multi-agency coordination and policy development on crime prevention and criminal justice at the central level; revising criminal legislation in line with international standards; developing crime prevention strategies for the Southern provinces; improving integrity and transparency of selected police stations in the South; and developing a national prison security framework; increasing public confidence and trust in the police and strengthening forensic services. This final evaluation was commissioned by the UNODC in line with the project proposal and conducted by an independent evaluator between October 2016 and February 2017.

Evaluation Methodology

The evaluation methodology is based on the analysis of the OECD-DAC established evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability. Additionally, the evaluation assessed the programme’s contribution to partnerships and cooperation, human rights and gender mainstreaming, including an assessment of the implementation of the recommendations from the mid-term Independent Project Evaluation in 2015. The evaluation was carried out in three phases:

- (a) In the Inception Phase, a review of programme-produced documents in the desk review was conducted. Subsequently, an Inception Report describing preliminary findings based on the desk review and proposed evaluation methodologies, including evaluation instruments, was reviewed and cleared by the Independent Evaluation Unit (IEU);
- (b) The Site Visits and Data Collection Phase consisted of semi-structured interviews, surveys with key programme beneficiaries, partners and stakeholders, and observations of project sites;
- (c) The Report Synthesis consisting of the drafting of the Final Evaluation Report.

Four lines of evidence were used for the final evaluation, including a document review (qualitative), key informant interviews (qualitative), surveys (quantitative) and observations

(qualitative). In total, more than 100 programme documents have been reviewed, 75 interviews with key programme informants and programme staff have been held and 23 stakeholders participated in the surveys.

Limitations to the Evaluation

- *Attribution of the programme's results:* All of the medium and long-term outcomes of the programme are quite broad and the achievement of the goals is not solely the responsibility of the KGZT90. Therefore, the evaluator pointed out the programme's contribution towards achieving the goals.
- *Institutional memory of some government counterparts:* The interviews undertaken during the field phase of the final evaluation did show some occasions where staff had left or were moved elsewhere, and talks were therefore held with officials that were not fully aware of the entire programme context, in particular it relates to prison reform and forensics components. The final evaluation stresses, though, that the frequency of these occasions was not too high to risk imperiling the data gathering.
- *Sample size:* Given the time and budget limitations of the final evaluation, it was not feasible to conduct interviews with all direct programme beneficiaries. To mitigate this limitation, the evaluator held in-depth interviews with the programme team, the relevant government counterparts and the local implementing partners to identify the main achievements and challenges faced in the course of implementation.
- *Response rate to the surveys:* Three surveys among different group of stakeholders were undertaken in the course of the evaluation. As the number of responses only amounted to 23, the survey results have been used for triangulation but, in order to protect the respondents' anonymity, they are not shown disaggregated in this report.

Relevance

The overall directions laid out in the programme document were entirely consistent with the priorities affirmed by the Government of the Kyrgyz Republic and UNODC programming documents aimed at strengthening the compliance of the Kyrgyz Republic with the international standards and norms in crime prevention and criminal justice. KGZT90 was very timely and its relevance has been reinforced during the programme's implementation phase due to the ongoing reforms of the criminal justice system. The programme constituted the implementation modality for Sub-Programme 2 'Criminal Justice and Anti-Corruption' under the UNODC Integrated Country Programme (ICP) of Assistance for Kyrgyzstan for the period 2014-2016, and Sub-Programme 2 'Criminal Justice, criminal prevention and integrity' under the UNODC Programme for Central Asia: a partnership framework for impact related action in Central Asia for the period of 2015-2019. It was also in direct support of the outcomes within the UN Development Assistant Framework (UNDAF) for the Kyrgyz Republic for 2012-2016 (Outcomes 1-3). In addition, the programme was instrumental in supporting the Kyrgyz government's commitments under the SDGs, particularly SDG 5 (the development and adoption of special measures for increasing gender and minority representation in the police), SDG 11 and SDG 16 (development of joint plans on public safety and crime prevention).

Efficiency

Significant funds have been raised by the KGZT90 during 2013-2015. The total amount of funds raised was \$4,557,010 (USD). In review of the project's disbursement history, the

implementation has been cost-efficient and demonstrates good value for money. Overall, the programme management and governance models were effective, which allowed reaching sustainable and meaningful results. Human resources at various levels of the UNODC were engaged in programme implementation with balanced use of national, international and UNODC specialists. The UNODC programme team has been consistently praised by donors and national counterparts for being professional, helpful, flexible and responsive and providing a significant contribution to the reform of the criminal justice system in the Kyrgyz Republic.

The programme gradually established a robust M&E system for proper assessment of achievement of the programme's objectives. The KGZT90 has a very good reporting practice, although labour intensive and time-consuming. The KGZT90 team paid proper attention towards ensuring good visibility of the programme. As evident from the document review, the KGZT90 programme team implemented 'fully' 68 per cent of Mid-Term Evaluation (MTE) recommendations, and 32 per cent have been 'partly' implemented as subject to budget availability (i.e. Rec 5, 7, 13, 17-19, 21, 23).

Partnerships and coordination

KGZT90 has established functional working relationships with stakeholders at all levels, which were clearly based upon mutual trust and shared values and purpose. This was exemplified together with collaborative approach which sought to build effective working relationships and undertake joint analysis and problem solving in order to influence sustainable change in policy, practice and service delivery.

The KGZT90 was able to establish strong partnership with the prison service and the national statistical service. The programme has impressive progress in establishing a sustainable platform for donors' coordination in the field of judicial reform and engagement with civil society to facilitate police-community interaction. UNODC also cultivated its relationships with other government actors of the criminal justice sector, like the Ministry of Internal Affairs of the Kyrgyz Republic and the State Forensic Centre (SFC). However, the KGZT90 cooperation with the SFS was largely challenging because of the changes of the leadership and high staff turnover. Difficulties were also faced in cooperation with the MoI in the area of gender and minority representation in the police due to mainly sensitivity regarding the issue and the need of societal changes in relation to gender equality and inter-ethnic dialogue.

Effectiveness

Feedback from evaluation interviews with stakeholders and surveys among beneficiaries show that the overall delivery of outputs under Outcome 1 and Outcome 2 are perceived as highly satisfactory, under Outcome 3 as satisfactory, while under Outcome 4 as somewhat satisfactory.

The programme results under Outcome 1 have a great influence on the formation of government policy in the field of criminal justice. Key support factors included the involvement of both international and national legal experts who were practitioners, possessed different types of expertise and provided competent expert commentaries. Meanwhile the UNODC provided support to the Government of the Kyrgyz Republic in implementing not only the National Development Strategy of penitentiary system of the Kyrgyz Republic for 2012-2016, but also the United Nations Standard Minimum Rules for the

Treatment of Prisoners (the Mandela Rules) under Outcome 2. Key supporting factors for good deliverables are the provision of both expert and technical support to the SSEP. However, the major factors hampering programme's effectiveness in this area are still serious underfunding of the penitentiary system, changes of leadership of the prison service in mid-2016, high staff turnover within the penitentiary system, emergence of new threats (terrorism and violent extremism) and a new law enforcement reform launched in July 2016 which led to re-organization of SDCS and introduced plans for changes in the system of preparation of the staff of internal affairs bodies.

KGZT90 achieved a number of tangible results which exceeded the expectations under crime prevention component. It happened because of selection of a strong partner which has a network of civil society organizations in the target districts and the application of a well-thought approach, which was based on the application of a participatory rural appraisal with usage of the UNODC Crime Prevention Assessment Tool and the development of joint local crime prevention plans by the working groups composed of representatives of the police, local governments, local crime prevention centres, and citizens. KGZT90 within the police reform component undertook a number of innovative initiatives like preparation of the crime statistics digest with the NSC, conduction of research on police labour rights by the Ombudsman Office and launching of a police mentoring programme. UNODC also applied a comprehensive approach for promotion of police oversight to cover both support to the police to improve its internal accountability and integrity mechanisms, and capacity development for independent oversight bodies. Nevertheless, limited progress was achieved in increasing the number of gender and minority participation and representation in the police as foreseen in the National police reform strategy.

KGZT90 used a comprehensive approach to establish a foundation for the sustainable management of forensic services. However, it faced complications with implementation of all planned activities under Outcome 4 due to the lack of a joint vision of the Government, Ministry of Justice and State Forensic Centre on the future development of the Center and forensic services in the country as a whole along with the lack of funding to fully respond to the needs of the SFC, changes in the leadership of the SFC in the course of programme implementation.

Impact

KGZT90 contributed to the strengthening of the rule of law in Kyrgyzstan. Documented results acknowledge progress towards the achievement of results set up by the programme in the majority of its components. Results of the programme support are acknowledged by and benefit national counterparts' institutions.

KGZT90 shows a considerable impact under the legislative and crime prevention components, while tangible impact could be seen under the prison reform and police reform components. Nonetheless, further support is needed to ensure long-term impact under the police reform (in the area of increasing the participation and representation of women and minorities in the police) and forensic components.

Sustainability

Sustainability was addressed through working within existing structures and mechanisms with a strong focus upon strengthening the institutional capacities of both government and

non-government partners, as well as embedding activities within organizations, involving multi-stakeholders with expertise in various aspects of criminal justice, forming of a pool of highly qualified local experts with in-depth knowledge of UNODC tools, standards and guidelines under each component, and production of a number of knowledge based products that could serve further as a basis for evidence based policy making.

However, for the national government and programme partners, sustainability is very much dependent on their ability to mobilize resources and still for the majority of them the external support is required to ensure follow up. The programme team was quite successful in securing funding for continuation of the work on criminal justice not only in Kyrgyzstan but also in other countries of Central Asia. Nevertheless, the additional resources are necessary to continue the work under the legislation, prison and police reform components.

Human Rights

The UNODC staff interviewed noted that a human-rights based approach is inherent in the overall framework of the organization and that support for human rights is a guiding principle in their work. The programme had a thorough approach to supporting human rights in line with the UNODC guidelines on promotion and protection of human rights primarily through (i) structuring the interventions in line with UN standards and norms on crime prevention and criminal justice, (ii) working in partnership with national human rights institutions and oversight bodies, (iii) making legal, human rights and anti-corruption assessments of all new draft laws and policies passed (e.g. Criminal Procedure Code, Criminal Executive Code and draft Law on Probation; policy on the competitive recruitment of police officers and police performance evaluation policy), (iv) devoting a separate objective for supporting measures to improve ethnic diversity in the police, (v) supporting the development of national security framework for state corrections institutions as well as promotion and protection of the human rights of prisoners.

Gender

The analysis of programme documents and interviews with programme staff showed that the KGZT90 promoted and took into account gender mainstreaming aspects wherever applicable. Gender issues were considered through the incorporation of a special outcome on gender equality and women empowerment, the investing in gender expertise of relevant human resources policies, the involvement of women into the programme implementation, the conduction of gender-related studies, gender training for police officers, and awareness-raising campaigns on the role of women in the police, as well as collection of gender-disaggregated statistics. Moreover, the KGZT90 M&E Officer was nominated as a gender focal point within the Gender Thematic Group and was involved closely in the development and evaluation of gender-responsive UN initiatives in the Kyrgyz Republic.

Conclusions

Without doubt the KGZT90 is a flagship programme of the UNODC in Central Asian region and perceived from all sides – donors, national authorities, civil society organizations, international development actors – as ‘unique and one of its kind’. The programme was innovative in that it was reported to be the first of its kind in covering criminal legislation, prison management, crime prevention, police reform and forensic services under the umbrella of a single programme with interventions both at policy and grassroots levels. Such an ‘all-in-one’ approach was commendable as it allowed to contribute to strengthening the rule of law in the Kyrgyz Republic.

UNODC in the framework of the KGZT90 was able to position itself admirably between numerous institutions in a way in which bilateral donors are unable to do it. This was due to the highly skilful programme management team who promoted transferring of the KGZT90 from project to integrated programming approach, which allowed to expand both geographical and thematic coverage and established efficient relations with the donor community in order to mobilize financial resources. KGZT90 should be also seen as a 'door-opener' for establishing better relations within the law-enforcement sector in the Kyrgyz Republic. This was achieved through building the work on the principles of equal partnering. However, the reform process of a criminal justice system requires more time to achieve societal changes.

Main Recommendations for UNODC ROCA Sub-programme 2

UNODC ROCA should undertake stakeholders and donors mapping in each target country for areas covered by Sub-programme 2 in order to have up-to-date information from all relevant counterparts on the level of government, international development actors and civil society organisations, as well as to map out all potential donors in the region and identify current donor funding trends in the field of criminal justice.

UNODC ROCA should engage the Governments with a view to find ways and means of effective mainstreaming and integration of the programme objectives and activities, not just in relevant national and sector-specific policies and strategies, but also in their budget plans for the purpose of fostering political and financial support towards ensuring longer term sustainability of the programme activities.

UNODC ROCA should develop a clear regional strategy for Sub-programme 2 which will spell out the objectives, areas and approaches on how the regional cooperation among the target countries and institutions will take place to make proper assessment of regional initiatives which will be undertaken within the Sub-Programme 2.

UNODC ROCA should continue to work with CSO towards strengthening criminal justice and crime prevention in the Central Asia and should consider the usage of UNODC sub-granting mechanism for the provision of small grants for organisational strengthening and/or advocacy work of the civil society partners.

UNODC ROCA should standardise the M&E practice across the areas and countries covered by Sub-programme 2 through development of a set of standardised mandatory indicators which should be used for different types of activities (policy work, legislation review, capacity development, awareness-raising, etc.).

See the Summary Matrix and respective chapter for all recommendations.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ¹	Evidence (sources that substantiate findings)	Recommendations ²
Key recommendations		
The programme aligned well with national and well as donor strategies, which translates well into sustainability.	Meetings with donor representatives, Government officials, UNODC staff. Review of programme documents.	UNODC should maintain and where possible further develop its relations with the donor community and national partners to maintain the cooperation network.
Although the KGZT90 team was highly successful in fundraising, it had a funding short-fall. In addition, 2016 was a transitional year when the KGZT90 team was responsible for implementation and fundraising under the KGZT90 and Sub-Programme 2.	Interviews with UNODC staff and donors. Review of programme documents.	UNODC ROCA and UNODC HQ should provide additional support in resource mobilization by the appointment of a ROCA Programme Development and Fundraising Officer.
The KGZT90 was a pioneer in the region that started to undertake resource mobilization for Sub-Programme 2 to ensure implementation of UNODC Programme in Central Asia.	Interviews with UNODC staff. Review of programme documents.	UNODC ROCA should undertake stakeholders and donors mapping in each target country for areas covered by Sub-programme 2 in order to have up-to-date information from all relevant counterparts on the level of government, international development actors and civil society organisations, as well as to map out all potential donors in the region and identify current donor funding trends in the field of criminal justice.
UNODC Criminal Justice Programme does not use standardize M&E tools across its all thematic areas and in	Meetings with counterparts, UNODC staff. Review of programme documents.	UNODC ROCA should develop a consolidated M&E framework for Sub-programme 2 with paying greater attention towards the

1A finding uses evidence from data collection to allow for a factual statement.

2Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

different countries.		selection of proper qualitative indicators for better measurement of the programme's outcomes.
Whilst the UNODC Criminal Justice Programme invests heavily in capacity building activities for national counterparts, there is no capacity building strategy including quality assurance systems for training needs assessment, participant and trainer selection, and follow up of capacity building efforts. KGZT90 made a number of accomplishments under each component; however, success stories were not collected systematically.	Interviews with national and non-governmental stakeholders, representatives of donor community and international organizations. Review of programme documents.	UNODC ROCA should facilitate the development of a comprehensive capacity-building strategy for Sub-programme 2 which will include an approach towards institutional strengthening of law enforcement institutions and civil society organisations, as well as standards towards training conduction and monitoring and evaluation mechanisms. UNODC ROCA should also establish a practice of systematic collection of success stories under different interventions within the Sub-programme 2.
The programme was effective in ensuring sustainability through integration of programme objectives and activities in relevant national and sector-specific policies and strategies. More work is required in fostering financial support from the national counterparts towards ensuring longer term sustainability of programme activities.	Interviews with UNODC staff. Review of programme documents.	UNODC ROCA should engage the Governments with a view to find ways and means of effective mainstreaming and integration of the programme objectives and activities, not just in relevant national and sector-specific policies and strategies, but also in their budget plans for the purpose of fostering political and financial support towards ensuring longer term sustainability of the programme activities. It is also recommended that in the future, issues of sustainability be part of the funding and agreement with partners at all levels.
Important recommendations		
The integrated "programme approach" is an improvement on the "project approach."	Interviews with UNODC staff. Survey among the KGZT90 programme team. Review of programme documents.	UNODC ROCA Sub-programme 2 should revise the organisational structure to reflect the transition to the integrated programme approach and consider promotion of team building among staff in different countries through creation of Community of Practices.
<i>Crime prevention component</i>	Meetings with counterparts, UNODC	UNODC ROCA should continue to improve the regulatory

<p>The KGZT90 was highly successful in piloting the development of joint crime prevention plans at the local level. Further work is necessary in development and testing of the models of participatory planning at the regional and national levels.</p>	<p>staff. Surveys among CLP members and the KGZT90 programme team</p>	<p>framework for crime prevention. UNODC ROCA should consider the replication of the work on crime prevention undertaken within the KGZT90 in other countries of Sub-programme 2.</p>
<p><i>Legislative component</i> The programme has a great influence on the formation of government policy in the field of criminal justice. The main legal and regulatory framework in the area of the prison in the Kyrgyz Republic was designed with participation of the UNODC.</p>	<p>Meetings with counterparts, UNODC staff. Surveys among CLP members and the KGZT90 programme team</p>	<p>UNODC should continue to provide support in the implementation of the judicial reform in the Kyrgyz Republic after adoption by the Parliament of Criminal Executive Codes and Action Plan for its implementation.</p>
<p><i>Police reform component</i> The KGZT90 undertook a number of innovative initiatives like preparation of the crime statistics digest with the NSC, conduction of the research on police labour rights by the Ombudsman Office and launching of a police mentoring programme. However, limited progress was achieved by the KGZT90 in increasing the number of gender and minority participation and representation in the police.</p>	<p>Meetings with counterparts, UNODC staff. Surveys among CLP members and the KGZT90 programme team</p>	<p>UNODC ROCA should follow up the activities of the KGZT90 under police reform component including increasing the number of women and minorities in police, improving complaints handling procedures and legislation in the field of working conditions and protection of police labour rights as well as harmonization of the crime statistics.</p>
<p><i>Prison reform component</i> The KGZT90 was instrumental in strengthening of the prison security procedures to prevent illicit drugs trafficking through provision of infrastructure support, strengthening the capacity and skills of prison staff to manage prison security and advancing inter-agency</p>	<p>Meetings with counterparts, UNODC staff. Surveys among CLP members and the KGZT90 programme team</p>	<p>UNODC ROCA is encouraged to continue investing in and supporting initiatives aimed at strengthening prison security procedures, improving the enabling environment for the development and implementation of long-term evidence-based drug control programs in prisons in the Kyrgyz Republic.</p>

cooperation.		
<i>Forensic services component</i> Accreditation of forensic laboratories was found to be a very complicated as well as lengthy process.	Meetings with counterparts, UNODC staff. Surveys among CLP members and the KGZT90 programme team	UNODC ROCA should continue strengthening the forensic services.

I. INTRODUCTION

Background and context³

Since the dissolution of the Soviet Union and its gaining independence in 1991, Kyrgyzstan is in the process of building an effective, adhering to Resolution 51/12 of the Commission on Narcotic Drugs⁴ and accountable criminal justice system. The country went through a turbulent transformation process that started with civil unrest against nepotism and corruption in March 2005, which led to the removal of the first President Askar Akayev. In April 2010, violent clashes resulted in the ouster of the second President Kurmanbek Bakiyev. An outbreak of ethnic violence in the South of the country in June 2010 left at least 470 people dead and 400,000 displaced, of who 75,000 fled to Uzbekistan.⁵ Since then, a new Constitution has been adopted and a new government has been formed following parliamentary and presidential elections in October 2010 and 2011. A process of legal reform, supported by UNODC and other international organizations, also started in order to bring legislation in line with the new Constitution.

Economically, the Kyrgyz Republic remains a lower middle-income country⁶ with substandard schooling and few prospects of decent employment for its young population (i.e. out of a population of 6 million people, over half is under the age of 25).⁷ Over one third of the population lives in poverty (i.e. 32% in 2015), particularly in rural areas.⁸ Many skilled workers migrate abroad in search of a better life. In this environment, the country struggles to address corruption, organised crime, illicit drugs trafficking and radicalisation, which are considered interlinked threats to security in the country. Unresolved border disputes and land - water conflicts and certain issues related to violent extremism could potentially threaten the country⁹.

In 2014, there were 27,070 registered crimes in the country with more than 16,000 offenders. The majority of the crimes (60%) were property crimes (theft, fraud, robbery) and crimes in the field of economic activity. 76% of crime suspects were unemployed or did not study, 13% were women and 6% minors¹⁰. In addition, Kyrgyzstan lies along a significant transit route for illegal drugs moving North from Afghanistan to Russia and

³ The analysis of the country context derives from the project documents and evaluation terms of reference unless otherwise noted.

⁴ https://www.unodc.org/documents/commissions/CND/Drug_Resolutions/2000-2009/2008/CND_Res-2008-12e.pdf

⁵ <http://www.internal-displacement.org/europe-the-caucasus-and-central-asia/kyrgyzstan/2011/overview-2011-02-28>

⁶ See relevant World Bank data: <http://data.worldbank.org/country/kyrgyz-republic>

⁷ National Statistics Committee of the Kyrgyz Republic, Socioeconomic situation in the Kyrgyz Republic January – April 2015, www.stat.kg. See also: www.indexmundi.com – 2014 data.

⁸ National Statistics Committee of the Kyrgyz Republic, Poverty in the Kyrgyz Republic – 2013, www.stat.kg

⁹ Peace Building Needs and Priorities Assessment, Final Report, July 2013; Immediate Response Facility (irf1) Final Evaluation - Kyrgyzstan UN Peace-Building Fund - Immediate Response Facility (IRF) 10 May – 30 June 2012 http://www.unpbf.org/wp-content/uploads/Kyrgyzstan_2012.pdf

¹⁰ http://www.knews.kg/society/61299_60_prestupleniy_sovershennyih_v_kyrgyzystane_v_2014_godu_svyazanyi_s_ek_onomicheskimi_voprosami/

other European countries. Kyrgyzstan's geographic location, limited resources, weak law enforcement, and politicized judiciary leave Kyrgyzstan vulnerable to exploitation by transnational drug trafficking networks.

The prison system in Kyrgyzstan also faces lots of challenges, including lack of material conditions, difficulties faced in separating and controlling the prison's population, breakdown of state prison industries and lack of prison staff training, which corresponds to the needs of a modern civil prison system¹¹. Lack of social public service benefits for prison staff members and insufficient logistical and infrastructure support for prisoners' detention centers contribute to a shortage of professional staff at the penitentiary system. Badly run prisons characterized by understaffing and poor living conditions have also created favorable conditions for radicalization, with increased indications of some prisoners turning to violent extremism. Criminal recruitment, drug trafficking and abuse, and violence among prisoners are of major concern. Amongst a total prison population of approximately 10,000 people, around 5% are registered drug users with some estimates placing the total number of injecting drug users at around 20%.¹² This could account for up to 8% of the total number of drug users nationwide.¹³ Hence, the prison system constitutes a significant segment of the market for illicit drugs in the Kyrgyz Republic. Provision of adequate healthcare in prisons is still a serious challenge, although the number of prisoners with TB shows a steady decrease, i.e. from 3.6% in 2012 to 3.2% in 2014, and the number of prisoners receiving antiretroviral therapy increased more than two times, in particular from 0.07% in 2012 to 0.17% in 2014.¹⁴

Forensic services play an essential role in an effective and fair criminal justice system; however, the capacity of the State Forensic Service (SFS) under the Ministry of Justice of Kyrgyzstan is limited with the number of requests for forensic service handled constantly going down. Turnover at the SFS is high and many qualified Russian speaking experts have left the country. In addition, the services offered in the main Bishkek laboratory encompass a wide range of disciplines such as seized materials, firearms and ammunition, explosives, trace evidence, forensic accounting, soil, alcohols, oil and paint analysis, construction assessment and crime scene investigations. Measures to ensure the quality of work, such as documented methods, standard operating procedures (SOPs), document validation and checks, are lacking, too.

Underfunding from the government budget for courts, law enforcement bodies, the penitentiary system and forensics is still present and efforts to bring criminal and other legislation in line with the 2010 Constitution and with international standards are still ongoing.¹⁵ These challenges have to some extent been acknowledged by the Kyrgyz authorities in the National Sustainable Development Strategy for 2013 – 2017, which was adopted on 14 January 2013. This strategy identifies strengthening the rule of law as the key precondition for increased stability and sustainability of the Kyrgyz state. The strategy assigns a key coordinating role to the Defence Council of the Kyrgyz Republic in the provision of strategic direction to the country's efforts in this regard.

¹¹https://www.unodc.org/documents/centralasia//PrisonReform/National_Prison_Reform_Strategy_Unofficial_Translation.pdf

¹² Counternarcotics Programme of the Government of the Kyrgyz Republic, Decree No. 54 of the Government of the Kyrgyz Republic, 27 January 2014.

¹³ In the Kyrgyz Republic, approximately 10,000 drug users are registered with governmental drug dependence treatment services. However, the total number of drug users (mostly men) is estimated to be much higher (e.g. at least 25,000 according to some estimates).

¹⁴ UNODC Info graphics "Medical care of prisoners in Kyrgyzstan (2010-2014)"

¹⁵https://www.unodc.org/documents/centralasia//PrisonReform/National_Prison_Reform_Strategy_Unofficial_Translation.pdf

Overview of the KGZT90 Programme

This report is the final independent evaluation of the “Criminal Justice Programme in the Kyrgyz Republic” for the period June 2013 - December 2016, implemented by the UNODC Programme Office in Kyrgyzstan (ref. No KGZT90). The KGZT90 was launched in December 2009 with a total budget of US\$3,995,600 provided by the European Union, the governments of Sweden and Turkey to support prison reform in Kyrgyzstan. The Project had a 6-month no-cost extension in June 2013. Since June 2013 onwards the project, has been funded by the United States Bureau for International Narcotics and Law Enforcement Affairs (INL). The project continued its support to strengthening the capacity of justice and law enforcement institutions with a broader focus on five interrelated elements: enhancing multi-agency coordination and policy development on crime prevention and criminal justice at the central level; revising criminal legislation in line with international standards; developing crime prevention strategies for the Southern provinces; improving integrity and transparency of selected police stations in the South; and developing a national prison security framework. In January 2014, two additional components were added to the project aimed at increasing public confidence and trust in the police and strengthening forensic services with funding from the UN Peace Building Fund (PBF) and INL respectively. To reflect the broader focus on criminal justice issues, the name of the project was amended twice to “Support to Criminal Justice and Prison Reform in the Kyrgyz Republic” at first, and then to the “Criminal Justice Programme in the Kyrgyz Republic” to reflect the linkage to the UNODC Integrated Country Programme (ICP) of Assistance for Kyrgyzstan 2014-2016, signed on 23 June 2014 by the UNODC Executive Director and the Vice Prime Minister of the Kyrgyz Republic.¹⁶ During that time, KGZT90 was prolonged several times and finished on 31 December 2016. The project has a revised overall budget of US\$9,500,000 for December 2009 - December 2016, a total pledged budget of US\$8,296,661 and a funding shortfall of US\$1,203,339. The overall budget for the programme for June 2013 to December 2016 constituted US\$4,556,950.

KGZT90 was subject to three EC-ROM (Results-Oriented Monitoring) missions (December 2010, October 2011, and October 2012), a mid-term independent evaluation of the project’s Income Generating Activities (IGA) component (July 2012), UNODC Participatory Self-Evaluation (June 2013), an ex-post evaluation by the EU, performed shortly after the end of the EU-funded part of the project (July 2013) and an independent mid-term evaluation conducted by the IEU (May 2015).

According to the last project revision, the project’s outcomes were identified as:

Outcome 1: Counterparts adopt legislation and policies in the area of crime prevention and criminal justice in line with UN standards and norms.

Outcome 2: The prison administration manages prisons effectively, in line with UN standards and norms for the treatment of prisoners, promoting social reintegration of offenders.

Outcome 3: The Government of the Kyrgyz Republic adopts and implements policies to increase public trust in the police.

Outcome 4: The State Forensic Centre under the Ministry of Justice improves the provision of forensic services in line with international standards.

¹⁶ Background information: Kyrgyzstan is the first country in Central Asia to pilot UNODC’s programme-based approach. The programme is closely aligned with other UNODC regional and global strategies and includes activities ranging from law enforcement, prison management and anti-corruption to criminal justice, drug prevention and treatment. UNODC developed the programme following an assessment made in November 2010 and a 2011 roundtable for experts held in Bishkek. These efforts helped Kyrgyzstan to identify priority areas where UNODC’s competence and experience could support their own activities.

Evaluation Methodology

The overall objective of the final evaluation was to assess the performance of the KGZT90 programme, as well as its success in achieving its planned results and objectives. The overall purpose of this summative evaluation is to measure the programme achievements and identify lessons learned, as well as areas requiring improvements identified during the implementation of the project activities for future programming. The particular focus of the final evaluation was on effectiveness, impact and sustainability, including an assessment of the implementation of the recommendations from the mid-term Independent Project Evaluation in 2015. This evaluation exercise is meant to ensure the ownership, the result-based orientation, the cost-effectiveness and the quality of UNODC services and act as an accountability process by the UNODC to the donors.

The results of this evaluation are intended for use by the programme team and the Regional Office in Tashkent to learn from and make desirable adjustments and overall utility towards UNDOC future programming and planning. It will also inform the stakeholders (project beneficiaries and donors) of the project's accomplishments. This evaluation will further offer an opportunity to increase the accountability for all stakeholders involved and to identify problems that may have to be addressed differently in the future.

The scope of the evaluation includes the period of the programme implementation from June 2013 to December 2016.

The evaluation methodology is based on the OECD-DAC established evaluation criteria: relevance, efficiency, effectiveness, sustainability and impact. Additionally, the evaluation assessed partnerships and cooperation, human rights and gender mainstreaming. The evaluation was carried out in three phases:

- a) In the Inception Phase, a review of programme-produced documents in the desk review was conducted. Subsequently, an Inception Report describing preliminary findings based on the desk review and proposed evaluation methodologies, including evaluation instruments, was reviewed and cleared by the Independent Evaluation Unit (IEU);
- b) The Site Visits and Data Collection Phase consisted of semi-structured interviews, surveys and observations of project sites;
- c) The Report Synthesis Phase consisted of the drafting of the Final Evaluation Report.

1. Desk review

A desk review of relevant documents was conducted to provide descriptive information on the different types of activities funded through the programme, as well as information to address the evaluation questions relating to the programme's relevance and performance. In total, more than 100 documents were reviewed. The list of documents reviewed can be found in Annex IV.

2. Key informant interviews

Interviews with key informants were held to address all evaluation questions. A total of 75 interviews (37-m/38-f) were completed (Annex V), as follows:

- UNODC staff (5-m/7-f);
- Representatives from the officials of the programme beneficiary agencies in the Kyrgyz Republic (national and local levels) (24-m/17-f);

- Donors (2-f);
- Implementing partners (5-m/6-f);
- Local experts who participated in the development of the legislation (1-m/7-f);
- Other international organisations working in the field of rule of law in Kyrgyzstan (2-m/1-f).

The interviews lasted between 45 and 90 minutes. Not all informants responded to all questions; this was taken into account when analysing the data. These key informants were useful in providing clarifications on the programme’s implementation, details of the challenges, good practices and suggestions on areas that merit improvements.

3. Field visit/Observations

In the course of the final evaluation, a field trip to Bishkek and site visits to the Chuy, Jalalabad and Batken provinces were undertaken between October 24 and November 4, 2016.

Prison reform	<ul style="list-style-type: none"> • Penal colony #27 to observe refurbishment works undertaken by KGZT90 • Pre-Trial Detention Centre No.1 in Bishkek to observe improvements in infrastructure of the checkpoint and parcels handover facilities and renovation of the entrance facilities
Police reform and Crime prevention	<ul style="list-style-type: none"> • Newly-constructed local level police stations in Oktyabr village of Chui province and renovated police station in Uch-Korgon village with the support of the KGZT90 • Site visits to Kara-Suu city, and the city of Nookat to meet with local partners on crime prevention programme and Osh city to meet partners of the KGZT90 on mentorship for police
Forensics	<ul style="list-style-type: none"> • Construction site of a new forensics laboratory of the State Forensics Center (SFC) to observe the progress of construction works

The evaluation aimed to be participatory in nature in order to build ownership of the process, findings and recommendations. During the evaluation exercise, inputs were sought from all stakeholders involved in the programme. The evaluator facilitated a national level stakeholder workshop on November 4, 2016 with stakeholder representatives attending. The evaluator presented her initial findings, good practices, lessons learned and recommendations and invited feedback from the participants. In addition, the draft report was shared with UNODC Kyrgyzstan, ROCA and headquarters staff and members of the programme Steering Committee for a review of any factual errors and for building ownership for future activities.

The scope of this evaluation required an analysis of both perceptions and concrete data across a range of environments at the country, regional and headquarters levels. It thus demanded a variety of methodological approaches, including data collection from interviews to gather the more subjective and perception-based data, and extensive document reviews and the observations of the refurbished checkpoints in prisons, police stations and building of the State Forensic Centre by the evaluation expert.

The data analysis involved triangulation between different data sources. The various evaluation tools asked similar questions to different stakeholders and different types of documents, which allowed for an assessment of the performance against the overarching evaluation criteria.

Qualitative responses and quantitative data were reviewed and compared to answer the overarching evaluation questions. The main forms of analysis included a narrative as well as a comparative analysis.

Limitations to the evaluation

The evaluator was able to work on the assessment in conditions that permit to make a reasonable opinion on the programme. The evaluation further draws on data from a number of different sources to ensure triangulation. Nonetheless, it is important to highlight some limitations which affected the evaluation process.

The limitations are summarised below:

- *Attribution of the programme's results:* All of the medium- and long-term outcomes of the programme are quite broad and the achievement of the goals is not solely the responsibility of KGZT90. In order to achieve many of its objectives, the programme cooperates actively with other donor agencies present in the country, civil society partners and state authorities. Consequently, it is not possible to attribute the results solely to the programme. At best, it is possible to point to programme's contribution towards achieving the goals.
- *Institutional memory of some government counterparts:* The interviews undertaken during the field phase of the final evaluation did show some occasions where staff had left or had been moved elsewhere, and talks were therefore held with officials that were not fully aware of the entire programme context, in particular as regards its relation to prison reform and forensics components. The final evaluation stresses, though, that the frequency of these occasions was not too high to risk imperilling the data gathering.
- *Sample size:* Given the time and budget limitations of the final evaluation, it was not feasible to conduct interviews with all direct programme beneficiaries, i.e. prison, police and forensic staff who participated in the KGZT90 trainings, participants in the mentorship programme and local crime prevention programme. To mitigate this limitation, the evaluator held in-depth interviews with the programme team, the relevant government counterparts and the local implementing partners to identify the main achievements and challenges faced in the course of implementation.
- *Response rate to the surveys:* Three surveys among different group of stakeholders were undertaken in the course of the evaluation. As the number of responses only amounted to 23, the survey results have been used for triangulation but, in order to protect the respondents' anonymity, they are not shown disaggregated in this report.

II. EVALUATION FINDINGS

Relevance

Relevance for the partner country (recipient government and beneficiaries' agencies)

The desk review and the interviews with the project counterparts confirm that KGZT90 is highly relevant and adequately responded to the national development priorities of the Kyrgyz Republic in terms of criminal justice sector reforms and needs of the partner country. The programme was in support of the National Strategy for Sustainable Development for 2013 – 2017, which identified strengthening the rule of law as the key precondition for increased stability and sustainability of the Kyrgyz Republic. The programme has direct relevance to the Presidential Decree on Measures to Reform the Judiciary of August 2012 and the related Plan of Action approved by the Presidential Council on Judicial Reform in October 2012, which guided the judicial reform and on the basis of which expert working groups were created to develop new criminal legislation (Outcome 1). The relevance of the programme was further cemented by the Approval of the National Strategy for development of the penitentiary system of the Kyrgyz Republic for 2012 - 2016, which guided prison reform in the Kyrgyz Republic, including legislative reform, improving detention conditions and social rehabilitation, and the Counternarcotic Program adopted by the Government of the Kyrgyz Republic on 27 January 2014, which acknowledges the importance of the prison system in drug control and prevention and treatment efforts and identifies improved prison security procedures, including the provision of equipment to detect drugs (Outcome 2).

Similarly, the programme's priorities in the field of police reform (Outcome 3) were clearly consistent with the Police Reform Measures adopted by the Government of the Kyrgyz Republic in April 2013, which focused on efforts to “strengthen cooperation between police and population on the basis of social partnership principles in crime prevention, provision of law and order, public safety and development of the institution of civilian oversight over police work”¹⁷. The National Strategy for Gender Equality until 2020 identified priorities which focused on access to justice and political equality of girls and women. Two National Action Plans on the implementation of the UN Security Council Resolution 1325 on women, peace and security were adopted in 2013 and 2015, which foresaw a gender review of the composition of the staff in various law enforcement agencies, including the MoI, as well as educational workshops for law enforcement officers on enhancement of gender sensitivity and acquisition of skills to provide help to victims of violence. The crime prevention activities of the programme (Outcome 3) were based on the 2005 Law on Crime Prevention, which aimed at identifying, studying, removing and neutralising the causes and conditions that lead to crime; providing support to groups at risk of offending in order to increase their standard of living and level of individual education and personal development; promoting law-abiding behaviour of citizens; and developing and

¹⁷ Police Reform Measures, approved by Resolution No. 220 of the Government of the Kyrgyz Republic on 30 April 2013.

implementing legal, socioeconomic, organisational, educational and other special measures to prevent crime.

The programme's objectives in the area of forensic services (Outcome 4) fitted closely with the 2013 Law on Forensic Services, which defined guiding principles for forensic services, basic rights and responsibilities of forensic experts and basic rules for the provision of forensic services in court proceedings.

As evident from the interviews of stakeholders, KGZT90 was also relevant to the beneficiaries' agencies, as it fully corresponded with their needs and the country's priorities in legislative, prison and police reforms, as well as in crime prevention. In addition, KGZT90 was the only programme in the field of development of forensic services in the Kyrgyz Republic.

In addition, KGZT90 conducted needs assessments before the implementation of any activities under each programme's components to ensure alignment of programme activities with the needs of targeted institutions (e.g. prison security audit, crime prevention needs, women and ethnic minorities composition in the police service and national forensic service, management and training). This practice was reinforced after the mid-term evaluation (MTE), as the programme team fully implemented, e.g. Recommendation 7: 'UNODC should conduct in-depth training needs assessments prior to organization of trainings to meet trainees' expectations in future criminal justice projects' by the organization of joint training needs assessments with national partners (including joint strategic planning, exchange visits, trainings on organizational development, major national level advocacy events) and building confidence and capacity for self-organization, in particular among female police officers at the local level.

Relevance to UNODC and UN Programming

KGZT90 is clearly defined and has direct relevance to UNODC priorities globally and regionally and both draw upon and contribute to UNODC technical expertise in relation to crime prevention and criminal justice.

Table 2. UNODC Regional/Country or Thematic Programme Outcome to which the KGZT90 directly contributed.

UNODC Strategic Framework 2014-2015	Sub-Programme 5 Justice "To strengthen the rule of law through the prevention of crime and the promotion of effective, fair, humane and accountable criminal justice systems in line with the UN standards and norms in crime prevention and criminal justice and other relevant international instruments"
UNODC Strategic Outline for Central Asia and South Caucasus 2012-2015 (Priority area 4 Rule of law and criminal justice systems)	Outcome 1 "Improved capacity of the States of the region to prevent crime in accordance with UN standards and other relevant international instruments"
	Outcome 2 "Improved capacity of the States of the region to undertake criminal justice reform, administer justice fairly and transparently, to improve access to justice, to strengthen the integrity and transparency of their criminal justice and juvenile justice"
UNODC Thematic Programme on Crime Prevention and Criminal Justice 2012-2015	Outcome 1: Requesting States have developed and implemented crime prevention and criminal justice reform initiatives, including strategies, action plans and measures in accordance with UN standards and norms in crime prevention and criminal justice and recognised good practices.

Outcome 2: UNODC tools, manuals and training materials are used by Member States to improve criminal justice procedures and practices and to develop, adopt and implement effective strategies and programmes for crime prevention.

Moreover, the programme constitutes the implementation modality for: (1) Sub-Programme 2 ‘Criminal Justice and Anti-Corruption’ (“UNODC supports the Government of the Kyrgyz Republic in promoting the rule of law through strengthening the capacity of the criminal justice system”) under the UNODC Integrated Country Programme (ICP) of Assistance for Kyrgyzstan for the period 2014-2016, and (2) Sub-Programme 2 ‘Criminal Justice, criminal prevention and integrity’ (“UNODC supports strengthening the rule of law through prevention of crime and promotion of effective, fair, humane and accountable criminal justice systems in line with UN standards and norms that are more capable of preventing and combating corruption, in line with the UN convention against corruption”) under the UNODC Programme for Central Asia: a partnership framework for impact-related action in Central Asia for the period 2015-2019¹⁸. KGZT90 also established partnerships with the Regional Programme for Afghanistan and Neighboring Countries (2011 –2015)¹⁹, Sub-Program 2: International/Regional Cooperation in Criminal Matters and UNODC global programmes, e.g. with Doha Declaration Program GLOZ82 and Global Prison Crisis Program GPCP GLOZ85.

Besides, KGZT90 contributed to outcomes within the UN Development Assistant Framework (UNDAF) for the Kyrgyz Republic for 2012-2016²⁰, particularly Outcome 1: A national infrastructure for peace (at local, regional and national levels) involving government, civil society, communities and individuals effectively prevents violent conflicts and engages in peace building, Outcome 2: By the end of 2016, the Government of Kyrgyzstan fulfills the key recommendations of the Universal Periodic Review, Treaty Bodies and Special Procedures, and other obligations under the international law and treaties for the better protection of human rights and Outcome 3: By 2016, national and local authorities apply the rule of law and civic engagement principles in the provision of services with the active participation of civil society.

Moreover, KGZT90 provided support to the Kyrgyz Republic as a Member State to reach its targets under the Millennium Development Goals (MDGs) active up to August 2015 and the Sustainable Development Goals (SDGs)²¹ entered into force since September 2015.

Table 3. MDGs/SDGs to which the KGZT90 directly contributed

Goals	Short Description
MDG3: Promote global equality and empower	The UNODC Criminal Justice Programme in the Kyrgyz Republic contributes to the development and adoption of special measures

¹⁸ https://www.unodc.org/documents/centralasia/MOU/programme_for_central_asia_2015-2019_en.pdf

¹⁹ Background information: The Regional Programme for Afghanistan and Neighboring Countries aimed at enhancing counter-narcotics capacities across the region through better coordination and facilitation of regional cooperation, as well as better allocation of the required resources and provision of technical assistance for regional cooperation by the international community to the countries of the region.

²⁰ https://www.unecce.org/fileadmin/DAM/operact/Technical_Cooperation/Delivering_as_One/UNDAF_country_files/Kyrgyzstan_UNDAF_2012-2016_ENG.pdf

²¹ Background information: The United Nations Millennium Development Goals are 8 goals that all 189 UN Member States have agreed to try to achieve by the year 2015. The United Nations Millennium Declaration, signed in September 2000, commits world leaders to combat poverty, hunger, disease, illiteracy, environmental degradation and discrimination against women. The MDGs are derived from this Declaration and all have specific targets and indicators. The Millennium Development Goals were transitioned into 17 Sustainable Development Goals to be completed by 2030.

women SDG5: Achieve gender equality and empower all women and girls	aimed at increasing gender and minority representation in the police: (i) The National Action Plan 2015-2017 on the implementation of UN Security Council Resolution 1325 on women, peace and security, endorsed by the Government of the Kyrgyz Republic on 17 November 2015, provides for the establishment of a roster of policewomen eligible for appointment in management positions and implementation of a mentoring programme for women in law enforcement bodies; (ii) The new policy on competitive recruitment of police officers adopted by the Government of the Kyrgyz Republic on 24 November 2014 increases the transparency of police recruitment, reduces opportunities for patrimonial selection, opens up police positions to a more diverse pool of candidates, and includes a specific measure to promote increased participation and representation of women and minorities officers.
SDG11: Make cities and human settlements inclusive, safe, resilient and sustainable SDG16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	The UNODC Criminal Justice Programme in the Kyrgyz Republic contributes to the development of joint plans on public safety and crime prevention: crime prevention assessments conducted and plans developed and endorsed in 14 municipalities, based on participatory consultative processes involving local government, police and communities. The crime prevention plan is a strategic document which reflects key crime risk factors and includes main areas of work on crime prevention. UNODC has provided technical assistance to strengthen the capacity of key stakeholders in the Kyrgyz Republic to develop and implement effective crime prevention programmes aimed at preventing crime and victimisation and promoting community safety.

Relevance for the donors

The project had two main donors: the U.S. Department of State Bureau of International Narcotics and Law Enforcement Affairs (INL), and United Nations Peace Building Fund (PBF) between June 2013 and December 2016. The evaluation interviews with donor representatives and other actors demonstrated that KGZT90 provided support to the implementation of:

- (1) the US INL strategic objectives in Kyrgyzstan for fostering the rule of law within the Kyrgyz criminal justice system, improving the investigation and prosecution of crime in a manner consistent with international standards, strengthening the capacity of the forensics service and enhancing the capability of criminal justice practitioners to combat and prevent crime²², and
- (2) the first outcome of the United Nations Peace Building Support Office/Peace Building Fund Priority Plan, which focuses on the implementation of “critical laws, policies, reforms and recommendations of human rights mechanisms, including UPR, are implemented to uphold the rule of law, improve access to justice and respect, protect and fulfil human rights”²³ and the Secretary-General's 7-Point Action Plan to track progress on the integration of women in peace building through gender equality and equity initiatives.

²² <http://www.state.gov/j/inl/rls/fs/178372.htm>

²³ <http://www.unpbf.org/countries/kyrgyzstan/>

All interviewees during the final evaluation underlined that the KGZT90 provided a significant contribution to the reform of the criminal justice system in the Kyrgyz Republic.

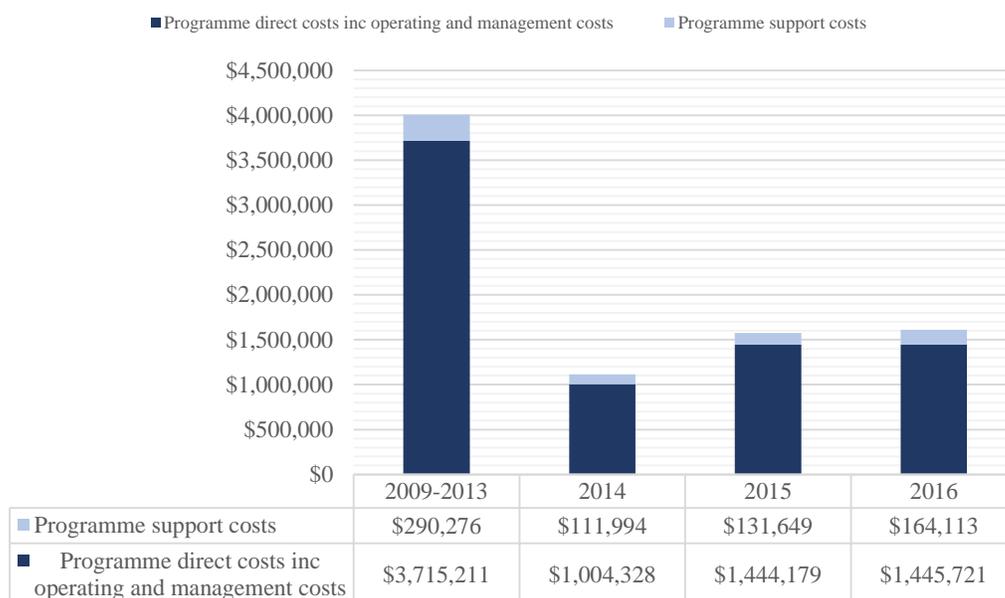
Efficiency

Cost effectiveness and timeliness

KGZT90 budget amounts to a total of US \$4,556,950, while the actual spending equals US \$ 4,281,254 as of December 31, 2016, i.e. the budget utilization rate constitutes 93.95 per cent. The major donors to the programme were the US INL (68% of the total budget for the period under evaluation) and UN Peace Building Fund (PBF) (32% of the budget) during the period between June 2013 and December 2016.

There was a sound relationship between budget allocated and results achieved. The table below shows the budget allocation according to four main categories: programme expenditures per component, programme management costs (including monitoring), operating costs and programme support costs.

Figure 5. Annual planned project expenditures per budget line



In reviewing the financial documents obtained from the desk report, KGZT90 should be seen as a technical assistance programme; therefore, the distribution of costs between 'Programme Direct Costs'²⁴ and 'Other Costs'²⁵ amounts to 90 per cent and 10 per cent respectively.

²⁴Direct costs include programme expenditures per component, management and evaluation costs, and operating costs. It is important to mention that following the "Guidance Note for Member States on Implementation of Full Cost Recovery (FCR) in UNODC" distributed to Member States on the 4 March 2014, the KGZT90 has included FCR costs in the budget (4% in 2014, 4% in 2015, 8,5% in 2016) based on HQ instructions.

²⁵Other costs refer to programme support costs.

The biggest allocations (90 per cent) went for the police reform, forensic and prison reform components, i.e. 34 per cent, 32 per cent and 24 per cent respectively. The remaining 10 per cent were allocated for the crime prevention and legislation components.

The allocations of funding between the components are adequate, as they reflect the major activities planned under each component as per the Annual Workplans. It is to be noted that 60 per cent of the project budget under the forensic component were spent for the reconstruction of the building.

As evident from the desk review of documents and the interviews with the programme management team, KGZT90 was revised at different stages in order to adapt to local changes and reforms, and to encompass the high number of activities and stakeholders aiming at strengthening the rule of law in the Kyrgyz Republic. In total, the programme has been subject to three revisions during the period under evaluation. A first budget revision was agreed with the donor on July 31, 2014 to allow for the implementation of the activities under the forensics component (the US INL pledge received by the KGZT90 on June 13, 2013); a second revision intended to extend the programme up to June 30, 2016 in order to implement the activities under the prison reform, police reform and crime prevention components (the US INL and PBF pledges received on January 16, 2014 and January 20, 2014 respectively) and the last budget revision was done to extend the programme implementation phase by 6 more months until 31 December 2016 to utilise the additional US INL funding. The programme revisions allowed the programme team to position KGZT90 as a vehicle for the implementation of Sub-programme 2 'Criminal Justice, Crime Prevention and Integrity' within UNODC Programme for Central Asia 2015 - 2019.

KGZT90 programme management team was highly successful in securing funds for providing a timely response to the needs of the partners in the target country. Overall, US \$4,557,010 were fundraised between 2013 and 2015 by the KGZT90 team.

KGZT90 has had a high implementation rate (more than 85 per cent) throughout the programme's lifetime. The implementation rate in 2013 constituted 86 per cent, 90 per cent in 2014, 95 per cent in 2015 and 93 per cent in 2016. There were on average 12 per cent of overspending for the legislative component, while overall about 15 per cent of underspending occurred under other components (prison reform, police reform, crime prevention and forensic).

At large, all programme activities were efficient, especially those which combined provision of technical expertise and technical support. More specifically, the programme team under Outcome 2 refurbished the entrance facilities (including both the actual entrance and rooms for the handover of parcels) of the largest pre-trial detention center in the Kyrgyz Republic and made reconstruction of the entrance facilities in Penal colony #27, as well as purchased relevant equipment for search procedures for these detention facilities. Under Outcome 3, reconstruction and refurbishment of five local level police stations were made and two vehicles were purchased for police stations. Under Outcome 4, the new premises and laboratory space for the State Forensic Center were built.

KGZT90 maintained thorough records of all transactions, including when procuring goods and services as part of the programme. In line with MTE recommendation 15, 'UNODC should in addition formulate clear terms of reference and pick organizations based on the results of open and competitive tenders; improvements should be made at the planning stage when contracted

organizations start their work to clarify the methodology and agree on the work plan', the KGZT90 programme team started to organize regular coordination and tender meetings with implementing partners at the planning stage. In assessing the financial documents obtained in the desk review, all procurements were done within the UN rules and regulations. This accurate maintenance of records and adherence to good administrative and financial practices also contribute to the active promotion of transparency and accountability. It is also important to mention that in 2015 UNODC started the implementation of the administrative reform initiative designed to help the UN secretariat operate more effectively by integrating and streamlining business processes that manage financial, human and physical resources. Introduction of new procedures led to delays in delivering the planned outputs related to the infrastructure support activities under Outcomes 2 - 4.

Management and Governance

The management of the project was done by UNODC Programme Office in the Kyrgyz Republic (UNODC POKYR) with the overall guidance of the UNODC Regional Office for Central Asia (ROCA) with the advice of the Justice Section and the Regional Section for Europe, West and Central Asia (RSEWCA) at UNODC headquarters (HQ) in Vienna. The programme team was composed of 11 staff members: International Project Manager, International Project Coordinator, M&E Officer, Communication Officer²⁶, 3 National Project Officers, Legal Expert, Senior Administrative Assistant, Senior Finance Assistant and Administrative/Finance Assistant. The project implementation was coordinated by the International Project Coordinator with the support of a programme team and supervised by the International Project Manager, who also acted as a senior rule of law adviser, taking the lead in the provision of strategic policy guidance to Government counterparts and the management of pilot activities in target areas. In order to ensure the capacity of the programme team to implement new activities under the revisions 2 and 3, the programme management team was expanded with the recruitment of an M&E officer and National Project Officer in 2014. In 2015, an additional National Project Officer (NPO) worked on the programme's prison component based on a cost-sharing arrangement with the regional XCEA01 project. Following the MTE recommendation, the Communications Officer was recruited for 10 months in 2015 - 2016 to improve the communication and outreach of the project to a wider number of key stakeholders and the general public on national, regional and local levels.

Overall, the programme management structure was effective in reaching sustainable and meaningful results. The roles and responsibilities of the staff members were clearly defined. The positive development could be seen in the delegation of more responsibilities to the national project officers by the international project staff after the introduction of the programme approach. It allowed the international project staff to concentrate more on strategic issues (fundraising and networking) and to strengthen the regional aspect of the programme, while it created a room for development for national project officers in their respective areas of work on a country level. Nevertheless, in the view of the interviewed UNODC staff and government partners, the management structure lacked a long-term forensic expert, who could work closely and on full-time basis with the State Forensics Centre. There was some minor staff turnover during the programme implementation²⁷; however, this did not influence the quality of the products and activities delivered by KGZT90.

²⁶ Note: This function was newly created following the 2015 mid-term evaluation recommendation, initially hired on consultancy basis, now to be recruited on service contract, but based on cost sharing among programmes and aimed at supporting the office as a whole.

²⁷ Note: The Senior Administrative Assistant received a promotion to National Project Officer in another UNODC POKYR project (KGZ/K50 project "Strengthening the State Service on Drug Control of the

The KGZT90 programme team had good cooperation with the thematic units at the UNODC HQ, particularly longstanding collaboration with the Justice Section and the RSEWCA; some collaboration with the Statistics and Surveys Section, Economic Crimes and Anti-Corruption Branch on the United Nations Convention against Corruption (UNCAC) review, Laboratory and Forensic Section on International Collaborative Exercises (ICE) and the Human Trafficking and Migrant Smuggling Section. At the same time, a few interviewed programme team members consider that the support received from UNODC ROCA was only moderately effective. Additional support from the UNODC ROCA and HQ in fundraising is desirable.

UNODC has established a strong team with the relevant skills and competencies to establish effective partnerships with a range of stakeholders and to effectively manage the KGZT90 programme. The KGZT90 programme team were perceived by all interviewed national and international counterparts as knowledgeable and highly experienced. In addition, it was emphasised during interviews that the programme was professionally implemented, conformed to requested inputs and was responsive to information requests. The programme management team was effective in ensuring synergies with other UNODC projects active in the Kyrgyz Republic, in particular with KGZ/K50 project 'Strengthening the State Service on Drug Control of the Kyrgyz Republic'. The cooperation with KGZ/K50 project covered such areas as strengthening cooperation between the State Service on Punishment Execution and State Drug Control Service.

KGZT90 implemented the MTE recommendation 10: 'UNODC Bishkek should consider providing additional technical assistance to its staff to improve skills on project formulation' and some programme staff was able to attend trainings on Results-Based Management conducted at the UNODC ROCA and UNCT in Kyrgyzstan in 2015 - 2016. On the other hand, the expansion of the KGZT90 geographic scope required awareness about the situation in the field and the rule of law in each target country. In addition, KGZT90 held infrequently learning hours for project staff, especially during 2016. The evaluation interviews indicated the necessity of these additional trainings in the light of the expansion of the work functions of the programme team.

KGZT90 selected reliable implementing partners with high level of expertise in the areas of police reform and crime prevention. However, they had different levels of institutional development. In line with MTE Recommendation 4: 'UNODC should provide technical assistance and coaching to its implementing partners in the design and implementation of monitoring and evaluation systems under crime prevention/police reform component, as well as undertake more active monitoring and stronger oversight of their work in the regions', the programme team organized capacity-building events for the programme implementing partners, including training sessions and coordination meetings on strategic planning, project management, reporting and monitoring mechanisms (e.g. a strategic planning training and implementation of the MoI Public Council supported; jointly with Civic Union "For reforms and results" conducted a training session for 12 regional coordinators of the project on fundraising and preparation of project proposals to support the implementation of local crime prevention action plans). This allowed for strengthening the organizational capacity of the implementing partners and improving the performance under the programme.

The governance structure was represented by the Project Steering Committee (PSC), consisting of representatives of project beneficiaries, other state bodies, civil society, donors and international organizations working in the field of criminal justice in the Kyrgyz Republic to

Kyrgyz Republic) in October 2016, and the Senior Finance Assistant went on maternity leave since the end of October 2016.

provide overall strategic guidance for the smooth implementation and to achieve stated objectives of the programme up to the beginning of 2016. In total, KGZT90 organized 7 PSC meetings between June 2013 and January 2016. The PSC validated the project performance reports and the activity plans. It is to be noted that starting from February 2016 due to changing of the status of KGZT90 from a project to a programme operating under the UNODC Programme for Central Asia, a Programme Steering Committee has been established to endorse strategic and operational priorities for the implementation of the Programme for Central Asia 2015 - 2019 at the regional level. The Programme Steering Committee is composed of high-level participants from Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan, as well as senior officials of UNODC and the donor community. KGZT90 continued to hold working level coordination meetings at the country level and participated in an overall Programme Steering Committee for the ROCA Programme. Additionally, the programme management team participated in the quarterly UN Peace Building Fund Joint Steering Committee meetings under the police reform component in the framework of the implemented project "Peace and Trust: Equal Access to Law Enforcement and Justice" with funding support of the UN Peace Building Fund (PBF). The interviews with partners confirmed that all the minutes of the meetings were prepared timely and shared by KGZT90 among PSC members. The majority of the interviewed counterparts perceived the programme governance structure as either 'very effective' or 'effective'.

Monitoring and Reporting

KGZT90 has gradually established a robust M&E system producing reliable and up-to-date data. Prior to 2014, the monitoring was conducted by the programme team, and starting from June 2014, the programme employed a M&E Officer, who substantially strengthened the programme team's capacity in terms of results-oriented M&E and results-based reporting and ensured a more systematic monitoring of the programme's activities within each component. Thanks to the M&E Officer, the programme has developed separate M&E frameworks and M&E plans for each component and for the whole project. As of November 2016, the work has been under way for the development of a comprehensive M&E framework for Sub-programme 2. The M&E Officer has also significantly strengthened gender mainstreaming within the programme and contributed to improving the collaboration with the national statistical service. KGZT90 is the only programme within the UNODC ROCA which has a separate M&E Officer.

KGZT90 has a very good reporting practice, although labour intensive and time-consuming. The reporting of the UNODC (within the organization and to donors) has been in accordance with the agreed formats and time-frames. The feedback of donors received during this evaluation shows that the donors are very satisfied with the quality and accuracy of the UNODC reporting. The progress reports prepared by the programme team outline the progress achieved in terms of activities, outputs and expected results in addition to the challenges associated with the implementation process, and recommend a way forward. The programme's annual and semi-annual progress reports were published on the UNODC website and were accessible to donors and national stakeholders²⁸. Outside the different requirements, the reporting on activities by the programme to HQ was done on a monthly, quarterly, semi-annual and annual basis using the Programme and Financial Information Management System (ProFi) system. UNODC ROCA provided quality assurance control of the reports. In total, the programme team prepared 13 types of progress reports.

²⁸ <https://profi.unodc.org/>

Moreover, the programme team fully implemented MTE Recommendation 11: ‘UNODC Tashkent and Vienna should consider the introduction of the requirement to report on human rights and gender in its semi-annual and annual reports’, as reporting requirements related to human rights and gender were enhanced under UNODC Sub-Programme 2.

Since the MTE, the programme team also improved the monitoring of the implementing partners’ performance based on agreed workplans and in such way implemented the MTE Recommendation 15: ‘UNODC Bishkek should in addition formulate clear terms of reference and pick organizations based on the results of open and competitive tenders; improvements should be made at the planning stage when contracted organizations start their work to clarify the methodology and agree on the work plan’.

Nevertheless, the programme would benefit from putting in place a better vision and strategy for improving the organizational effectiveness of key beneficiaries. Such a plan could articulate a strategy for training and capacity building and could also necessitate the development of a more effective qualitative monitoring and evaluation mechanism which would provide UNODC with an opportunity to measure the long-term impacts and sustainability of training provision and, in particular, its efforts to institutionalize training capacities within its partners.

KGZT90 has paid proper attention to undertaking systematic project evaluations (both external and internal) in order to be able to measure the project’s effectiveness and results. In 2015, an independent mid-term evaluation of the KGZT90 was conducted. Recommendations were shared with partners and a follow-up plan was developed. As evident from the document review, the KGZT90 programme team implemented ‘fully’ 68 per cent of MTE recommendations, and 32 per cent have been ‘partly’ implemented due to limited budget availability (i.e. Rec 5, 7, 13, 17-19, 21, 23). The details about the implementation of MTE recommendations by KGZT90 are provided throughout the evaluation report in the relevant sections.

Visibility

The programme team has paid proper attention towards ensuring good visibility of the KGZT90. First of all, it was the only UNODC programme in Central Asia which had its own webpage on the UNODC web-site²⁹. Secondly, it used a variety of communication tools to raise the awareness about the programme’s activities, including social media (Facebook³⁰), organization of information campaigns³¹, production of videos, development and distribution of publications (news briefs, articles, press releases, leaflets, infographics, analytical reports).

In total, KGZT90 jointly with its implementing partners prepared 30 press releases and 33 publications/stories in print and internet media, radio and TV, held 2 press conferences, developed 3 case studies, published 7 thematic publications, supported 1 movie production (Blockbuster “Companions” on police with over 300 film shows and 100,000 viewers) and release of 4 videos on women and the role of women in the police, developed and disseminated

²⁹ <http://www.unodc.org/centralasia/en/criminal-justice.html>

³⁰ <https://www.facebook.com/UNODCCriminalJusticeKG>

³¹ http://www.unodc.org/documents/centralasia/PrisonReform/leaflet_exhibition_eng.pdf

1,100 infographic copies (250 copies of an infographic on minority representation in the police and 850 copies of an infographic on representation of women in the police), supported the development and distribution of 2,344 informational materials on complaint-handling procedures and publication of 50 copies of the Ombudsman special report on police officers' rights. As per the MTE Recommendation 14: 'UNODC Bishkek should consider the development of op-eds and other analytical pieces that can be published in the media and disseminated amongst target audiences for promoting legislative reforms in the area of criminal justice', the programme team enhanced media outreach via organization of broad-scale public events (e.g. International Day against drug abuse and illicit trafficking; Nelson Mandela Day); social networks, issuance of social videos and thematic publications (e.g. re crime prevention; World Day against Trafficking in Persons; Nelson Mandela Day; International Day against drug abuse and illicit trafficking; women in police).

The majority of the interviewed stakeholders indicated that the quality of the programme's publications could be assessed as either 'excellent' or 'good'. The same relates to the KGZT90 programme web-page and Facebook page.

KGZT90 supported a number of public events to raise the awareness about the programme, build trust and increase dialogue on crime prevention, on participation and representation of minorities and women in the police, improve the understating of complaint-handling procedures in cases of police misconduct, enhance the role of the Mol oversight council and improve the quality of forensic services. In 2014 - 2016, over 360 public events were organized by the programme with the participation of 4,757 participants. KGZT90 distributed information about the planned activities for the next month among the programme's partners in the form of a monthly calendar of events. The monthly calendar was prepared only for the events organized by KGZT90 in Kyrgyzstan up to the end of 2015 and starting from 2016, it covers the whole region. The monthly calendar was highly appreciated by all stakeholders interviewed in the framework of this evaluation, as it helped to better plan the work calendar and increased the level of participation of stakeholders in the programme's events.

In addition, the programme team fully implemented MTE Recommendation 10: 'UNODC Bishkek should consider introduction of a post of a communication officer to improve communication and outreach of the project to a wider number of key stakeholders and the general public on national, regional and local levels' by (1) recruiting for UNDOC POKYR a Communications Officer for 2015-2016, and (2) developing a Communications Strategy for 2016. This allowed to significantly improve the outreach of the programme, ensured a more systematic approach towards communication and allowed the International Project Coordinator and M&E Officer to concentrate on their core functions.

Partnerships and cooperation

UNODC initiated, maintained and in some cases further strengthened partnerships with the Government, UN sister agencies under the overall Delivering as One framework, donors and other international partners, as well as CSOs in the framework of the KGZT90 programme.

Evaluation feedback through interviews with stakeholders shows that KGZT90 was able on the whole to establish strong partnerships both with national and international partners and donors. KGZT90 brought together international specialists, key stakeholders and players on the national and local level and colleagues from other countries to exchange experiences, to train and to develop skills necessary in strengthening the rule of law in the Kyrgyz Republic, and moreover, to formulate new policies (or adapt existing ones) that provide for the necessary framework for the criminal justice reform.

UNODC made considerable effort to involve national counterparts in the decision-making processes by means of regular thematic coordination meetings, i.e. Coordination Council on Prison Reform, Joint Working Group of Prison Service and Drug Control Service, Working Group of Prison Service on National Prison Security Framework; Council on the Reform and Development of Law Enforcement and Coordination Platform on Police Reform between the state bodies, civil society and international partners, Technical Committee under the Kyrgyz Accreditation Centre of the Ministry of Economy of the Kyrgyz Republic. In total, KGZT90 organized 109 coordination meetings with different groups of stakeholders under different components of the programme in the period between 2014 and 2016.

Several actors highlighted this implementation structure of partnerships as a ‘best practice’ to be used as a model in future criminal justice projects implemented by the UNODC. In addition, such approach allowed the programme management team to keep in constant touch with the programme stakeholders and was extremely proficient in keeping the programme moving forward in a volatile political environment. UNODC held annual coordination meetings with the KR MFA to report on programme performance results and streamline programme activities in line with the goals set in the national strategic documents. KGZT90 was able also to establish a good cooperation with the Prime Minister’s Office, the Presidential Administration and the Parliament.

The State Service on Execution of Punishment (SSEP) is UNODC’s counterpart in undertaking prison reform in the Kyrgyz Republic. All stakeholders interviewed for the evaluation pointed out that the long-term partnerships and effective working relationships of UNODC with the SSEP have been among the key factors underpinning the programme’s achievements under the prison reform component. Coordination with the SSEP took place at different levels – bilaterally, on site and through the prison coordination meetings at the SSEP headquarters chaired by the Chairman of the Service. These meetings were indicative of the leadership of the prison service in managing its own reform agenda. Moreover, the Joint Working Group of Prison Service and Drug Control Service established by KGZT90 contributed to the increase in coordination between these two agencies on drug-related criminal investigations in the penitentiary system. This positive result was hampered only by the decision of the Government to liquidate the State Service on Drug Control (SSDC) in July 2016 in line with the reform of law enforcement initiated by the Defense Council. The responsibilities of SSDC will be redistributed among three institutions, namely the Ministry of Health, Ministry of Interior and State Service for Combating Economic Crimes³².

Judicial reform and crime prevention are other examples of strong partnerships established by the programme at the national/law-making level and local level. There was impressive progress in establishing sustainable platforms for donors’ coordination in the field of judicial reform through the establishment of an informal mechanism where all interested partners come together during regular coordination meetings for a practice of cost-sharing and division of responsibilities in support of the development of draft laws. UNODC played a key role in the development of draft Criminal Executive and Criminal Procedure Codes, as evident from

³² Background information: SSDC functions were distributed between three institutions. The Ministry of Health received a responsibility for drafting and implementation of the state policy and normative legal regulation in the sphere of legal turnover of drugs, psychotropic substances and precursors, with 8 staff members. Other functions were given to the Ministry of Interior with a staff of 255 people and the State Service for Combating Economic Crimes with a staff of 68 people.

interviews with national stakeholders and other international organizations. Such collaboration could serve as a role model. The established dialogue among the representatives from the various formal and informal groups (LSG, law enforcement agencies, elderly courts, civil society, women's committees and others) at the local level through the development of the collective plans contributed to the resolution of the public security problems and produced an environment for general cooperation. As a result of the crime prevention work, the civil society network on crime prevention at the national level has been significantly strengthened, contributing to important advocacy initiatives on police reform and crime prevention. A successful example of partnership in this area is also the 2016 national level conference on crime prevention organized with USAID and other partners.

Another success is strengthening the collaboration through the programme with the national statistical service, which resulted in improving the availability and accessibility of statistical data on patterns and trends of crimes in the country.

UNODC also cultivated its relationships with other government actors of the criminal justice sector. KGZT90 worked in close coordination and partnership with the Ministry of Internal Affairs of the Kyrgyz Republic, but faced difficulties in the area of gender and minority representation in the police. This is due to mainly sensitivity of the issue and the need of societal changes in relation to gender equality (increasing the overall participation of women in different sectors of the economic and political life; breaking through stereotypes that the police is only for men) and inter-ethnic dialogue, which require time. The cooperation with the State Forensic Centre (SFC) was also challenging in the area of undertaking construction works of the new building and building capacity of the SFC for the programme largely because of the changes of the leadership and the high staff turnover.

The collaboration with other UN agencies was done through various channels. On behalf of UNODC, KGZT90 took part in UN country team meetings and in the UNDAF process, especially with respect to the rule of law component. The two key donors of the programme in the period June 2013 - December 2016, the US INL and the Peace Building Fund (PBF), described the partnerships with the KGZT90 team as productive, with good coordination, and stated that the programme was well run and managed. They were constantly informed about the programme, attended the PSC meetings, the consultative meetings, both nationally and regionally, participated in joint monitoring visits, took part in different public events (conferences, round tables, etc.) and had an input into the programme. The KGZT90 programme team also facilitated and participated in a number of donor coordination mechanisms (e.g. PBF Joint Steering Committee in 2015 and 2016, regular meetings and strategic planning meeting with INL in September 2016, as well as Donor Partners Coordination Council Rule of Law Working Group). Such proactive engagement with the donors has resulted in supportive relations and resource mobilization to cover new areas of work (police reform, forensic services).

The programme team fully implemented the MTE recommendation pertaining to the partnerships, in particular Recommendation 2: 'UNODC Bishkek, Tashkent and Vienna should encourage better coordination of activities at the level of Government Administration to ensure synergies with other programmes funded by the state and international partners'.

Effectiveness

Outcome 1 ‘Counterparts adopt legislation and policies in the area of crime prevention and criminal justice in line with UN standards and norms’

Feedback from evaluation interviews with stakeholders and beneficiaries demonstrates that the overall delivery of the outputs under Outcome 1 is perceived as highly satisfactory, as the results of this component have a great influence on the formation of government policy in the field of criminal justice. The main legal and regulatory framework in the area of the prison in the Kyrgyz Republic was designed with the participation of the UNODC. KGZT90 support to the Legislative component achieved more than initially planned.

Main innovations introduced in the new criminal legislation included (i) strengthening of the judicial control of operative investigations; (ii) introduction of criminal liability of legal entities (anti-corruption measure); (iii) establishment of a probation service; (iv) development of a new classification of correctional facilities; (v) introduction of a new procedure for prisoner transfers; (vi) strengthening of provisions to ensure humane prison conditions; (vii) inclusion of social reintegration of offenders as an objective of the criminal justice system; (viii) specification of evaluation criteria for the social rehabilitation of prisoners, expansion of the list of rights of prisoners, and strengthening of mechanisms for oversights of prisons. The drafts define the procedure of work of the probation service, a fundamentally new prison service, which will execute punishment not connected with isolation from society: community and correctional works, restrictions on freedom, etc. The Law “On changes to the Law on Basic Social Services for the Released from Penitentiary Institutions” envisages the development of by-laws to facilitate social support to released offenders.

In view of interviewed partners and programme team, the outputs under Outcome 1 fully met the expectations of the partners and their quality is either ‘excellent’ or ‘good’.

Key support factors included the involvement of both international and national legal experts who were practitioners, possessed different types of expertise and provided competent expert commentaries. Moreover, not only the expert community, but also non-governmental organizations, as well as international partners participated in the process of legislation drafting. To ensure the implementation of the newly developed legislation, UNODC jointly with its partners supported the development of the draft law on enactment of codes and calculated the financial investments required for their implementation. As a result, it was decided that codes will enter into force starting from January 1, 2018, and that the state will need to allocate 800 mln KGS within a 6 years’ timeframe. UNODC also established effective collaboration with the Parliament Committee on Constitutional Law, State Order, Judicial Issues and Rules of Procedure on the facilitation of the draft laws in the area of judicial reform. The main challenges faced include a lengthy process of development and approval of amendments to the criminal legislation, the need for substantial financial resources for the implementation of the new criminal legislation and underfunding of the law enforcement and justice institutions reform.

The MTE provided three specific recommendations (Recommendations 16-18) under the Legislative component. The KGZT90 implemented them partly, as the implementation of the new criminal legislation is ongoing.

Outcome 2 ‘The prison administration manages prisons effectively, in line with UN standards and norms for the treatment of prisoners’

The delivery of the outputs under Outcome 2 is perceived as highly satisfactory, as UNODC provided support to the Government of the Kyrgyz Republic in implementing not only the National Development Strategy of the penitentiary system of the Kyrgyz Republic for 2012-2016, but also the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Mandela Rules). The majority of the interviewed partners believe that the four outputs under the prison reform component have been fully achieved by KGZT90.

As shown from the document review, KGZT90 achieved more than initially planned under Outcome 2, in particular under Output 2.2: ‘Enabling environment for the development and implementation of long-term evidence-based drug control programs in prisons improved’ and Output 2.3 ‘National prison security framework developed and implemented’.

The main results of this component include the strengthening of the prison security procedures to prevent illicit drugs trafficking through the provision of infrastructure support, strengthening the capacity and skills of prison staff to manage prison security and advancing inter-agency cooperation. Evaluation interviews with stakeholders demonstrated that it was highly relevant that UNODC applied the twin-track approach, which was based at first on conducting risk assessments at the pilot detention facilities and then on providing technical support for the closure of identified gaps in the security and improvement of access control at those facilities. Consequently, security standards were enhanced in the SIZO-1 and colony No 27 by the refurbishing of entrance facilities (including both the actual entrance and rooms for the handover of parcels) and the instalment of Introscope x-ray equipment. Training sessions on managing prison security and maintenance of the x-ray scan equipment were held also by UNODC to ensure its proper usage by the prison service staff.

Furthermore, the evaluation interviews with stakeholders showed that UNODC was an important supporter to the process of building a new format of relationship between SSPE and the State Drug Control Service (SDCS) based on interagency professional collaboration principles. It granted technical assistance in the opening and equipping of a new analytical office, training of the senior operational staff in the area of operational data collection and analysis with the use of specialised software I-2, provision of special means for the interagency intelligence group of the prison and drug control services to prevent illicit drug trafficking. As a result, it allowed to establish a reliable data collection system to facilitate information sharing by the joint intelligence team established to facilitate regular trend analysis on drug use and criminal activity in the prisons of Kyrgyzstan. In a review of the desk material and interviews with the prison service staff, it was generally agreed that the provided trainings on intelligence gathering were relevant and efficiently delivered. Nevertheless, due to staff turnover at the SSEP, about 90% of the trained staff left the service and another round of trainings might be necessary to strengthen the capacity of the SSEP’s operational information analysis unit. Another important initiative was the development and signature by the SSEP and the SDSCS of the Instruction on intelligence interagency interaction of the SSEP and SDSCS, which gave the opportunity to expand the regulatory base for interaction, drug crime prevention, interdiction and investigation and led to an increase in drug seizures.

UNODC also conducted important studies, such as a study on compliance of drug control legislation and sentencing policies with the international standards aimed at assessing their impact on curbing the production, trafficking, and consumption of illicit substances or drug security risks research in the penitentiary system of the Kyrgyz Republic (totally covered 5

prisons) which was undertaken at the request of the management of SSEP³³. UNODC also held regular thematic prison monitoring of the usage of equipment purchased under the previous project, the results of which were used during drafting of the National Strategy on the development of the penitentiary service of the Kyrgyz Republic for 2017 - 2020. In addition, the conducted security audit facilitated the development of a new national prison security framework and instruction on the inspection of persons, their belongings and vehicles in the institutions of the penitentiary system, both of which were endorsed by the SSEP.

A key supporting factor for good deliverables is the provision of both expert and technical support to the SSEP. However, the major factors hampering the programme's effectiveness in this area are the still serious underfunding of the penitentiary system, the changes of the leadership of the prison service in the middle of 2016, the high staff turnover within the penitentiary system, the emergence of new threats (terrorism and violent extremism) and a new law enforcement reform launched in July 2016 which led to the reorganisation of SDCS and introduced plans for changes in the system of preparation of law enforcement staff.

MTE provided two specific recommendations (Recommendations 19-20) under the Prison reform component. The KGZT90 implemented one fully (Rec 20) and one partly (Rec 19). Within previous interventions, the UNODC assisted with the establishment of the State Enterprise under the State Prison Service for income-generating activities in prisons. In line with Recommendation 20, monitoring of the state enterprise Kelechek was carried out by UNODC with the involvement of the Prison Reform Coordination Council in 2015 - 2016 and relevant decisions were made to improve its effectiveness, including such on enhancing monitoring of the state enterprise with involvement of its Supervisory Board. For the implementation of Recommendation 19, the KGZT90 programme team included interventions aimed at the promotion of alternatives to imprisonment and improving prison conditions and security in the new funding proposals under the UNODC Programme for Central Asia 2015-2019; however, the funding is still pending.

Outcome 3 'The Government of the Kyrgyz Republic adopts and implements policies to increase public trust in the police'

Overall, the delivery of the outputs under Outcome 3 is satisfactory. KGZT90 has managed to achieve most of the expected outputs under the police reform and crime prevention components. As shown from the document review, the KGZT90 output indicators under Outcome 3 were achieved either fully or exceeded the set targets. The programme in particular trained more police officers and organized more public events than it was initially planned.

In the view of the interviewed partners and the programme team, the outputs under Outcome 3 for the most part either 'fully met' or 'exceeded' the expectations of the partners and their quality is either 'excellent' or 'good', while some outputs 'did not fully meet' the expectations of the partners and their quality was 'fair'.

KGZT90 achieved a number of tangible results which exceeded the expectations under the crime prevention component. This was due to the (1) selection of a strong partner (Civic Union "For Reforms and Results") which has a network of civil society organizations in the target districts

³³ UNODC ROCA Progress Reports for the years 2015 and 2016

and (2) usage of a well-developed approach which was based on the application of participatory rural appraisal with the usage of the UNODC Crime Prevention Assessment Tool and the development of joint local crime prevention plans by the working groups composed of representatives of the police, local governments, local crime prevention centers and citizens.

The completed crime prevention assessments and mapping of the results served as the basis for the development of local crime prevention action plans. Interviews with implementing partners and local authorities demonstrated that, at the beginning, it was quite difficult to work with local governments and police due to the lack of understanding about their roles and functions with regard to public safety; however, this perception changed completely in the course of the project implementation. The programme work in municipalities allowed for developing a model of cooperation for identification of the problems in the sphere of public safety and crime prevention, and joint planning. As a result, the development of local crime prevention plans has been accompanied by modest, but useful funding commitments by the local authorities. These funds helped 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 prevent local tensions. In six pilot areas, small-scale crime prevention campaigns, including a research on school racketeering, a series of thematic lectures on preventing gender-based violence among vulnerable groups were implemented. Moreover, UNODC supported refurbishment and/or construction of five police stations as a part of the targets of JCPPs set by some targeted municipalities. Three newly (re)constructed and equipped community-friendly police stations were affected by migration flows in 3 multi-ethnic border areas in the South and 2 areas in the North of the country. They became examples of how the police stations can link police and residents to improve public security and prevent crime. All newly (re)constructed police stations have modern rooms for reception of citizens, offices of district police officers and juvenile inspectors, as well as separate rooms for social and preventive centers.

As evident from the desk review and the interviews with the stakeholders, 10 out of 12 joint local crime prevention plans were successfully implemented. The main supporting factors were potential and interest of local authorities (and, in particular, the head of municipality) to work on the issues of public safety and crime prevention, the existence of councilmen (city or district) in the working groups and activists in municipalities. In spite of achieving impressive results, the KGZT90 programme team and implementing partners experienced a number of challenges in the course of implementation of the crime prevention component, including lack of knowledge of crime prevention concepts among the relevant stakeholders, varying levels of cooperation between the police, local government bodies, citizens and other subjects of crime prevention, lack of access to crime statistics and delays with the handover of three local level police stations, which took place in 2016 instead of in 2015, as planned, due to the deployment of the Umoja system within UNODC. Nevertheless, in the opinion of the donor, UNODC was one of two the most successful UN agencies among 14 PBF grantees, which very successfully implemented PBF projects.

Two new policies developed with UNODC assistance are essential and aimed to provide for: (i) competitive recruitment of police officers in the traffic police and MoI educational establishments; this new policy has the potential of opening up the police service to a more diverse pool of candidates in the future; and (ii) a new performance evaluation system which introduces external oversight and which refocuses evaluation criteria on qualitative indicators,

emphasizing professionalism rather than crime detection rates. The main challenge which remains, however, is the absence of a clear plan for the implementation of a policy on competitive recruitment of police officers.

UNODC within the police reform component undertook a number of innovative initiatives, such as preparation of the crime statistics digest with the NSC, conduction of the research on police labour rights by the Ombudsman Office and launching of a police mentoring programme.

The KGZT90 team was able to improve the analytical capabilities of the NSC of Kyrgyzstan to collect, analyze and publish official statistics to elicit unique information on the incidence of reported crime and the operations, crime drivers and factors through the provision of expert support in the development of crime digest, supporting the NSC participation in the United Nations Surveys on Crime Trends and the Operations of Criminal Justice Systems (UN-CTS), the Focal Points meeting and the Technical Advisory Group to the International Classification of Crime for Statistical Purposes in Vienna. As a result, the Statistics Review “Crime and Public Order in the Kyrgyz Republic 2010-2014” of the NSC was developed. It was placed at the NSC’s official website³⁴ and is accessible to any interested stakeholder, as well as to the public. This was an important first step for the promotion of an informed decision-making process in the administration of the criminal justice system in Kyrgyzstan in addition to enhancing the consistency and the international comparability of crime statistics.

Interviews with stakeholders and experts indicated that the research on police labour rights by the Ombudsman Office was undertaken for the first time in Kyrgyzstan since its independence. Before, researches were focused on what the policemen were doing wrong; however, the questions on how well the police officers’ rights were protected, had never been studied. Moreover, the conduction of the study in partnership with the Ombudsman Office allowed for raising the awareness about the institution among policemen and contributed to its further usage. This study became a basis of the special report of Ombudsman on the state of social and legal protection of employees of law-enforcement bodies of the Kyrgyz Republic, which was publicly discussed and presented to the Parliament. Nevertheless, the research team faced difficulties, in particular the lack in the public domain of all documents defining the labour rights and governing the social protection of law enforcement officers. In spite of that, the Ombudsman Office is very satisfied with the report, as it contains new information which it could use further in its advocacy efforts.

The mentorship programme was implemented jointly by the Police Women Association and Public Fund “Initiative of Roza Otunbaeva”. The selected implementation modality was relevant, as it ensured complementarity. The Public Fund “Initiative of Roza Otunbaeva” possesses the unique mentorship methodology, while the Police Women Association has connections with the Mol, its members are women police officers³⁵ and it has good outreach throughout the country. The mentorship programme was launched in 7 priority areas of the Kyrgyz Republic and included both the capacity development of policewomen and the organisation of promotional work amongst youth in PBF priority districts to encourage more young women and ethnic minorities to consider a career in the police. Overall, the mentorship programme was well implemented and achieved most of the set targets. This was an important initiative, as in the regions there is a high level of unawareness on how to apply the police. The mentorship programme had good

³⁴ <http://www.stat.kg/ru/publications/sbornik-prestupnost-i-pravoporyadok-v-kyrgyzskoj-respublike/>

³⁵ Note: Women police officers acted as leads for mentoring with youth at the national and local level.

awareness-raising campaigns and visibility and in some of the events high level officials participated (ex-President of the Kyrgyz Republic, MoI's Minister, Head of the MoI Academy). The programme received high levels of interest among secondary school graduates. In total, 607 applications were received for participation in the programme and 121 mentees (83%-female/17%-male) were selected, although only 15 pupils from the 11th class (i.e. from the graduation year).

The mentorship programme allowed to form a positive perception of young people towards the police and most high school graduates amongst the mentees showed interest in considering a career in the police and submitted their applications to the MoI Academy. However, after the participation in the programme, only 2 mentees were admitted to the MoI's Academy and 7 entered the Law faculties of other higher educational institutions. The main reasons for that were either non-passage of the unified state exam or inability to pass the MoI's requirement on height by girls³⁶. Additional obstacles for women and ethnic minorities to enter the Police Academy identified during the programme implementation are the lack of a dormitory for women cadets and the difficulties in passing the required exams due to low levels of literacy and/or general education. The implementing partners tried to advocate for revision of the MoI requirement on the required minimum height for girls who would like to enter to the MoI's Academy in the course of the programme implementation; however, it was unsuccessful due to the changes in MoI leadership (two Ministers were changed just in the period between 2015 and 2016). In addition, the new law enforcement reform among others includes the reform of the MoI's Academy, in particular the creation of an Academy of Law on its base for all law enforcement agencies and the admission to it on the basis of higher education. If the new reform happens, it might limit the possibility of secondary school graduates to join the police service.

UNODC also applied a comprehensive approach for promotion of police oversight to cover both support to the police to improve its internal accountability and integrity mechanisms, and capacity development for independent oversight bodies, such as the Public Council to the MoI, composed of civil society activists and academics. UNODC supported the MoI's Public Council in the development of a strategic plan and the preparation and delivering of public presentations of 2 independent monitoring reports³⁷ with a focus on complaint-handling in relation to alleged misconduct of police officers. To further increase the access to information on available complaint-handling procedures, UNODC implemented a nationwide public awareness-raising campaign³⁸ and thematic trainings for police officers in priority areas. It resulted in an increase in citizen complaints brought directly to the police and police officers sanctioned for misconduct. The collaboration with the MoI Internal Oversight Department was challenging. On the one hand, the MoI Internal Oversight Department has shown openness to engage more actively with the public by opening an online complaints box in relation to misconduct by the traffic police on its website, publishing a leaflet on its mandate and the procedure for complaint-handling and an increase in internal investigations conducted by the MoI's Internal Oversight Department. On the other hand, in view of the police officers and the civil society, there is still a lack of transparency and fairness of disciplinary proceedings, which may limit the credibility of this internal accountability mechanism.

³⁶ Note: MoI requirement is that the height should be no less than 165 cm.

³⁷ Background information: The monitoring of the police patrol service in Bishkek, Osh and Jalal-Abad was conducted to improve the quality of the delivered services and identify the major problems in the communication between the police officers and the citizens, the observance of the statute, ethics, procedures of communication with citizens, knowledge of legislation, as well as the readiness of the population to assist the police officers.

³⁸ Note: The public awareness-raising campaign included public presentations in all provinces, distribution of manuals, leaflets and posters (for placement in police stations and local crime prevention centres) and online dissemination of information.

Furthermore, UNODC was not able to organise a functional analysis of the policing structure as planned due to a lack of access to relevant information. Limited progress was achieved in increasing the number of gender and minority participation and representation in the police, as foreseen in the National police reform strategy adopted by the Government of the Kyrgyz Republic in 2013, and in the related action plan (e.g. recruitment campaigns, quota system, creation of model police stations) and the National Action Plan on the implementation of UN Security Council Resolution 1325 on women, peace and security with a focus on gender representation in the police and gender sensitivity of police officers. This is due to the fact that the representation of women and minorities in the police remains a sensitive issue.

MTE provided three specific recommendations (Recommendations 21-23) under the Police reform component, which were implemented partly by the KGZT90 team. UNODC was able to attract additional funding for advancing public participation in crime prevention in the Kyrgyz Republic and improving law enforcement capacity to safeguard the rights of women and youth in the Kyrgyz Republic, including GBV initiatives.

Outcome 4 ‘The State Forensic Centre (SFC) under the Ministry of Justice improves the provision of forensic services in line with international standards’

The delivery of the outputs under Outcome 4 could be assessed only as somewhat satisfactory, as UNODC faced complications with the implementation of all planned activities due to the lack of a joint vision of the Government, the Ministry of Justice and the State Forensic Centre on the future development of the centre and forensic services in the country as a whole, along with the lack of funding to fully respond to the needs of the SFC, the changes in the leadership of the SFC in the course of programme implementation, and the launching of the new law enforcement reform in 2016 which anticipated the creation of the unified expert service.

In the view of the interviewed partners and the programme team, the outputs under Outcome 4 met the expectations of the partners and their quality is ‘good’.

As evident from the desk review, the KGZT90 output indicators under the forensic component were mainly achieved either fully or partly, although, for the most part, with substantial delays. One indicator exceeded the target, particularly the number of forensic experts trained.

KGZT90 used a comprehensive approach to establish a foundation for the sustainable management of forensic services. UNODC was able to convince the management of the SFS and the Ministry of Justice of the need to pay more attention to the quality of the forensic experts’ examinations. As a result, the SFS made changes in the staffing structure and introduced the position of a Quality Control Manager. UNODC provided extensive support in the form of training of the Quality Control Manager on international quality standards. However, the Quality Control Manager left and a replacement was only hired in September 2016, so there is a need for a new training.

UNODC supported the establishment of collaboration between the State Forensic Centre under the Ministry of Justice and the Kyrgyz Accreditation Centre of the Ministry of Economy to ensure a better quality of the forensic experts’ examinations for being able to pass the international accreditation. UNODC ensured the complementarity of the legislative and forensic components. SFS experts took part in the working group meetings on the development

of the draft Criminal Procedure Code, as a result of which, out of 30 recommendations proposed, 26 recommendations were fully included, 2 were partly included and 2 were not included.

Moreover, UNODC worked on the changes in the Law on Forensic Service. As a consequence, the new edition of the Criminal Procedure Code includes a separate section on forensics. UNODC strengthened the international cooperation of the SFS with Georgia, the Russian Federation, other countries from Central Asia, Pakistan and Iran through the organization of study visits, participation in international conferences, provision of expert support and inclusion in the working group of the UN Regional Programme for Afghanistan and Neighboring Countries. UNODC was successful in the institutionalization of the training programme through the development of the SFS Training Plan, including a M&E framework for the assessment of results and a training module for forensic handwriting and document examination. In order to improve the national forensic capacity and the capabilities of forensic experts to meet internationally accepted standards, the SFS participated in the 2016 international external proficiency test administered by UNODC HQ to assess its own performance and take corrective actions. At the same time, UNODC faced a number of challenges.

On the one hand, UNODC was able to raise substantial funds (US\$ 600,000) for the refurbishment of the premises of the SFS and for the provision of the agency with new equipment. Such technical assistance was crucial, as the SFC is located in an old building dating back from the 1940s, which is unsuitable for a forensic science laboratory. On the other hand, SFS was not able to provide documents of entitlement for the land plots for 1,5 years and was not able to allocate some budget for purchasing furniture and office equipment, as was initially agreed upon. The land plot where the new administrative building is situated has two buildings. One belongs to the Ministry of Justice and the other one to the President's Administration. The issue of concern is the land of joint use (0.13 hectares). UNODC wrote two Notes Verbales to the Ministry of Justice, but has not received any official response. All this made it difficult for the UNODC to pass the technical commissions on time to finish the refurbishment of the building. In terms of budget allocations, SFS in interviews explained that it had difficulties with the state budget allocations and was therefore not able to disburse funds for purchasing furniture and office equipment, as planned. In 2015, the budget was opened only for SFS staff salaries and trainings, while in 2016 it was reduced further and the only budget allocated was for staff salaries and utilities, thus excluding security, social benefits and traveling allowances. Nonetheless, SFS was not able to provide the list of required equipment for the new building on time and INL was not able to procure it before the end of the project in December 2016. In addition, the new administrative building is designed for 98 people; however, the unified expert service which was supposed to be created should have 300 people and it will still be necessary to place experts in different buildings.

UNODC was involved in the preparation of a strategic plan for the development of the SFS and held a number of meetings with the SFS and Ministry of Justice. The workplan for preparation for the international accreditation has been approved, but without public discussion. UNODC work on the development of SOPs was quite difficult. KGZT90 explained how to prepare the SOPs and linked the SFS with Georgian experts; nevertheless, UNODC was not able to provide expert support due to the absence of qualified national experts. KGZT90 supported the development of the SFS website to promote better dissemination of information on forensic services amongst relevant actors and trained 2 staff members on its usage. The registry of the state forensic experts was posted on the website. The review of the SFC's official website shows that it is not updated by the SFC regularly as staff trained on web-site maintains left the SFS.

The MTE provided two specific recommendations (Recommendations 24-25) under the Forensics component, which were fully implemented by the KGZT90 team.

Impact

KGZT90 contributed to the strengthening of the rule of law in Kyrgyzstan. Documented results acknowledge progress towards the achievement of results set up by the programme in the majority of its components. Results of the programme support are acknowledged by and benefit national counterparts' institutions.

Considerable impact has been established under the legislative and crime prevention components. UNODC provided expert advice to support the development of conceptually new criminal legislation in the Kyrgyz Republic in line with UN standards and norms on crime prevention and criminal justice. The new laws once adopted by the Parliament will decriminalize and depanelize minor offences; strengthen judicial oversight over investigations through the establishment of a new institution, the judge of inquiry; move the criminal justice system from an inquisitorial to a more adversarial model, including better guarantees to ensure equality of arms. The new social and legal institute of probation providing for non-imprisonment alternatives will perform as an intermediary between the convicts and state agencies to ensure proper social aid to the convicts.

UNODC's crime prevention work in the Kyrgyz Republic focused on policy development and local level assessment and strategic planning, based on inclusive consultation processes involving local self-government, local crime prevention centers, the police and civil society. All this work allowed to improve the development of crime prevention strategies in line with UN standards and norms on crime prevention (from zero in 2013 to the development of local crime prevention plans in 14 provinces in 2016), brought improvement in the level of public trust in the police (from 36% in 2013 to 57.7% in 2015) and satisfaction with the work of the police (from 20.4% in 2014 to 67.2% in 2015). Furthermore, a new government policy on police cooperation with civil society was adopted in 2015, providing for inclusive work on crime prevention based on community participation. Also, the development of joint crime prevention plans in municipalities allowed to strengthen the capacities of local crime prevention centers and reactivate their work. Now many donors started to be interested in the provision of support for their operation. In addition, joint crime prevention plans have become a tool for the establishment of social partnership. As evident from the review of the Civil Union "For Reforms and Results" and Alliance of Liberal Youth³⁹, in most cases, the LSG realized their role in law enforcement and crime prevention, which is reflected in the financial support measures (over 165,000USD from local state budgets and another 155,000USD in external donor funding) and directly participated in the implementation of JCPPs and in some pilot localities (Jeti-Oguz, Uch-Korgon, Nookat, Kulundu). The LSG and the community also assist in the construction/ refurbishment of the premises where the police is situated.

Positive signs of impact could be seen under the police reform and prison reform components. The new police stations have better reception areas and allow police officers to receive people in well-equipped office spaces. The new police stations received positive feedback from the local community and are used by the Ministry of Interior at the national level as an example for its own efforts to strengthen police-public partnerships. Additionally, the KGZT90 investment in police presence in PBF locations produced a catalytic effect by triggering state funding for the establishment of over 200 new police points. The MoI has also shown strong commitment to bring the police closer to the population by moving 250 police officers from police departments at the provincial level to police stations in communities. Moreover, the Parliament adopted

³⁹ Note: conducted in November 2016

amendments to the CPC to introduce simplified judicial proceedings in order to deal with minor offences at community level more efficiently. Besides, the UNODC work on complaint-handling procedures led to a substantial increase in police officers sanctioned in disciplinary and criminal proceedings due to misconduct (61% increase of police officers sanctioned in disciplinary and criminal proceedings since 2013).

UNODC collaboration with the NSC resulted in the publication of a crime statistics compilation and agreement on cooperation, including the possible formation of a government working group, for the improvement of the crime data collection system in order to bring it in line with the international classification and better inform policy and decision-making bodies and to facilitate democratic accountability. The study on police labour rights led to the decision of improvement in legislation in this field of working conditions and protection of police labour rights. It is planned that the Law on law enforcement bodies which should be developed and adopted by the Parliament in line with the new reform, will form a unified approach towards social payments to all law enforcement agencies, including police. Reforms in human resources policies governing the police service in the Kyrgyz Republic provide for measures to improve the quality and transparency of policing and steps to ensure the composition of the police service is diverse and reflects the composition of the population as much as possible. These measures should eliminate a lack of public trust in the state bodies, as well as fear and mistrust among different groups of people as key challenges to lasting peace in the Kyrgyz Republic. At the same time, more work still needs to be done in order to increase the number of women and minorities employed in the police, as it relates to the widespread stereotypes in society at large.

The work of KGZT90 on ensuring security in the prison service had already a positive effect on preventing smuggling of drugs and confiscating of contraband whereas observing human rights in accordance with international conventions of the UN. New modern checkpoints also allowed to improve the conditions of service of staff of the penitentiary system, and allowed for a more qualitative examination of things transmitted to prisoners. The information gleaned from the desk review and interviews with SSEP demonstrates a number of developments in pilot facilities.

The SSEP created a new staff structure in the SIZO-1, i.e. the group of inspections of 13 people with resubordinating from the desk officer of the SIZO to the management of the SIZO (as an anti-corruption measure). The installation of x-ray equipment for checking of visitors and parcels resulted in a substantial decrease in the number of prohibited items brought to the SIZO-1. Meanwhile, the penal colony No 27 is under reorganization for separation of categories of prisoners who committed first-time terrorism and religious extremism crimes. The Kyrgyz Republic Government allocated US\$125,000 to this cause. Drugs seizures increased by 52.8 times in comparison to 2013 based on an inter-agency approach to drug control (i.e. intelligence shared between the SSEP, SSDC and Mol). Overall, the work of SSEP divisions allowed to improve effectiveness of the work on withdrawal of drugs during 2015 - 2016 by 2.8 times⁴⁰. In addition, KGZT90 has increased opportunities for civil society and other stakeholders to work with the Prison Service on social rehabilitation of prisoners through the establishment of a Coordination Council on Prison Reform, which serves as a platform for monitoring the implementation of the Prison Reform Strategy 2012-2016 and raising issues of concern. It also allowed reinforcing external oversight of places of detention by civil society. The KGZT90 prior work on sanitary conditions, prison income-generating activities and the creation of a state enterprise "Kelechek" for further development of prison production and improvement of the conditions of detention of prisoners have lasting impact, specifically decrease in the number of mass disturbances in prison service (from 10 mass prison disturbances in 2009 to zero between 2014 and the first half of 2016). Nevertheless, escapes from prisons still occur (e.g. 9 prisoners escaped in October 2015) and the continuation of work on security in prisons is still required.

⁴⁰ Source: SSEP data

Limited short-term impact could be observed under the forensic component. There is still a downward trend in forensic analyses conducted (12% decrease in forensic examinations from 2013 to 2015). However, the attitude of the experts of the State Forensic Services towards quality standards has been changed due to the work of the KGZT90. For the first time, ever, the SFC introduced a new post of a Quality Control Manager to ensure compliance with internationally recognized standards for the provision of forensic services. In addition, for the first time, the State Forensic Centre participated in UNODC's ICE administered by the UNODC Laboratory/Scientific Section (LSS), which in its turn could contribute to the passing of accreditation under ISO 17025 of the centre in the future. Also, the developed training modules started to be used in the academic institutions in Bishkek and Osh and could contribute to the better preparation of the young generation of forensic experts. UNODC provided expert advice to the development of the Forensic Laboratories Accreditation Plan 2015-2020 and conducted the refurbishment of the new administrative building of the biggest forensic agency in the Kyrgyz Republic - State Forensics Centre under the Ministry of Justice. In the long-term, new laboratories of the State Forensic Services will contribute to the improvement of the working conditions of the forensic experts; meanwhile, the implementation of the accreditation plan should both strengthen the management capacity of the national forensics service and improve the quality of expertise that directly impacts citizens' rights to high-quality expert services and timely access to justice.

Sustainability

Sustainability relates to whether and how the outcomes at the programme immediate objective level will continue beyond the life and the context of the KGZT90. Gleaned from the desk review of documents and from interviews with the programme team and partners, UNODC undertook all necessary steps which were under its control and within its mandate to promote sustainable programme outcomes. The KGZT90 programme team has used various channels to ensure that its results will be sustained and further developed by the partners, although the Sustainability Strategy was developed only at a later stage of the programme implementation (i.e. during 2016).

KGZT90 in partnership with national and international partners was engaged in judicial reform in the Kyrgyz Republic, including the preparation of new criminal legislation which will strengthen judicial control over police investigations, improve fair trial guarantees and promote alternatives to incarceration and social reintegration of offenders. Public hearings, expert discussions and public monitoring on the relevant laws (e.g. publication and public presentation of Ombudsman's reports; reports on the monitoring of the work of the police (jointly with the NGO partners and civil society) have been organized in partnership and solely by the Government, enabling the relevant government agencies to support this mechanism on a sustainable basis. The new criminal laws were endorsed by the Parliament at the end of 2016. UNODC also supported the assessment of the financial implications of the adoption of new criminal legislation in terms of the national budget allocations and developed the Action Plan for implementation of the new criminal legislation. This helped the Government to assess the real needs and realistic timeframe for the start of the implementation of the new legislation, i.e. starting from 2018. On 4 July 2016, the Defense Council chaired by the President of the Kyrgyz Republic approved a decision to carry out a reform of the law enforcement system and the

KGZT90 legal experts have been invited to participate in the working group on the development of the regulatory acts in the area of law enforcement reform.

UNODC support with the implementation of the National Strategy for the Development of the Penitentiary System 2012 - 2016 led to further enhancement of the reform of the penitentiary system. The Government's decision to create an interagency working group on drafting the National Strategy on Development of the Penitentiary System of the Kyrgyz Republic for 2017 - 2020 and a roadmap on its implementation, allocate 50 million KGS for enhancing the security system in prisons and create facilities for specific high-risk categories of prisoners (e.g. sentenced for terrorism-related crimes) and insert amendments in some regulatory acts pertaining to the increased responsibility for inspection functions in penitentiary institutions are clear signs of national ownership and intention of the government authorities to work further on prison reform in the areas of improving management of high-risk prisoners and strengthening security in prisons. The reconstructed facilities (pre-trial detention center No.1 and prison colony No. 27) and the purchased equipment for search procedures were handed over to the SSEP, and prison staff were trained on security management. All that allowed to enhance the security standards and institutional capacities in those facilities, which could be used further by SSEP. The sustainability was also ensured through the approval of the National Prison Security Framework by the prison service of the Kyrgyz Republic. KGZT90 laid down the foundation for strengthening the joint intelligence gathering and sharing on illicit drugs trafficking between SSEP and SSDC.

UNODC installed an intelligence analysis software I-2 for drug-related intelligence gathering, trained the prison service intelligence team on the issues relating to the application of I-2 software and purchased the necessary equipment to ensure its usage. The SSEP institutionalized this practice by endorsement of interagency guidelines regulating in detail criminal intelligence gathering and sharing in relation to the penitentiary system and the creation of the security intelligence unit within the SSEP's prison security department in September 2016 which is composed of four staff members. As of November 2016, this unit was able to insert into a database the data of 926 criminals and plans within 2017 to complete the formation of the database with the inclusion of details of more than 3,000 criminals.

UNODC's support to the judicial and law enforcement reform contributed to advocacy for the introduction by the Government of a unified electronic crime registry, which can further enhance the transparency and accountability of the police. The newly constructed and equipped police stations and purchased vehicles were handed over to the national partners and they will continue their operation to promote a better police presence and community policing principles. KGZT90 also enhanced the analytical capabilities of the NSC which could be used further in the course of preparation of the crime statistics by the NSC.

UNODC assistance in the field of crime prevention resulted in the institutionalization of crime prevention efforts by the Government through the adoption of a new policy on cooperation between the police and civil society in 2015, which includes provisions on the development of local crime prevention plans, as well as a Statute for the functioning of Local crime prevention centers. KGZT90 developed a methodological tool to further guide stakeholders during the preparation of crime prevention plans. In terms of the local crime prevention plans developed within the programme, they will be continued in PBF locations, as all 14 local crime prevention plans were developed in line with the Law on Crime Prevention through a consultative process with the involvement of the police, local governments and citizens and were endorsed at the municipalities level. The initiative has triggered new initiatives and over US\$ 165,000 of investments from local authorities to support implementation of the plans in important areas for public safety. Moreover, the implementation of crime prevention plans (local and national) is envisaged to be linked to and embedded in socio-economic development plans, which provide the basis for funding allocations, including at the local level.

UNODC invested in strengthening dialogue platforms and national-level institutional coordination mechanism to strengthen partnerships between civil society and police, which could be used further in policy advocacy. Civil society networks gained better access to policy and decision makers who committed to various reform initiatives. The MoI Public Council adopted a strategic development plan and is now well established as a regular dialogue platform to engage high-level MoI and government representatives on police reform with involvement of civil society and media. The regional network of lawyers and hotline for legal advice on complaints in cases of misconduct is embedded in the legal programme of a leading human rights NGO in order to guarantee sustainability.

UNODC provided support for further work on increasing the participation and representation of women and minorities in the Ministry of Interior. On 16 December 2015, the Government approved of the National Action Plan on Women, Peace and Security (UNSCR 1325), signed by the Prime minister of the Kyrgyz Republic, which strengthens the role of women in peacebuilding and post-conflict resilience by protecting women's rights and empowering women to participate in security actions. UNODC recommendations on establishing a roster of police women for the appointment in management positions and implementing a mentoring programme for women in law enforcement bodies were also included in the National Action Plan. Moreover, on 13 October 2016, an Agreement between the Ministries of Interior of the Kyrgyz Republic and Georgia on cooperation in combating crime was signed, which includes measures on counteraction of criminality against a life and health of citizens, including women and children.

Within the implementation framework of the SFC's Training Curriculum 2015 – 2018, the developed training modules on forensic handwriting examination and forensic document examination were introduced for the use of the relevant forensic laboratories and higher education institutions in Bishkek and Osh. Action Plan 2015 - 2020 on promoting quality management and international accreditation was endorsed by the Ministry of Justice of the Kyrgyz Republic in June 2016. The technical base of the forensic service was also enhanced (reconstructed building of the SFS, including the main utilities and communications networks and procured the selected equipment) and could be used further by SFC in improving the reliability and objectivity of forensic analysis and testimony in criminal investigations and trials, although SFS has not yet introduced a budget line for maintenance of the purchased equipment in spite of the programme team's efforts.

The reform of the law enforcement system⁴¹ launched by the decision of the Defence Council chaired by the President of the Kyrgyz Republic in July 2016 also offers many opportunities for deepening the UNODC engagement in the future.

Nevertheless, for the national government and programme partners, sustainability is very much dependent on their ability to mobilize resources and still, for the majority of them, external support is required to ensure follow-up. The programme team was quite successful in securing funding for continuation of the work on criminal justice not only in the Kyrgyz Republic, but also in other countries of Central Asia.

During 2016, the programme team was able to hold effective regular bilateral consultations with diplomatic missions in the Kyrgyz Republic, including Embassies of the US, Japan, UK and Germany, which resulted in additional funding in the amount of US \$2,778,000 for further

⁴¹ Note: Among others, it was decided to transfer the drug control functions under the jurisdiction of the Ministry of Health and Ministry of Internal Affairs of Kyrgyzstan, establish an independent state forensic service, and transfer criminal legal statistics functions from the Ministry of Interior to the Prosecutor General and others.

implementation of Sub-programme 2 'Criminal Justice, Crime Prevention and Integrity' in the Central Asian region. Nevertheless, the additional resources are necessary to continue the work under the legislation, prison and police reform components.

Human Rights

The UNODC staff interviewed noted that a human-rights based approach is inherent in the overall framework of the organization and that support for human rights is a guiding principle in their work. Gleaned from the desk review and interviews, KGZT90 had a thorough approach to supporting human rights in line with the UNODC mandate and guidelines on promotion and protection of human rights.

First of all, the KGZT90 design and implementation was based upon the UN standards and norms in crime prevention and criminal justice.

The programme also actively worked in partnership with national human rights institutions and oversight bodies. A number of stocktaking and wrap-up events were held to jointly present and assess the major results. KGZT90 worked closely with newly established Mol's Public Council⁴² on the elaboration of a methodology for external evaluation of police performance in line with a new policy on police performance evaluation, which was adopted by the Government of the Kyrgyz Republic in February 2015 and which changed the nature of policing away from a narrow focus on crime detection rates towards a more qualitative assessment of the work of the internal affairs bodies of the Kyrgyz Republic. Additionally, UNODC through its work with the Ombudsman Office placed another incentive for corruption (i.e. low salaries and poor working conditions) higher on the political agenda by supporting the conduction by the Ombudsman Office of the specific monitoring on police labour rights. The Public Oversight Council and Ombudsman Institution together with UNODC undertook regular public oversight to guarantee equal access to the detention facilities, including for vulnerable groups.

UNODC included and/or invited representatives of civil society, human rights activists and NGOs supporting vulnerable groups to the PSC, conferences, roundtables and other meetings to ensure that they have a voice and may influence the implementation of the programme both on the national and local level.

During the development of legislation, all new draft laws and policies passed legal, human rights and anti-corruption assessments, in particular (1) human rights and anticorruption expertise on the draft Criminal Procedure Code, Criminal Executive Code and draft Law on Probation, (2) human rights and anti-corruption assessments of the draft policy on the competitive recruitment of police officers, (3) legal, human rights and anti-corruption assessment of the draft police performance evaluation policy.

UNODC had a specific objective under the police reform to support measures to improve ethnic diversity in the police, as foreseen in the National police reform strategy adopted by the Government of the Kyrgyz Republic in 2013 and the related action plan (e.g. recruitment campaigns, quota system, creation of model police stations). The programme supported the public awareness-raising campaign on complaint-handling procedures in cases of police

⁴² Note: The Public Council was established in early 2015 following the adoption in 2014 of a new Law on public councils.

misconduct to increase the access to information on available complaint-handling procedures and assisted the Mol's Internal Oversight Department with the launching of the unified e-accounting system on disciplinary measures against police officers and organized in partnership with OHCHR, UNDP and OSCE a major national conference on the participation of minorities in public life, including a discussion on policing in multi-ethnic communities.

UNODC supported the development of a national security framework for state correction institutions, as well as the promotion and protection of the human rights of prisoners through the revision of Criminal Procedure and Penal Codes, which envisage the creation of conditions for social reintegration of offenders, establishment of a probation service and contain better provisions on the prohibition of discrimination in prisons, legal aid for offenders and public oversight creation, and advocating for reforming health care in the prison system (i.e. its transfer to the Ministry of Health).

In interviews with the stakeholders, it was further universally agreed that the information provided at international conferences, regional and national working conferences, study tours, and training events supported by KGZT90 promotes professional law enforcement techniques, which in turn serves as a conduit for ongoing dialogue on human rights issues.

Gender

Gender has been effectively mainstreamed across the KGZT90 programme activities. The analysis of programme documents and the interviews with the programme staff showed that KGZT90 used eight main ways to address gender issues during both the design and implementation of its activities.

One of the objectives of the KGZT90 programme was focused on gender equality and women empowerment⁴³, in particular: 'The Government of the Kyrgyz Republic adopts and implements policies to increase the participation and representation of women in the police force and to ensure regular dialogue between police and women in local communities' under Outcome 3. It could serve as a best practice since it ensures the focus and reporting on this outcome. KGZT90 provided support to the national partners to develop and mainstream the National Action Plan on the implementation of the UNSCR 1325 (the first country to adopt a plan on women, peace and security in Central Asia) for the period 2013 - 2015 and the development of a new NAP for the period 2016 - 2017. UNODC employed a comprehensive approach which included gender assessments, gender training for police officers, and awareness raising on the role of women in the police. Some innovative activities, such as a mentoring programme aimed at encouraging more young women to consider a career in the police and gender-balanced street patrols have been piloted in the Peace Building Fund (PBF) priority districts.

UNODC further worked in partnership with the Ex-President of the Kyrgyz Republic, the Head of the Public Fund "Initiative of Roza Otunbaeva", the Gender Advisor to the Minister of Interior, the Chairwoman of the Police Women Association and the Heads/Deputy Heads of central and

⁴³ Note: The project "Peace and Trust: Equal Access to Law Enforcement and Justice" was implemented by the UNODC in February 2014 - June 2016 with funding support from the PBF.

local police units, international and national gender experts, as well as with other UN agencies and international organizations working in the area to ensure sustainable results.

UNODC collected and published gender-disaggregated statistics, analytical data, media materials and infographics in order to alter prevailing gender stereotypes. It also presented gender disaggregation data systematically in its progress reports.

KGZT90 has completed several gender-related researches⁴⁴, developed a training manual 'Gender Policy in the Police of the Kyrgyz Republic'⁴⁵, invested in broad advocacy efforts on gender equality, such as a large-scale women's forum⁴⁶, which included debates on the role of women in policing, police responses to gender-based violence, access to justice and participation of women in public affairs and expert forum on criminal justice for Central Asia, which included discussion on gender in the criminal justice system, prepared several videos and public service advertisements, supported the production of a blockbuster movie⁴⁷, which promoted a positive image of women in the police and included key messages on anti-corruption and access to justice, published and distributed 850 copies of an infographic on the representation of women in the police, 17 articles and 6 radio programmes on the role of women in the police, and assisted with the creation of the gender webpage on Mol website (<http://gender.mvd.kg/>).

Women actively coordinated and participated in the local level dialogue on public safety within the KGZT90 programme. Crime prevention working groups discussed gender-based violence and other relevant issues of concern to women. As a result, 4 out of 12 working groups in PBF priority districts identified gender-based violence (GBV) as a core safety issue and prioritized GBV in their plans.

UNODC has invested in the gender expertise of the relevant human resources policies, including a new competitive recruitment policy for police officers which was adopted by the Government of the Kyrgyz Republic in November 2014. As a result, one specific measure was introduced: if two candidates obtain equal results, preference shall be given to the candidate belonging to the underrepresented ethnicity or gender. In 2015, KGZT90 advocated for wider application of the new policy, which is currently limited to positions in the traffic police and Police Academy.

KGZT90 promoted the dialogue of the Government of the Kyrgyz Republic with the UN Committee on the Elimination of All Forms of Discrimination against Women (CEDAW), including by supporting the participation of the Mol's Gender Adviser in the 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 gender-related UNODC events.

⁴⁴ Note: The KGZT90 supported three assessments: Assessment Report 'Support to Police Reform in the Kyrgyz Republic', Population survey on access to police services (1,350 interviewees) and Survey of the Police Women Association (15 Association members).

⁴⁵ Note: Training on gender sensitivity using the developed training manual 'Gender Policy in the Police of the Kyrgyz Republic' was conducted in partnership with the Police Academy and the Police Women Association. These institutions have been involved in the further roll out of gender ToT and gender sensitivity training in the PBF priority districts.

⁴⁶ Note: National Women's Forum in support of gender equality which gathered over 1,200 activists.

⁴⁷ Note: This movie has nationwide coverage and broad appeal being shown in cinemas across the country with over 100,000 viewers.

KGZT90 M&E Officer was nominated as a gender focal point within the Gender Thematic Group and was involved closely in the development and evaluation of gender-responsive UN initiatives in the Kyrgyz Republic.

Lastly, the KGZT90 programme team integrated gender-based indicators in Sub-Programme-2 under the UNODC Programme for Central Asia 2015-2019 to ensure the collection of gender-disaggregated data on issues related to crime prevention and criminal justice.

The MTE recommendations pertaining to improvement in the collection of sex-disaggregated data under each component, the development of gender-specific indicators and the incorporation of reporting on human rights and gender in the UNODC semi-annual and annual reports (i.e. Recommendations 6 and 11) have been fully implemented by the KGZT90 programme team.

III. CONCLUSIONS

Conclusions have been drawn throughout this report and they are gathered here as a summary of the evaluation.

Evaluation Criteria	Conclusions
Overall	<p>Without doubt KGZT90 is a flagship programme of UNODC in the Central Asian region and perceived from all sides – donors, national authorities, civil society organisations, international development actors – as ‘unique and one of a kind’. The programme was innovative in that it was reported to be the first of its kind in covering criminal legislation, prison management, crime prevention, police reform and forensic services under the umbrella of a single programme with interventions both at policy and grassroots levels. Such an ‘all-in-one’ approach was commendable, as it allowed to contribute to strengthening the rule of law in the Kyrgyz Republic. UNODC in the framework of the KGZT90 was able to position itself admirably between numerous institutions in a way that bilateral donors are unable to do. This was due to the highly skilful programme management team who promoted the transferring of KGZT90 from project to integrated programming approach, which allowed to expand both the geographical and thematic coverage and established efficient relations with the donor community to mobilise financial resources. KGZT90 should also be seen a ‘door-opener’ for establishing better relations within the law-enforcement sector in the Kyrgyz Republic. This was achieved through building the work on the principles of equal partnering. However, the reform process of the criminal justice system requires more time to achieve societal changes.</p>
Relevance	<p>The overall directions laid out in the programme document were entirely consistent with the priorities affirmed by the Government of the Kyrgyz Republic and UNODC programming documents aimed at strengthening the compliance of the Kyrgyz Republic with the international standards and norms in crime prevention and criminal justice. KGZT90 was very timely and its relevance has been reinforced during the programme’s implementation phase due to the ongoing reforms of the criminal justice system. In addition, the programme was instrumental in supporting the Kyrgyz government’s commitments under the SDGs.</p>
Efficiency	<p>KGZT90 was in overall efficient and was accomplishing well with respect to resources used (inputs) as compared to qualitative and quantitative results (outputs). The programme’s expenditures were associated with results of a very high standard and an approach that has attracted the appreciation of the highest order from national authorities. The programme had delays in its implementation; however, in overall, it delivered more than initially planned under some components. The programme management model was effective,</p>

	<p>which allowed for reaching sustainable and meaningful results. Human resources at various levels of UNODC were engaged in programme implementation with balanced use of national, international and UNODC specialists. The UNODC programme team has been consistently praised for being professional, helpful, flexible and responsive. The programme had a strong programme governance structure and gradually established a robust M&E system for the proper assessment of the achievement of the programme's objectives.</p>
Partnerships and coordination	<p>KGZT90 has established functional working relationships with stakeholders at all levels, which were clearly based upon mutual trust and shared values and purpose. This was exemplified together with collaborative approach which sought to build effective working relationships and undertake joint analysis and problem solving in order to influence sustainable change in policy, practice and service delivery.</p>
Effectiveness	<p>In overall, KGZT90 demonstrated good achievements towards reaching the anticipated results. The programme achieved most of the set targets under the forensic and police reform components, all targets under the legislative and prison reform components, while the expected results exceeded the set targets under the crime prevention component.</p>
Impact	<p>KGZT90 shows a considerable impact under the legislative and crime prevention components, while tangible impact could be seen under the prison reform and police reform components. Nonetheless, further support is needed to ensure long-term impact under the police reform (in the area of increasing the participation and representation of women and minorities in the police) and forensic components.</p>
Sustainability	<p>The programme activities demonstrated solid sustainability. The high relevance formed the basis for ownership at the national and even the local level, and this in turn translated into a strong commitment to continue and scale up the programme's initiated activities.</p>
Human rights	<p>The programme had a thorough approach to supporting human rights in line with the UNODC guidelines on promotion and protection of human rights primarily through structuring the interventions in line with UN standards and norms on crime prevention and criminal justice, working in partnership with national human rights institutions and oversight bodies, making revision of Criminal Procedure and Penal Codes and devoting a separate objective for supporting measures to improve ethnic diversity in the police.</p>
Gender	<p>KGZT90 promoted and took into account gender mainstreaming aspects, wherever applicable. Gender issues were considered through the incorporation of a special outcome on gender equality and women empowerment, the investing in gender expertise of relevant human resources policies, the involvement of women into the programme implementation, the conduction of gender-related studies, gender training for police officers, and awareness-raising campaigns on the role of women in the police, as well as collection of gender-disaggregated statistics.</p>

IV. RECOMMENDATIONS

Based on the final evaluation of the UNODC Criminal Justice Programme for the period 2013 - 2016, the following recommendations were formed in relation to UNODC interventions in Kyrgyzstan and Central Asian region within the undergoing UNODC Regional Programme for Central Asian States 2015 - 2019.

No.	Recommendation	Timeframe		Priority		
		S/T	L/T	L	M	H
<i>Recommendations for UNODC ROCA Sub-programme 2</i>						
1	UNODC ROCA Sub-programme 2 should uphold and, where possible, further develop its relations with the donor community and national partners to maintain the cooperation network. UNODC ROCA should provide additional support in resource mobilisation by appointment of ROCA Programme Development and Fundraising Officer.		▲			▲
2	UNODC ROCA Sub-programme 2 should revise the organisational structure to reflect the transition to the integrated programme approach. The management of the programme should focus on the overall management of the programme, deal with strategic issues and perform functions of representative capacity, while the programme staff should focus on operational level and be responsible for the area covered. The job descriptions of staff members should be revised accordingly to mirror the changes in functions and responsibilities.	▲				▲
3	UNODC ROCA Sub-programme 2 should pay more attention towards capacity development for its staff members and teambuilding due to new operating environment. UNODC ROCA Sub-programme 2 should consider promotion of team building among staff in different countries through the creation of Community of Practices similar to UNODC ROCA CPCJ Community of Practices. UNODC ROCA Sub-programme 2 can start with staff meetings with the participation of all NPOs through skype connection and can involve annual Sub-programme 2 gatherings in one of the capitals (if funding is available).		▲		▲	
4	UNODC ROCA should undertake stakeholders and donors mapping in each target country for areas covered by Sub-programme 2 in order to have up-to-date information from all relevant counterparts on the level of government, international development actors and civil society organisations, as well as to map out all potential donors in the region and identify current donor funding trends in the field of criminal justice. It is recommended to make revision of both stakeholders and donors mapping on annual basis.	▲				▲
5	UNODC ROCA should develop a consolidated M&E framework for Sub-programme 2 with paying greater attention towards the	▲				▲

	selection of proper qualitative indicators for better measurement of the programme's outcomes. UNODC ROCA should standardise the M&E practice across the areas and countries covered by Sub-programme 2. It is recommended to develop a set of standardised mandatory indicators which should be used for different types of activities (policy work, legislation review, capacity development, awareness-raising, etc.). The costs for possible baseline and end line surveys should be also considered in the budget for M&E activities under Sub-programme 2.					
6	UNODC ROCA should facilitate the development of a comprehensive capacity-building strategy for Sub-programme 2 which will include an approach towards institutional strengthening of law enforcement institutions and civil society organisations, as well as standards towards training conduction and monitoring and evaluation mechanisms. The organisational development of counterparts should focus on strengthening different types of capacities, including technical capacity ⁴⁸ , organisational capacity ⁴⁹ , adaptive capacity ⁵⁰ and influencing capacity ⁵¹ .		▲			▲
7	UNODC ROCA should enhance the institutionalisation of Sub-programme 2 activities. UNODC ROCA should engage the Governments with a view to find ways and means of effective mainstreaming and integration of the programme objectives and activities, not just in relevant national and sector-specific policies and strategies, but also in their budget plans for the purpose of fostering political and financial support towards ensuring longer term sustainability of the programme activities. It is also recommended that in the future, issues of sustainability be part of the funding and agreement with partners at all levels.		▲			▲
8	UNODC ROCA should develop a clear regional strategy for Sub-programme 2 which will spell out the objectives, areas and approaches on how the regional cooperation among the target countries and institutions will take place. This will allow to make proper assessment of regional initiatives which will be undertaken within the Sub-Programme 2.	▲				▲
9	UNODC ROCA should continue to work with CSO towards strengthening criminal justice and crime prevention in the Central Asia. The design of the projects should include many activities to develop buy-in and local ownership and time frames should be at least two years to develop sustainable results. UNODC ROCA should		▲		▲	

⁴⁸ *Technical capacity* - a capacity which lies in the immediate sphere of the organisation. This service improvement that organizations provide their target groups and establishing standards to which work organization and the development of competencies in a certain direction of the organization.

⁴⁹ *Organisational capacity* - a capacity necessary for the sustainable, consistent and credible implementation of the organisation's mission and objectives. These include capacity development of systems and structures of governance and management of the organisation, financial management, human capital development, resource mobilisation, and so on.

⁵⁰ *Adaptive capacity* - a capacity that focuses on the organisation's ability to respond to the political, socio-economic and cultural changes affecting the environment in which the organisation operates. Important skills to adapt capacity have strategic and operational planning, skills assessment and analysis, planning activities based on the assessment results, and so on.

⁵¹ *Influencing capacity* - this is the ability of organisations to influence the environment in which they work. These skills include the ability of advocacy, negotiation, communication, cooperation and partnership within the sector and with "actors" from other sectors.

	consider the usage of UNODC sub-granting mechanism for the provision of small grants for organisational strengthening and/or advocacy work of the civil society partners.					
<i>Recommendations for following up the results of the UNODC Criminal Justice Programme in Kyrgyz Republic</i>						
10	UNODC ROCA should continue to improve the regulatory framework for crime prevention; develop and test models of participatory planning at the regional and national levels; support pilots with the implementation of local crime prevention plans on the principle of co-funding; monitor the implementation of joint crime prevention plans by assessing the quality of public services; and promote integration of joint plans with the system of external and internal evaluation of the MOI in the Kyrgyz Republic. UNODC ROCA should consider the replication of the work on crime prevention undertaken within the KGZT90 in other countries of Sub-programme 2.		▲		▲	
11	UNODC continues to provide support in the implementation of the judicial reform in the Kyrgyz Republic after the adoption by the Parliament of the Criminal Executive Codes and the Action Plan for its implementation through capacity building of relevant national stakeholders and support with the development of probation service in the country. UNODC is well placed to use its expertise, networks and neutrality to assist the Governments to bring criminal legislation in line with international standards. Therefore, UNODC should consider the replication of the work on the revision of criminal legislation in other countries of Central Asia.	▲				▲
12	In striving to achieve sustainable changes in public confidence and trust in the police, UNODC ROCA should follow up the activities of the KGZT90 under the police reform component, including increasing the number of women and minorities in police, improving complaint-handling procedures and legislation in the field of working conditions and protection of police labour rights, as well as harmonization of the crime statistics.	▲				▲
13	UNODC ROCA is encouraged to continue investing in and supporting initiatives aimed at strengthening prison security procedures, improving the enabling environment for the development and implementation of long-term evidence-based drug control programs in prisons in the Kyrgyz Republic through further improving the physical conditions in detention facilities, support with the organisation and development of the social rehabilitation of convicts and programs for work with convicts for crimes of extremist and terrorist nature.		▲			▲
14	UNODC ROCA should continue strengthening the forensic services through conduction of consultations with the Government on the timeline for creation of the unified expert service and work with the Kyrgyz Accreditation Centre under the plan for international accreditation.	▲				▲

V. LESSONS LEARNED

Partnership building

The programme partners' effective involvement and participation in the full project cycle from conceptualisation to implementation have created among themselves a sense of common ownership, goodwill and confidence. This has helped KGZT90 gain legitimacy and momentum, and has placed it in a considerably more favourable position to attain its objectives.

Establishment of the M&E system from the outset of project implementation

When designing the programme, it is essential to give adequate attention to the identification of baseline data, determine the data needs of the different levels of performance indicators and the corresponding responsibilities of collection, sharing and analysing data in order to support output and outcome monitoring and evaluation. Furthermore, in order to support a clearer delineation of responsibilities, transparency among the different programme partners, and the management of expectations, the development of operational Logframes for complex outputs given in the Logframe annexed to the project document could facilitate the accurate planning for and the monitoring of activities. It is important to have longer-term projects of at least 24- or 36-month duration to achieve any meaningful results under each programme component. In consideration of the lengthy procedures concerning the implementation of infrastructural improvements and/or the procurement of expendable and/or non-expendable equipment, ensure a timely beginning and adequate time for the implementation of these activities.

Signatures of MoUs with counterparts

All collaborating entities should agree to and sign Memoranda of Understanding or Agreements early in the process of partnering, with lines of responsibility, mutual expectations and agreements made explicit. The beneficiaries' ownership should be fixed also in jointly coordinated and approved workplans. In securing partnerships with government, it is necessary for political commitment to be matched with executive, implementation-level leadership identification at an early stage to translate commitments into practice for smooth implementation.

Capacity building of partners

Capacity building at individual and institutional levels on national and local level, whether through information sharing, trainings, seminars, workshops or actual participation in consultative processes, is indispensable in getting the programme partners meaningfully engaged in the process of reforms. Train-the-trainers' programmes provide an effective strategy for improving the programme's impacts on ground, but they require an enabling infrastructure and a supportive environment to realise their full potential. Study visits/participation in international conferences for operational level staff of Government counterparts serve as a good motivation factor for the introduction of changes and best international practises at organisational level.

VI. BEST PRACTICES

Programme rather than project approach

The introduction of a programme approach allows to: (1) promote a holistic and comprehensive method for dealing with development problems; (2) achieve greater impact in the focus areas than would be possible under the project-by-project approach; (3) enhance support for resource mobilisation by working with other donors within the one programme framework document; and (4) eliminate the need for (re)signing of the project document with each recipient agency, which in turn allows to save a substantial amount of time (3 to 8 months).

Continuous examination of beneficiaries' needs and expectations

The programme team maintained continuous dialogue with the national partners, which allowed to ensure the relevance of the programme. UNODC maintained good working relations with many national partners and was aware of their current and emerging needs, which helped to identify the right donors to address them. The openness of KGZT90 to new ideas and possibilities for collaboration to make supports provided to the Government and CSOs relevant were appreciated by both the national partners and the donors.

Wide stakeholder involvement

The establishment of multi-stakeholder coordination mechanisms secure a greater buy-in and commitment from all key stakeholders and ensure sustainability of the efforts and investments made. The approach to constituting the Coordination Councils took multi-sectoral, multi-stakeholder partnerships and cooperation into consideration with representation, including relevant government departments, service providers, donors, intergovernmental and non-governmental organisations.

Dedicated, professional human resources

Employing individuals with the right skill sets and management abilities to inspire both their colleagues and other stakeholder representatives contributes greatly to the potential success of a programme. This programme has also shown that the presence of International Staff (permanent) is what drives a programme forward, particularly a programme where mentoring and technical assistance are the key elements.

Devoted M&E and Communication Specialists

Complex projects should have in its organisational structure the positions of M&E Specialists (full-time) and Communication Specialists (at least part-time), as this allows to significantly strengthen the programme design, as well as implementation, monitoring and evaluation, communication and visibility arrangements.

Reliance on highly qualified experts

The engagement of international experts complemented by the employment of national experts in the drafting of assessment reports, the development and delivery of the programme activities and the delivery of training programmes and workshops could in principle benefit the outcome and – potentially - build ownership of a more integrated approach at an earlier stage. The use of international experts provided access to global

information and the combination of international and national experts created a dialogue between experts, which all stakeholders found useful and informative.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

I. BACKGROUND AND CONTEXT

Project number:	KGZT90
Project title:	Criminal Justice Programme in the Kyrgyz Republic
Duration:	December 2009 - December 2016
Location:	Subregion - Central Asia (Kyrgyz Republic)
Linkages to Country, Regional and Thematic Programmes:	UNODC Programme for Central Asia 2015-2019: a partnership Framework for impact related action in Central Asia, Sub-programme 2: Criminal Justice, Crime Prevention and Integrity; UNODC Integrated Country Programme of Assistance to Kyrgyzstan 2014-2016, Sub-Programme 2: Criminal Justice and Anti-Corruption; Regional Program for Afghanistan and Neighbouring Countries, Sub-Program 2: International/Regional Cooperation in Criminal Matters
Executing Agency:	UNODC ROCA
Partner Organizations:	N/A
Total Approved Budget:	\$8,304,976
Total Overall Budget	\$9,500,000
Donors:	European Union, UN Peacebuilding Fund, Sweden, Turkey, United States of America ⁵²
Project Manager/Coordinator:	Ms. Vera Tkachenko
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final)	Final Independent Project Evaluation
Timeframe of the project covered by the evaluation:	June 2013 – end of field mission in October 2016
Geographical coverage of the evaluation:	The Kyrgyz Republic
Budget for this evaluation:	\$30,000
Type and year of past evaluations:	UNODC mid-term Independent Project Evaluation 2012 UNODC Participatory Self-Evaluation 2013 EU Final Independent Project Evaluation 2013 UNODC mid-term Independent Project Evaluation 2015
Core Learning Partners ⁵³ (entities):	<ul style="list-style-type: none"> Office of the President of the Kyrgyz Republic

⁵² The evaluation will cover the US Government-funded legislation, prison reform and forensics components, UN Peacebuilding Fund law enforcement and justice component in the Kyrgyz Republic from June 2013.

⁵³ The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved

- Government Apparatus of the Kyrgyz Republic
- Ministry of Interior of the Kyrgyz Republic
- Ministry of Justice of the Kyrgyz Republic
- State Service on Execution of Punishment under Government of the Kyrgyz Republic
- State Forensics Center under the Ministry of Justice of the Kyrgyz Republic
- Civil society organizations

Project overview and historical context

Since gaining independence the Kyrgyz Republic has been going through a number of important social and political events. In 2010, a new Constitution of the Kyrgyz Republic was adopted signalling the start of a transition from a presidential to a parliamentary system of governance. Between 2010 and 2012 parliamentary, presidential and municipal elections were held in a peaceful manner. On 4 October 2015 Kyrgyzstan held parliamentary elections, where 14 political parties took part. The pro-presidential Social Democratic Party (SDPK), garnering 27% of the votes or 38 seats in Parliament, became the official winner of the election. In total, 6 parties passed the electoral threshold and entered the parliament. Gender representation: 28 of the 120 seats in parliament are allocated to women, which makes up 23.3% of the seats. According to the OSCE the elections were fair and transparent, unique to the region, although there were some reported small flaws and irregularities: “The 4 October 2015 parliamentary elections in the Kyrgyz Republic were competitive and provided voters with a wide range of choice, while the manner in which they were administered highlighted the need for better procedures and increased transparency”³. Municipal and presidential elections are due in fall 2016 and 2017 respectively.

Economically, the Kyrgyz Republic remains a lower middle income country⁴ with substandard schooling and little prospects of decent employment for its young population (i.e. out of a population of 6 million people, over half is under the age of 25).⁵ Over one third of the population lives in poverty (i.e. 37% in 2013), in particular in rural areas.⁶ Many skilled workers migrate abroad in search of a better life. In this environment, the country struggles to address corruption, organized crime, illicit drugs trafficking and radicalisation, which are considered interlinked threats to security in the country. Unresolved border disputes and land - water conflicts, and certain issues related to religious extremism could potentially threaten the south of the country, taking into account that the south of Kyrgyzstan is in a conflict-prone area - in Ferghana Valley⁷.

In 2014 and 2015, United Nations Office on Drugs and Crime (UNODC) facilitated dialogue platforms on crime prevention and public safety in all provinces of Kyrgyzstan, as well as in-depth assessments and consultations in 14 pilot locations throughout the country. Main crime related concerns identified by local populations include: road safety; juvenile delinquency and school racketeering; cattle theft; domestic violence; religious extremism; drug and alcohol abuse; inter-ethnic tension, and border conflicts. Lack of interaction and weak coordination between local government, police, local crime prevention centres and citizens are hampering effective responses to these challenges.

Within this overall political and socioeconomic context, Kyrgyzstan struggles to build an effective, fair, humane and accountable criminal justice systems⁸. Budget allocations for courts, law enforcement

throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

bodies and the penitentiary system are insufficient and efforts to bring criminal and other legislation in line with the 2010. Constitution and with international standards are still ongoing.

In December 2009, UNODC, in partnership with the EU, launched a 3-year project entitled “Support to Prison Reform in the Kyrgyz Republic” with a total budget of USD 3,995,600. The project was designed to contribute to strengthening the rule of law in the Kyrgyz Republic, with a focus on one of the most problematic justice institutions in the country - the prison service, which faces many challenges, such as poor living conditions in prisons, difficulties in separating and controlling the prison population, a breakdown of prison industries and lack of prison staff training⁹.

In 2013, additional consultations were held with national beneficiaries, government and non-governmental partners and interested donors to discuss additional needs and priorities for UNODC support in the area of the rule of law. Based on these consultations and with funding from the United States Bureau for International Narcotics and Law Enforcement Affairs (INL), from June 2013 onwards, the project continued its support to strengthening capacity of justice and law enforcement institutions with a broader focus on five interrelated elements: enhancing multi-agency coordination and policy development on crime prevention and criminal justice at the central level; revising criminal legislation in line with international standards; developing crime prevention strategies for the Southern provinces; improving integrity and transparency of selected police stations in the South; and developing a national prison security framework. In January 2014, two additional components were added to the project aimed at increasing public confidence and trust in the police and strengthening forensic services. Activities under these components are funded by the UN Peace Building Fund (PBF) and INL respectively. To reflect the broader focus on criminal justice issues, the name of the project was amended to “Support to Criminal Justice and Prison Reform in the Kyrgyz Republic”.

After a project revision initiated in January 2015 (due to additional funding in the amount of \$680,000 (USD) from the U.S. INL), and approved by the Government of the Kyrgyz Republic in summer 2015, the project was extended for additional 6 months until the end of 2016 and the title of the project was amended to “Criminal Justice Programme in the Kyrgyz Republic” to reflect the linkage to the UNODC Integrated Country Programme (ICP) of Assistance for Kyrgyzstan 2014-2016 signed on 23 June 2014 by the UNODC Executive Director and the Vice Prime Minister of the Kyrgyz Republic.

Currently, the UNODC Criminal Justice Programme in the Kyrgyz Republic is made up of the following components:

- (a) reform of the legal/normative basis for crime prevention, criminal justice, prison reform and alternatives to imprisonment, with focus on the development and application of new, humanised criminal legislation and policy/strategy development on crime prevention, criminal justice and prison reform;
- (b) building the management capacity of the prison service via development of a national prison security framework;
- (c) support to measures aimed at increasing public trust in the police, including (i) the development of crime prevention strategies in pilot locations; (ii) technical assistance and capacity development aimed at increasing integrity and transparency of police services in pilot locations; (iii) promotion of increased participation and representation of women and minorities in the police; and (iv) enhanced complaints handling procedures and independent monitoring of police performance;
- (d) capacity development of the State Forensics Centre so that it provides its clients (including the judiciary, law enforcement bodies, and health and regulatory authorities) with timely and reliable forensic data in line with international standards.

Main challenges during implementation

The main government counterparts have shown commitment to the project and generally provide support towards implementation of project activities. The project team is able to have regular meetings and consultations with project beneficiaries to ensure proper implementation.

Project implementation is monitored by a Steering Committee consisting of representatives of project beneficiaries, other state bodies, civil society, donors and international organizations working in the field of criminal justice in the Kyrgyz Republic.

At the same time, the project faces a number of challenges, which hamper effectiveness and sustainability of results. These include:

- lack of public demand for reforms in the area of the rule of law;
- underfunding of security sector institutions;
- insufficient know-how or the willingness of the leadership to implement meaningful reforms;
- lack of transparency, insufficient access to information and weak independent oversight mechanisms to hold law enforcement bodies accountable;
- punitive law enforcement and criminal justice approaches and ineffective crime prevention strategies.

The availability of accurate and timely statistical data on patterns and trends of crime is an essential prerequisite for the development of effective crime prevention and criminal justice policies. Project national partners currently do not have a reliable, accurate and comprehensive system of crime and criminal justice statistics. Since 2015, the project has been providing methodological guidance and support to the National Statistics Committee (NSC) to enhance data collection and analysis on crime trends (e.g. development and publication of a statistical report on crime trends covering the period from 2010-2014).

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, etc.). Progress in these areas also requires societal change in relation to gender equality (increasing overall participation of women in different sectors of the economy and political life; breaking through stereotypes) and inter-ethnic dialogue. The project has been employing diverse strategies to support broad police reform, which can over time promote diversity and professionalism in the police: a) advocating for improved human resources policies (e.g. competitive recruitment and new performance evaluation criteria); b) mobilising support and building public demand for police reform by supporting civil society networks; c) investing in the development of social partnerships at the local level on issues related to crime prevention and confidence building between police, local self-government and communities; d) promoting innovative initiatives to raise interest in the police profession, such as a mentoring programme; e) advocating for improved working conditions and protection of police labour rights; and f) partnering with other UN agencies to facilitate broad discussion on the participation of ethnic minorities in public life.

In order to achieve sustainability of dialogue platforms and related local crime prevention plans, a national level institutional coordination mechanism and local level capacity building is 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. In 2015, the Government of the Kyrgyz Republic adopted a new policy on cooperation between the police and civil society, which includes provisions on the development of local crime prevention plans, as well as a Statute for the functioning of Local crime prevention centres. The project developed a methodological tool to further guide stakeholders during the preparation of crime prevention plans.

National human rights institutions and other oversight mechanisms remain weak with little capacity to conduct concrete and regular monitoring of police performance and other criminal justice issues¹⁰. In order to address this, the project worked with the Ombudsman Office, providing expert advice in relation to specific monitoring (i.e. of police labour rights). The Ministry of Interior's Public Council started its work with some delay in 2015 and lacked a clear work plan. Hence, the project initially focused on a strategic planning exercise for this institution rather than concrete monitoring initiatives.

As a result, by the end of 2015, the Public Council formulated a clearer vision and identified priorities for its work for the near term.

Project documents and revisions of the original project document

Project document	Year	General information regarding the original project document	
“Support to Prison Reform in the Kyrgyz Republic”	2010	The original project document was signed on 13 April 2010 between the State Service on Execution of punishments of the Kyrgyz Republic and UNODC Programme Office in Kyrgyzstan with a total budget of USD 3,995,600. The project was designed to assist the Government of the Kyrgyz Republic to reform its penitentiary system.	
Project revision	Year	Reason & purpose	Change in
<u>Revision 1</u>	2011	Changes in the staff structure (downgrading of P-4 post of International Project Coordinator to P-3 post of International Project Officer) to satisfy the requirements of project implementation.	<input checked="" type="checkbox"/> <u>Budget</u> <input type="checkbox"/> <u>Timeframe</u> <input type="checkbox"/> <u>Logframe</u>
<u>Revision 2</u>	2012	<p>Project no-cost extension to offset a 6-month delay in project implementation at the start of the project, incurred due to the political upheaval and adverse security situation in Kyrgyzstan during the first semester of 2010.</p> <p>In October-November 2011 and January-February 2012, a series of prison disturbances also occurred. These events constituted security threats hampering project implementation beyond UNODC control. The extension allowed the project to complete all remaining activities and fully reach its objectives.</p> <p>Project extension until 18 June 2013. Addendum No. 1 to Contribution Agreement No 2009/217-266 Support to Prison Reform in the Kyrgyz Republic was signed by the EU and UNODC in August 2012. According to the Addendum No. 1 the implementation period for the Agreement was prolonged to 42 months. The revised duration of the project was 18 December 2009 -18 June 2013 (3 years and 6 months). As part of the project revision overall budget was decreased in the amount of USD 137,362. At the date of the project revision KGZT90 received three instalments from the EC. Due to the exchange rate fluctuation, on the date of funds transfer the overall budget decreased. The revised overall budget amounted to USD 3,858,238</p>	<input checked="" type="checkbox"/> <u>Budget</u> <input checked="" type="checkbox"/> <u>Timeframe</u> <input type="checkbox"/> <u>Logframe</u>

		(proxy).	
<u>Revision 3</u>	2013	<p>Project extension until 31 August 2013 in order to implement activities funded by the Government of Turkey.</p> <p>On 18 June 2013, UNODC completed all foreseen activities within the framework of the Contribution Agreement No 2009/217-266 signed between UNODC and the European Union. On 28 February 2013, addendum 2 to this contribution agreement was signed, according to which the European Union undertook to finance a maximum of 2,500,000 EUR.</p> <p>In addition to the funding received from the European Union, KGZT90 received funding from other donors. In April 2013, 44,280 USD was allocated to KGZT90 by the Government of Turkey (as part of 2011 contribution to the UNODC Crime Fund).</p> <p>As part of the revision, the project's overall budget was decreased from 3,858,238 USD to 3,798,935 USD. The decrease was due to a deterioration of the EUR/USD exchange rate and the latest instalment received from the European Union in February 2013 was lower than previously reflected in PROFI.</p>	<input checked="" type="checkbox"/> <u>Budget</u> <input checked="" type="checkbox"/> <u>Timeframe</u> <input type="checkbox"/> <u>Logframe</u>
<u>Revision 4</u>	2013	<p>Project extension until 31 July 2014 in order to implement activities funded by the Government of the United States of America (Agreement No. 01871).</p> <p>On 13 June 2013, UNODC received a pledge of 883,660 USD from the Bureau for International Narcotics and Law Enforcement Affairs (INL). These funds were specifically allocated to extend the project to support additional activities to strengthen the rule of law in the Kyrgyz Republic through improvement of prison management and social reintegration of offenders, enhanced multi-agency coordination and policy development on crime prevention and criminal justice. The project title, objective and outcomes were partially amended to reflect the additional activities, in line with national priorities, as expressed i.e. in the National Sustainable Development Strategy 2013-2017, Judicial Reform Action Plan 2012-2014 and National Prison Reform Strategy 2012-2016.</p>	<input checked="" type="checkbox"/> <u>Budget</u> <input checked="" type="checkbox"/> <u>Timeframe</u> <input checked="" type="checkbox"/> <u>Logframe</u>

		As part of the revision, the project's overall budget increased from 3,798,935 USD to 4,682,595 USD.	
<u>Revision 5</u>	2014	<p>Project extension until 30 June 2016 to implement activities funded by the Government of the United States of America and the United Nations (UN) Peace Building Fund (PBF). These funds were specifically allocated to KGZT90 for additional activities to strengthen the rule of law in the Kyrgyz Republic.</p> <p>On 16 January 2014, UNODC received a pledge of 1,497,250 USD from the Bureau for International Narcotics and Law Enforcement Affairs (INL) for the KGZT90 project. On 20 January 2014.</p> <p>UNODC received a payment of 1,460,700 USD from the UN Peacebuilding Fund for activities to be implemented by the project within the framework of the UN PBF.</p> <p>The overall budget increased by USD 3,117,404</p>	<ul style="list-style-type: none"> ■ <u>Budget</u> ■ <u>Timeframe</u> ■ <u>Logframe</u>
<u>Revision 6</u>	2015	<p>Additional funding in the amount of \$680,000 (USD) from the Bureau for International Narcotics and Law Enforcement Affairs (INL). The project was extended for additional 6 months.</p> <p>The project revisions also allowed UNODC to position KGZT90 as a vehicle for implementation of Sub-Programme 2 of Criminal Justice Programme within UNODC Regional Programme for Central Asia 2015 - 2016.</p> <p>The overall budget increased by USD 1,700,001.</p>	<ul style="list-style-type: none"> ■ <u>Budget</u> ■ <u>Timeframe</u> ■ <u>Logframe</u>

Contribution to UNODC's country, regional or thematic programme

The Project expected accomplishment in the strategic framework is: Enhanced capacity of Member States to develop and maintain fair, humane and accountable domestic criminal justice systems in accordance with the United Nations standards and norms in crime prevention and criminal justice and other relevant international instruments

The Project contributes to UNODC Programme for Central Asia 2015-2019: a partnership Framework for impact related action in Central Asia, Sub-programme 2: Criminal Justice, Crime Prevention and Integrity; UNODC Integrated Country Programme of Assistance to Kyrgyzstan 2014-2016, Sub-Programme 2: Criminal Justice and Anti-Corruption on 3 major outcomes:

Outcome 1: 'Member States strengthen criminal Justice Systems in accordance with international standards and norms'.

Outcome 2: 'Member States more effective at preventing crime through evidence-based crime prevention and community resilience strategies'.

Outcome 3: ‘Member States improve prison management in-line with international standards and norms’.

Linkage to UNODC strategy context and Sustainable Development Goals

Within the United Nations’ and UNODC’s global strategic framework and based on the culture of shared responsibilities, collective action and benchmarking for progress the UNODC Criminal Justice Programme in Kyrgyzstan provides support to Member States to reach their Targets basically under the following Sustainable Development Goals:

Goal 5. Achieve gender equality and empower all women and girls: UNODC will support Member States to reach the Targets under SDG 5 by promoting access to justice for women and girls; supporting the development of legislation and policies that protect their rights and prevent as well as respond to violence against women and girls; developing institutional and professional capacities relevant to respecting, protecting and fulfilling the rights of women and girls; and creating the conditions for women and girls to be in a position to claim their rights and be active agents of change.

The UNODC Criminal Justice Programme in the Kyrgyz Republic contributes to development and adoption of special measures aimed at increasing gender and minority representation in the police: (i) National Action Plan 2015-2017 on implementation of the UN Security Council Resolution 1325 on women, peace and security, endorsed by the Government of the Kyrgyz Republic on 17 November 2015, provides for establishment of a roster of police women eligible for appointment in management positions and implementation of a mentoring programme for women in law enforcement bodies; (ii) New policy on competitive recruitment of police officers adopted by the Government of the Kyrgyz Republic on 24 November 2014 increases transparency of police recruitment, reduces opportunities for patrimonial selection, opens up police positions to a more diverse pool of candidates, and includes a specific measure to promote increased participation and representation of women and minorities officers.

Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable: UNODC is supporting Member States by providing advisory services for the development and implementation of crime prevention national strategies and action plans, as well as with sector-specific projects, including preventing youth crime and victimization, violence against women and children, and access to justice or social reintegration of offenders.

UNODC, in partnership with other United Nations organizations, civil society, academia and the private sector, also supports local-level initiatives by engaging in the conduct of local safety audits and the implementation of crime prevention projects at city and community levels.

The UNODC Criminal Justice Programme in the Kyrgyz Republic contributes to development of joint plans on public safety and crime prevention: Crime prevention assessments conducted and plans developed and endorsed in 12 municipalities, based on participatory consultative processes involving local government, police and communities. The crime prevention plan is a strategic document, which reflects key crime risk factors and includes main areas of work on crime prevention. UNODC has provided technical assistance to strengthen capacity of key stakeholders in the Kyrgyz Republic to develop and implement effective crime prevention programs aimed at preventing crime and victimization and promoting community safety.

Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels: UNODC

supports the establishment of effective, fair and humane criminal justice systems. Recognizing that poor prison conditions and prison overcrowding point towards systemic deficiencies in States' justice systems, UNODC promotes penal and prison reform, as well as access to justice.

The UNODC Criminal Justice Programme in the Kyrgyz Republic contributes to development of new criminal legislation: (i) Draft Criminal, Criminal Procedure and Criminal-Executive Codes developed and approved in the first reading by the Parliament in June 2015. These laws contain a number of progressive provisions on further reform of the legal system of the Kyrgyz Republic, moving from an inquisitorial to a more adversarial system in criminal proceedings and establishing a more effective, fair, humane and accountable criminal justice system; (ii) Draft Law on Probation developed and approved by the Council on Judicial Reform under the President of the Kyrgyz Republic in July 2015. The Probation Service is aimed at protecting the public and supporting offenders to integrate in their communities by providing probation supervision, community service, anti-offending behaviour programmes and specialist support services.

II. DISBURSEMENT HISTORY

<u>Time periods throughout the life time of the project</u> (18.12.2009 –31.12.2016)	Total Approved Budget	Expenditure	Expenditure in %
Overall Budget (as of 31.12.2016) USD 9,500,000	Total Approved Budget (as of 31.12.2016) USD 8,305,470	Expenditure (as of 18.05.2016) USD 7,800,351	Expenditure in % (as of 18.05.2016) 82%

<u>Time period of the project covered by the evaluation</u>	Total Approved Budget	Expenditure	Expenditure in %
June 2013 – December 2016	USD 4,556,950	USD 4,086,839 (figures as of 18 May 2016,)	89,6%

III. PURPOSE OF THE EVALUATION

Reasons behind the evaluation taking place UNODC is to provide its donors with regular narrative and financial progress reports on the activities undertaken with these funds, with particular attention to monitoring and evaluation of the outputs and activities outlined in the project proposal and in accordance with stated performance indicators.

Pursuant to UNODC evaluation norms and standards, as well as the project donors' requirements, apart from the mid-term evaluation already undertaken, a final Independent Project Evaluation is mandatory and is to take place prior to the financial closure of the project.

The evaluation will cover the US Government-funded legislation, prison reform and forensics components, UN Peacebuilding Fund law enforcement and justice component in the Kyrgyz Republic.

The evaluation timeframe will cover project activities conducted over the period from June 2013 until the end of the evaluation field mission (tentatively end of October 2016).

The purpose of this final evaluation is to assess the evaluation criteria of relevance, efficiency, partnerships and cooperation, human rights and gender mainstreaming of the project achievements, with a particular focus on effectiveness, impact and sustainability, as well as assess the implementation of the recommendations from the mid-term Independent Project Evaluations in 2015 and derive lessons learned, best practices and recommendations for future project interventions to ensure ownership, result-based orientation, cost-effectiveness and quality of the UNODC services.

The results of this summative final evaluation are intended for use by the UNODC Regional Office for Central Asia, Project Team, beneficiary agencies and Donor Countries (US Government and UN Peacebuilding Fund). In particular, it will serve as a reference source for the lessons learned from the UNODC Criminal Justice Programme in the Kyrgyz Republic, for its proper completion and integration with the necessary adjustments to the UNODC interventions in Central Asian region within the undergoing UNODC Regional Programme for Central Asian States 2015-2019 signed in May 2015 by the CA (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan) government representatives and based on the integrated programming approach which aims to deliver outcomes and outputs through sub programmes rather than through standalone projects and initiatives.

This final evaluation will be carried out by an Independent Evaluator, with logistical arrangements provided by the UNODC Programme Office in the Kyrgyz Republic and in line with the UNODC evaluation policy, norms, standards, guidelines and templates.

Assumed accomplishment of the evaluation

Through this evaluation, UNODC ROCA should obtain an independent and objective assessment on the effectiveness of the activities conducted in this specific area and draw on recommendations and lessons learned to inform future programming. This evaluation will also offer an opportunity to increase accountability for all stakeholders involved and identify problems that may have to be addressed differently in the future. Furthermore, this evaluation will assess the progress made in implementing the recommendations from the previous mid-term evaluation in 2015.

Specific questions, among others, that are expected to be answered include ‘To what extent have the resources available been converted to outputs in a timely and cost-effective manner for the knowledge products?’, ‘To what extent has the Project improved the capacity of the prison service and police service to contribute to strengthening the rule of law in the Kyrgyz Republic?’, and ‘To what extent are the project results (outcomes and impact, if any) likely to continue / be sustained after the project has finished?’.

This evaluation will give an opportunity to learn lessons for future UNODC interventions in the region; to provide accountability to donors by determining whether project objectives were met and resources were wisely utilized; to identify areas of improvement; and to get feedback, appraisal and recognition.

The main evaluation users

The main users and benefactors of this evaluation will be the UNODC Regional Office for Central Asia and Project management, Core Learning Partners (see Annex 3) and the project donors and beneficiary agencies in the Kyrgyz Republic.

The main stakeholders (CLPs) will get the possibility to review and provide comments on the Terms of Reference, take note of the selection of consultants; be interviewed and briefed as part of the evaluation process; review and provide comments on the draft evaluation report, as well as facilitate the dissemination and application of the results and other follow-up action. Their comments, opinions

and ideas shall be reflected in the report where deemed appropriate by the evaluator. The list of CLPs is found in Annex 3. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

IV. SCOPE OF THE EVALUATION

Unit of analysis (full project/ programme/ parts of the project/programme; etc.)

The evaluation will cover the activities of the Programme including the following components:

Legislative reform

- Enhanced multi-agency coordination and policy development on crime prevention and criminal justice;
- Revised criminal legislation in line with international standards drafted and adopted.

Crime prevention

- Enhanced multi-agency coordination and policy development on crime prevention and criminal justice;
- Crime prevention strategies for Southern provinces of Kyrgyzstan developed;
- Crime prevention assessments conducted and joint plans on public safety and crime prevention developed.

Police reform

- Coordination among government, civil society and international organizations on police reform enhanced;
- Normative framework governing the work of the police, including policies on competitive recruitment, performance evaluation and disciplinary practice in the police service improved;
- New police stations established in line with community policing principles;
- Measures aimed at increasing women and minority representation in the police developed and endorsed;
- Police engagement and dialogue with local self-governance bodies and local communities on crime prevention strengthened;
- Mechanisms of control and accountability of the police service strengthened.

Prison Reform

- Management capacity of the prison service through the provision of training and expert advice enhanced;
- Joint intelligence gathering and sharing on illicit drugs trafficking strengthened and prison security procedures to prevent drugs trafficking enhanced;
- Enabling environment for the development and implementation of long-term evidence-based drug control programs in prisons improved;
- National prison security framework developed and implemented.

Forensics

- Strategic plan for implementation of the Law on Forensic Services developed, including enhanced coordination and partnerships with law enforcement, courts and other relevant stakeholders;
- Forensic capacity and standard operating and quality control procedures enhanced;
- Training programme for staff of the State Forensic Centre implemented and institutionalized.

The evaluation will also assess the extent to which the project contributed to the UNODC Thematic Programmes (e.g. design, efficiency, appropriateness to/support to thematic objectives etc.).

Time period covered by the evaluation

Activities conducted over the period from June 2013 until the end of the evaluation field mission (tentatively end of October 2016) at the national level.

Geographical coverage of the evaluation

The scope for the geographical coverage of the project will be Kyrgyzstan and project priority/pilot locations. One mission to Kyrgyzstan is proposed, consisting of meetings with national counterparts in Bishkek, and field visits to project sites in Chuy, Jalalabad and Batken provinces. Exact details of field mission, however, to be further refined and discussed with the Evaluator.

V. KEY EVALUATION QUESTIONS

Evaluation Criteria

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact and sustainability, as well as partnerships and cooperation, gender and human rights and lessons learned. The questions will be further refined by the Evaluation Team.

Relevance

Relevance is the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.

1. To what extent is the project relevant to the respective beneficiaries' agencies needs and priorities?
2. To what extent do the objectives, outcomes and outputs respond to present circumstances and stakeholder expectations?
3. To what extent have recommendations on relevance from the previous mid-term evaluation in 2015 been implemented?

Efficiency

Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.

1. To what extent is the project implemented in the most efficient and cost-effective way compared to alternatives?
2. To what extent was the structure and profile of the project management team appropriate?
3. Are there any good practices regarding efficiency, e.g. are certain aspects or arrangements of the portfolio particularly efficient?
4. To what extent have recommendations on efficiency from the previous mid-term evaluation in 2015 been implemented?

Effectiveness

Effectiveness is a measure of the extent to which an aid activity attains its objectives.

1. To what degree were the programme's outcomes and objectives achieved? What chief factors were responsible for the achievement or failure of the objectives?
2. To what extent was the project management structure effective and allowed implementing the set objectives under the project?
3. To what extent have recommendations on effectiveness from the previous mid-term evaluation in 2015 been implemented?
4. To what extent did the project/programme contribute to the Sustainable Development Goals?

Impact

Impact is the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.

1. What is the anticipated long term impact of this project? Is the project likely to achieve that impact?
2. Have there been any positive or negative unintended results?
3. To what extent have recommendations on impact from the previous mid-term evaluation in 2015 been implemented?

Sustainability

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

1. What measures are in place to ensure future maintenance and repair of the facilities and equipment provided?
2. To what extent are project interventions sustainable in the long term? If not, what is needed to ensure their continued resilience and viability in the future?
3. To what extent have recommendations on sustainability from the previous mid-term evaluation in 2015 been implemented?

Partnerships and cooperation

The evaluation assesses the partnerships and cooperation established during the project/ programme as well as their functioning and value.

1. To what extent were stakeholders properly engaged and informed?
2. How was the project conducive to the development of partnerships at the bilateral and multilateral level?
3. To what extent have partnerships been sought with national and international partners, including UN-agencies, UNODC-internally, public oversight bodies and civil society, etc.?
4. To what extent have recommendations on partnerships and cooperation from the previous mid-term evaluation in 2015 been implemented?

Human rights

The evaluation needs to assess the mainstreaming of human rights aspects throughout the project/ programme.

1. To what extent are human rights considerations included in the project development and implementation?
2. To what extent have recommendations on human rights from the previous mid-term evaluation in 2015 been implemented?

Gender

The evaluation needs to assess the mainstreaming of gender aspects throughout the project/ programme.

1. To what extent are gender considerations included in the project development and implementation?
 - (i) To what extent did the project intervention contribute to fulfilment of the National Action Plan on implementation of UN Security Council Resolution 1325 on women, peace and security?
 - (ii) To what extent did the project intervention contribute to introduction and implementation of measures aimed at increasing women and minority representation in the police?
2. To what extent have recommendations on gender from the previous mid-term evaluation in 2015 been implemented?

Lessons learned and best practice

Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.

1. What are the lessons learnt from the completed Criminal Justice Programme in the Kyrgyz Republic?
2. What are the best practices that could be applied in the future activities and similar projects?
3. What are the necessary adjustments to the UNODC interventions in Kyrgyzstan and Central Asian region within the undergoing UNODC Regional Programme for Central Asian States 2015-2019?

Past Evaluations

Since December 2009, when UNODC, in partnership with the EU, launched a 3-year project “Support to Prison Reform in the Kyrgyz Republic” with a total budget of USD 3,995,600, UNODC project activities in Kyrgyzstan have been evaluated on an annual basis within the framework of the EU’s Results Oriented Monitoring Programme for EC projects in Asia and Central Asia (in 2010-2013) and UNODC-led independent evaluations since 2012. Follow up plans were developed to implement recommendations received from the EU and UNODC independent evaluators. Thus, there have been 4 major evaluations conducted:

- (i) UNODC mid-term Independent Project Evaluation 2012
- (ii) UNODC Participatory Self-Evaluation 2013
- (iii) EU Final Independent Project Evaluation 2013
- (iv) UNODC mid-term Independent Project Evaluation 2015

In 2012, a UNODC mid-term Independent Project Evaluation was conducted in order to measure project achievements, outcomes and overall impact of the project activities with a major focus on social reintegration and income generating activities in the prison system of Kyrgyzstan. The project was mainly recommended to work in a coordinated approach at suitably high levels within the State Service on Execution of Punishments and other Kyrgyz Government departments, monitor and respond to opportunities to continue to support State Service on Execution of Punishments in the development of their Income Generation strategy, as well as to support the Kyrgyz Government to attend to the wide range of obstacles to prisoners’ reintegration under its direct control.

An evaluation follow up plan was developed in order to implement the recommendations of the mid-term independent project evaluation. Upon completion of the EU funded activities in 2013, the project conducted a UNODC Participatory Self-Evaluation. Within this context, in May 2013, a national prison reform conference was held to present the results of the EU funded activities and to evaluate these with project beneficiaries and stakeholders. A report was issued reflecting the discussions and the recommendations made, including a communique adopted at the end of the conference, in which the participants:

- expressed appreciation for the important contribution of the project to prison reform in the Kyrgyz Republic and the improvement of prison conditions;
- took note of the assistance provided to legislative reform, prison staff training and skills development, improvement of prison conditions and promotion of social rehabilitation of offenders;
- expressed support for the effective partnership and level of coordination, achieved between the State Service on the Execution of Punishments under the Government of the Kyrgyz Republic, the European Union, the United Nations Office on Drugs and Crime and civil society within the framework of the project;
- stressed the important role of the Coordination Council on Prison Reform, which has united efforts of State bodies, civil society and international organisations;
- acknowledged the sustainability of results achieved and the readiness of the Government of the Kyrgyz Republic to continue prison reform within the framework of the National Strategy for the Development of the Penitentiary System 2012-2016;
- noted that the current situation in the prison system requires continued cooperation between government institutions, civil society and international organisations and non-governmental organisations with a view to ensuring a stable and secure prison system;
- emphasized the responsibility of the State to ensure adequate funding for the prison system and at the same time acknowledge the continued need for international donor support.

In 2013, additional consultations were held with national beneficiaries, government and non-governmental partners and interested donors to discuss additional needs and priorities for UNODC support in the area of the rule of law. Based on these consultations and with funding from the United States Bureau for International Narcotics and Law Enforcement Affairs (INL), from June 2013 onwards, the project continued its support to strengthening capacity of justice and law enforcement

institutions with a broader focus on five interrelated elements: enhancing multi-agency coordination and policy development on crime prevention and criminal justice at the central level; revising criminal legislation in line with international standards; developing crime prevention strategies for the Southern provinces; improving integrity and transparency of selected police stations in the South; and developing a national prison security framework. In January 2014, two additional components were added to the project aimed at increasing public confidence and trust in the police and strengthening forensic services. Activities under these components are funded by the UN Peace Building Fund (PBF) and INL respectively. To reflect the broader focus on criminal justice issues, the name of the project was amended to “Support to Criminal Justice and Prison Reform in the Kyrgyz Republic”.

In 2013, an EU funded and managed independent final evaluation of the implemented activities took place. This evaluation found that the project is highly relevant and addresses a broad range of high priority issues. The evaluation concluded the project met its targets (NB. UNODC informally received an excerpt of the evaluation report; the EU did not share the full report with recommendations). After a project revision initiated in January 2015 (due to additional funding in the amount of \$680,000 (USD) from the U.S. INL), and approved by the Government of the Kyrgyz Republic in summer 2015, the project was extended for additional 6 months until the end of 2016 and the title of the KGZT90 project was amended to “Criminal Justice Programme in the Kyrgyz Republic” to reflect the linkage to the UNODC Integrated Country Programme (ICP) of Assistance for Kyrgyzstan 2014-2016 signed on 23 June 2014 by the UNODC Executive Director and the Vice Prime Minister of the Kyrgyz Republic.

In April 2015, a UNODC mid-term Independent Project Evaluation of the project was conducted by an independent expert. The purpose of this evaluation was to measure the project’s achievements, lessons learned as well as areas requiring improvements identified during the implementation of the project activities in the Kyrgyz Republic. The evaluation covered the period of project implementation from June 2012 to March 2015.

The evaluators’ major conclusions, inter alia, pointed out the project’s high relevance in the field of criminal justice reform in the Kyrgyz Republic, cost-efficiency with a high quality of deliverables at a reasonable overall cost and an adequate project management structure for effective project implementation and a highly professional project team. It was noted that the project established effective partnerships with government counterparts, donors, UN agencies, other international partners and civil society, which greatly contributed to the achievement of results.

Evaluation interviews demonstrated that in spite of numerous revisions, the project was designed ‘in a highly participatory manner and based on the strongly consultative approach to address the existing needs of the recipient government and respective beneficiaries’ agencies’.

The independent evaluation recommended UNODC to consider replicating best practices and lessons learned in future or on-going UNODC projects in other countries and to continue promoting the rule of law in Kyrgyzstan using a comprehensive approach combining legislative, prison, police and forensic services reforms.

Further to the evaluator’s recommendations, including the general recommendation to ensure synergies with other programmes funded by the state and international partners, in 2015 UNODC Criminal Justice Programme in the Kyrgyz Republic became a part of the new UNODC “Programme for Central Asia 2015-2019: A partnership framework for impact related action in Central Asia (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan)”, to ensure the integrated programming approach which aims to deliver outcomes and outputs through sub-programmes rather than through standalone projects and initiatives and where a Regional Steering Committee was established to review and endorse strategic and operational priorities at the regional level.

VI. EVALUATION METHODOLOGY

The methods used to collect and analyse data

The evaluation will be undertaken through a triangulation exercise of data stemming from desk review, structured interviews, as well as other sources to be established by the evaluator. These could be primary data coming from questionnaires, surveys, or secondary data stemming from other entities. Quantitative as well qualitative data collection and analysis methods will be applied. Furthermore, the methodology will be gender-sensitive and inclusive and be further developed by the evaluator in the inception report.

1. A desk review of relevant documents. These documents will include but not be limited to the following (desk review list can be found in annex II):

- project document; all project revision documents; quarterly, semi-annual and annual project progress reports
- report of independent project evaluations 2012 and 2015¹²
- assignment reports (expert reports)
- questionnaires and surveys
- trainers' reports and
- mission and monitoring reports (a final list will be provided to the evaluator and further material can be requested by the evaluator at any time).

2. Field mission proposed to Bishkek (Kyrgyzstan), and project pilot locations in Chuy, Osh, Batken and Issyk-Kul provinces, to be, however, further refined and discussed with the evaluator, consisting of:

Briefing and individual interviews with UNODC programme staff, including International Project Manager and International Project Coordinator, Monitoring and Evaluation Officer, National Officers and Financial Officer (a final list is to be refined together with the evaluator);

Individual interviews with officials of the project beneficiary agencies in the Kyrgyz Republic: President's Office, Ministry of Interior and local police units, Police Academy under the Ministry of Interior, Association of Police Women, State Service on Execution of Punishment, State Service on Drug Control, State Forensic Centre and representatives of civil society and academia;

Site visits to selected project pilot locations, including 2 prisons in Chuy province and police stations in Jalalabad city and Batken province (Kulundu and Uch-Korgon villages), for physical inspection and discussions with beneficiaries.

3. Phone/Skype individual interviews with staff at UNODC HQ.

The evaluator can request further interviews, as needed.

The sources of data

Interviews with CLP's and donors and relevant stakeholders outlined in Annex 3, as well as further interviews with stakeholders as proposed by the Evaluator. Briefing and individual interviews with International Project Manager and International Project Coordinator, Monitoring and Evaluation Officer, National Officer and Financial Officer.

Field missions to project pilot locations; training assignment reports, adopted legislative acts/policies, internal/donor reports, statistical data as discussed together with the Evaluator.

The evaluation will be undertaken through a triangulation exercise of data stemming from desk review, structured interviews, field missions, questionnaires, surveys, observations and other sources to be established by the evaluator.

The independent project evaluation is to be conducted following UNODC/IEU's evaluation policy, norms, standards, guidelines and templates, (to be found on the IEU website, <http://www.unodc.org/unodc/en/evaluation/index.html>), as well as UNEG Norms and Standards. A list of materials to be used by the evaluator for the desk review can be found in the Annex II.

VII. TIMEFRAME AND DELIVERABLES

Duties Time frame Location Deliverables

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and preparation of draft Inception Report	22 September – 06 October 2016 (9 working days)	Home base	Draft Inception report containing: preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation
Review and subsequent clearance of draft Inception Report by IEU	06 October – 14 October 2016 (3 working days)		Revised draft Inception Report
Deliverable A: Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates	By 17 October 2016		Final Inception report to be cleared by IEU
Interviews with staff at UNODC HQ/FO; Evaluation mission: briefing, interviews; presentation of preliminary findings	24 October – 04 November 2016 (12 working days)	UNODC/HQ Countries/ Cities	Presentation of preliminary findings
Drafting of the evaluation report	05 November – 21 November 2016 (12 working days)	Home base	Draft evaluation report
Submission to Project Management for review of factual errors and to IEU for review and comments	09 January 2017		
Consideration of comments from the project manager and incorporation of comments from IEU (can entail various rounds of comments)	12 January – 19 January 2017 (3 working days)	Home base	Revised draft evaluation report
Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	By 23 January 2017		Draft evaluation report, to be cleared by IEU

IEU to share draft evaluation report with Core Learning Partners for comments	23 January – 13 February 2017		
Consideration of comments from Core Learning Partners	13 February – 15 February 2017 (1 working day)	Home base	Revised draft evaluation report
Final review by IEU; incorporation of comments and finalization of report	15 February – 17 February 2017 (2 working days)	Home base	Revised draft evaluation report
Deliverable C: Final evaluation report incl. Management response (if needed); presentation of evaluation results	By 20 February 2017		Final evaluation report; Presentation of evaluation results.
Project Management: Finalise Evaluation Follow-up Plan in ProFi	By 28 February 2017		Final Evaluation Follow-up Plan to be cleared by IEU
Project Management: Disseminate final evaluation report			Final evaluation report disseminated

VIII. EVALUATION TEAM COMPOSITION

Number of evaluators needed

The final Independent Project Evaluation will be carried out by one International Independent Evaluator identified by UNODC through a competitive selection process, with logistical support provided by Project staff. The evaluator will be an expert in criminal justice/law enforcement area, and have experience of evaluating technical assistance projects. Costs associated with the evaluator will be borne by the project. The evaluator shall act independently, in line with UNODC evaluation policy, norms, standards guidelines and templates, as well as UNEG Ethical Guidelines and in her/his individual capacity and not as a representative of any government or organisation that may present a conflict of interest. She/he will have no previous experience of working with the UNODC Criminal Justice Programme in the Kyrgyz Republic (except as independent evaluator) or of working in any capacity linked with it.

The evaluator shall act independently in his/her individual capacity and must not have been involved in the development, implementation or monitoring of the project neither will be rendering any service to UNODC in the near future, to avoid conflicts of interests. He/she should adhere to the independence and impartiality of the evaluation process in line with the UNEG's Norms and Standards.

The role of the Evaluator

Carry out the desk review; develop the inception report, including sample size and sampling technique; draft and finalize the inception report and evaluation methodology, incorporating relevant comments, in line with the norms, standards, guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; implement quantitative as well as qualitative tools and analyze data; triangulate data and test rival explanations; ensure that all

aspects of the terms of reference are fulfilled; draft an evaluation report in line with UNODC evaluation policy and the norms, standards, guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-stepby-step.html>; finalize the evaluation report on the basis of comments received; present the final evaluation findings and recommendations to stakeholders.

Conflict of interest

According to UNODC rules, the evaluator must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Reference to job description detailing qualifications and responsibilities

The evaluator should have the following qualifications and experience:

- An academic degree and post graduate educational qualifications in social sciences, business administration or international development and/or graduation from a recognised criminal justice/law enforcement academy;
- Substantial experience in evaluating & monitoring technical assistance projects and/or programmes in international development and preferably regarding criminal justice/law enforcement (at least 7 years professional experience);
- Experience of having applied recognised quality management and assessment methodologies (such as the Balanced Scorecard or the Business Excellence Model of the EFQM) is desirable;
- Familiarity with the criminal justice/law enforcement situation in the region will be an asset;
- Technical knowledge of human rights and gender issues, including knowledge in women's empowerment, gender mainstreaming, gender analysis and the related mandates within the UN system on gender and human rights;
- Fluency in spoken and written English required, with proven drafting skills, working knowledge of Russian is an asset.

The evaluator will be responsible for drafting the evaluation report, ensuring the report meets the necessary standards and for submitting the drafts as described in a timely manner.

IX. MANAGEMENT OF THE EVALUATION PROCESS

Roles and responsibilities of the Project Manager

The Project Manager is responsible for:

- managing the evaluation
- drafting and finalizing the ToR
- selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role
- recruiting an evaluator following clearance by IEU
- providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluator including the full TOR
- reviewing the inception report as well as the evaluation methodology
- liaising with the Core Learning Partners
- reviewing the draft report for factual errors
- developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year)
- disseminate the final evaluation report and facilitate the presentation of evaluation results

The Project Manager will be in charge of providing logistical support to the evaluator including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel of the evaluator (including travel details; DSA-payments; transportation; etc.)
- All logistical arrangement for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups (including translator/interpreter if needed; set-up of meetings; arrangement of ad-hoc meetings as requested by the evaluator; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes) etc.)
- All logistical arrangements for the presentation of the evaluation results;
- Ensure timely payment of all fees/DSA/etc. (payments for the evaluator need to be released within 5 working days after the respective deliverable is cleared by IEU).

For the field missions, the evaluator liaises with the UNODC Regional/Field Offices and mentors as appropriate.

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are selected by the project managers, representing a balance of men, women and other marginalised groups. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

Roles and responsibilities of the Independent Evaluation Unit

The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>.

IEU reviews and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of evaluator(s); Inception Report; Draft Evaluation Report; Final Evaluation Report; Evaluation Follow-up Plan.

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Annex 3.1. GENERIC INTERVIEW GUIDE

Date:	
Name(s) and function(s) of interviewee(s) (for evaluation data analysis only):	
Gender (f/m):	
Organization:	
Country:	
Type of interview (f-2-f/skype):	

Thank you for taking the time to meet with me. My name is Katerina Stolyarenko. I am an independent external evaluation consultant and have been hired by UNODC to undertake the final independent project evaluation of the UNODC Criminal Justice Programme in the Kyrgyz Republic (KGZT90). I am carrying out this evaluation to assess to what extent the project has met the needs of internal and external stakeholders and to find out whether various aspects of the project have been achieved during the period of June 2012 to October 2016.

This interview is voluntary but I would very much appreciate your assistance. The information provided in this interview, based upon your experience and your involvement with the project, is essential to understanding the achievements of the UNODC project. All information you provide through this interview will however remain confidential.

The interview should not take more than 60-90 minutes to complete. Following the interview, I may want to contact you again in a few days to confirm or clarify some of the information you have shared with me.

Are you willing to be interviewed for this evaluation?

Yes No

If you have no objections, I would like to record this discussion, but I wish to assure you that all recordings and notes will remain confidential and will be kept in a safe place. The recordings will be used for data analysis purposes only.

Do you mind if I record the interview? Yes No

	Key Questions	Follow-Up Questions
<i>Introduction (all)</i>	Please describe your role in the KGZT90	What is the KGZT90 history (only for International Project Manager and Coordinator)
<i>Effectiveness (all)</i>	<p>Could you describe the main achievements of the KGZT90 during its implementation?⁵⁴</p> <p>In your opinion, which programme component was the most successful? Please explain your response.</p> <p>In your view, how did the programme contribute to the Sustainable Development Goals?</p>	<p>What factors were crucial for the achievements and/or failures?</p> <p>What are the major challenges and obstacles that the programme encountered? Was the programme able to cope with them or may they prevent the programme from producing the intended results?</p>
<i>Relevance (for all)</i>	How relevant is the KGZT90 from your point of view to the needs of (1) recipient government and (2) respective beneficiaries' agencies?	Considering evolution of the context over time, to what extent did the programme adapt to these changes?

⁵⁴ Background information:

Legislative reform

- Enhanced multi-agency coordination and policy development on crime prevention and criminal justice;
- Revised criminal legislation in line with international standards drafted and adopted.

Crime prevention

- Enhanced multi-agency coordination and policy development on crime prevention and criminal justice;
- Crime prevention strategies for Southern provinces of Kyrgyzstan developed;
- Crime prevention assessments conducted and joint plans on public safety and crime prevention developed.

Police reform

- Coordination among government, civil society and international organizations on police reform enhanced;
- Normative framework governing the work of the police, including policies on competitive recruitment, performance evaluation and disciplinary practice in the police service improved;
- New police stations established in line with community policing principles;
- Measures aimed at increasing women and minority representation in the police developed and endorsed;
- Police engagement and dialogue with local self-governance bodies and local communities on crime prevention strengthened;
- Mechanisms of control and accountability of the police service strengthened.

Prison Reform

- Management capacity of the prison service through the provision of training and expert advice enhanced;
- Joint intelligence gathering and sharing on illicit drugs trafficking strengthened and prison security procedures to prevent drugs trafficking enhanced;
- Enabling environment for the development and implementation of long-term evidence-based drug control programs in prisons improved;
- National prison security framework developed and implemented.

Forensics

- Strategic plan for implementation of the Law on Forensic Services developed, including enhanced coordination and partnerships with law enforcement, courts and other relevant stakeholders;
- Forensic capacity and standard operating and quality control procedures enhanced;
- Training programme for staff of the State Forensic Centre implemented and institutionalized.

	<p>How the programme contributed to the UNODC Thematic Programmes (e.g. design, efficiency, appropriateness to/support to thematic objectives etc.)?</p>	
<p><i>Efficiency (if relevant)</i></p>	<p>Is the management structure of KGZT90 enabling an efficient implementation of the programme? Describe strengths and weaknesses.</p> <p>Did the Programme Steering Committee provided sufficient support for effective programme implementation?</p> <p>In your opinion, how adequate is the funding allocated for KGZT90 compared with planned activities?</p> <p>Has the UNODC programme management team efficiently supported your agency efforts in this project? <i>(only for partners)</i></p> <p>To what extent are you satisfied with reporting (progress and financial)? <i>(only for donor and ROCA)</i></p> <p>What is the quality and timeliness of the monitoring, administrative and financial support provided by ROCA and HQ? <i>(only for KGZT90 programme team)</i></p>	<p>What were the roles? Was communication/coordination within the UNODC and sister projects adequate? Was programme implementation sufficiently flexible to be able to deal with unforeseen events? Were there any financial constraints (if any) in KGZT90 implementation process? Was the programme budget underspent? If yes, please name the main reasons for that.</p> <p>Describe the project monitoring plan and implementation? How was it established? How was it used? What tools did the project use to collect information on its performance and outcomes? What constraints did the programme experience in tracking its performance (example, how did it track and verify how many/who was trained in various training programs?) What constraints did the programme experience in tracking/verifying its outcomes?</p>
<p><i>Impact (if relevant)</i></p>	<p>To what extent have the programme’s development objective been reached? Evidence for that? Have there been unforeseen impacts?</p>	<p>What was the nature of commitments of your institution? To what extent have programme national stakeholders fulfilled the obligations/responsibilities agreed upon in providing support towards the implementation of the programme? Which challenges have programme national stakeholders experienced, that have prevented them from fulfilling their obligations/responsibilities to provide support to the programme?</p>
<p><i>Sustainability (if relevant)</i></p>	<p>Which KGZT90 activities are most/least sustainable?</p>	<p>What plans has UNODC put in place to sustain the results of the programme (i.e. exit strategy)?</p>

		What are potential risks/constraints to these (mechanisms, programs, reforms) being sustained?
<i>Partnerships (if relevant)</i>	<p>Which partnerships have been established by the KGZT90 with national and international partners, including UN-agencies, UNODC-internally, public oversight bodies and civil society? <i>(only for KGZT90 team)</i></p> <p>Are you satisfied with the level of collaboration and coordination between UNODC Programme and your institution? Please elaborate. <i>(only for partners)</i></p> <p>In which areas did you collaborate with the KGZT90? Were there any synergies? (Probe: Has this UNODC programme coordinated both at the bilateral and multilateral level to promote working partnerships?)</p> <p>Has this UNODC programme coordinated the exchange of programme strategy and promoted cooperation with the international community/partners, etc.? (Meetings, work-shops)</p>	<p>To what extent have your concerns (if any) been sufficiently addressed by the programme? (Probe: What were the key mechanisms used for communication? Were you kept informed on programme progress?)</p>
<i>Human Rights (if relevant)</i>	To what extent are human rights considerations included in the KGZT90 development and implementation?	
<i>Gender (if relevant)</i>	What measures were taken in order to ensure the inclusion of women and other potentially marginalised groups in the implementation of the programme?	<p>To what extent did the UNODC programme contribute to fulfilment of the National Action Plan on implementation of UN Security Council Resolution 1325 on women, peace and security?</p> <p>Was the selection of beneficiaries for training events based upon gender?</p> <p>How the results of gender and minorities assessments are used by your agency?</p>
<i>Cross-cutting issue (if relevant)</i>	What recommendations of 2015 evaluation were implemented?	
<i>Lessons Learned/Best</i>	What were the key lessons for KGZT90 from this programme?	What 'good practices' could be applied to future UNODC projects?

<i>Practices (if relevant)</i>		
<i>Closing (for all)</i>	Is there anything more you would like to add?	

ANNEX III. DESK REVIEW LIST

Document – name	Comments
UNOCD Integrated Country Programme of assistance for Kyrgyzstan 2014-2016, June 23, 2014	UNODC Strategic Documents
Policy directives to the drug programme of the United Nations Office on Drugs and Crime and strengthening the drug programme and the role of the Commission on Narcotic Drugs: Medium term strategy 2012-2015, March 17, 2011	
Policy directives to the drug programme of the United Nations Office on Drugs and Crime and strengthening the drug programme and the role of the Commission on Narcotic Drugs: Proposed strategic framework 2014-2015 for the United Nations Office on Drugs and Crime, March 5, 2012	
Policy directives to the drug programme of the United Nations Office on Drugs and Crime and strengthening the drug programme and the role of the Commission on Narcotic Drugs: National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21 in Kyrgyzstan, December 5, 2014	
The program for Central Asian countries. The partnership framework for impact related action in Central Asia: Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, and Uzbekistan 2015-2019	
UNODC: Strategic Outline for Central Asia and Southern Caucasus 2012-2015	
Council on Judicial Reform under the President of the Kyrgyz Republic #2 “The Action Plan for the reform of the judicial system of the Kyrgyz Republic for 2012-2014”, October 12, 2012	Country context
Resolution of the Government of the Kyrgyz Republic #297 “On approval of the National Development Strategy of the correctional (prison) system of the Kyrgyz Republic for 2012-2016”, May 15, 2012	
National Sustainable Development Strategy for the Kyrgyz Republic for the period of 2013-2017	
Decree of the President of the Kyrgyz Republic: On measures for Justice Improvement in the Kyrgyz Republic, August 8, 2012	
Law of the Kyrgyz Republic #100 “On forensic activities”, June 24, 2013	
The Government of the Kyrgyz Republic # 220: On measures to reform the law-enforcement bodies of the Kyrgyz Republic, April 30, 2013	
UN Resolution 1325, October 31, 2000	
Resolution of the Government of the Kyrgyz Republic #78 “Action Plan for the implementation of Resolution 1325 of the UN Security Council on the role of women in peace and security”, February 18, 2013	
Action Plan for the implementation of Resolution 1325 of the United Nations Security Council on the role of women in ensuring peace and security 2016-2017	
Government Decree # 560: “In order to ensure the implementation of Resolution 1325 of the United Nations Security Council 2016-2017”, November 17, 2015	
United Nations Report of the Working Group on the Universal Periodic Review: Kyrgyzstan, June 16, 2010	
The Government of the Kyrgyz Republic: National Review within the implementation of the Beijing Declaration and Platform for Action "Beijing + 20"	

National Review of the Kyrgyz Republic in the framework of the Beijing Declaration and Platform for Action	
Final Evaluation – Kyrgyzstan: UN Peacebuilding Fund - Immediate Response Facility (IRF), 10 May – 30 June 2012	
Draft Project Document KGZT90 Project “Support to Prison Reform in the Kyrgyz Republic”	Project Document and Revisions
Final Project Document KGZT90 Project “Support to Prison Reform in the Kyrgyz Republic”	
UNODC Programme Office for Kyrgyzstan, Final Project Proposal on Criminal Justice and Prison Reform, May 2013	
UNODC Programme Office for Kyrgyzstan, Final Project Proposal on Drug Control in Prisons, October 2014	
UNODC: Peace and Trust Project Document	
UNODC Programme Office in Kyrgyzstan, US Project Proposal	
Project Revision KGZT90, June 2011	
Project Revision KGZT90, October 2012	
Project Revision KGZT90, June 2013	
Project Revision KGZT90, July 2013	
Project Revision KGZT90, February 2014	
Project Revision KGZT90, January 2015	
KGZT90 Project Organigram	Organigram
Semi-Annual/Annual Progress Report, January – December 2012	Progress reports ROCA
Annual Progress Report, January – December 2013	
Annual Progress Report, January – December 2014	
Annual Progress Report for KGZT90, January – December 2015	
ROCA monthly project report for January 2015	
Project Progress Report 2010	Progress reports UNODC
Project Progress Report 2011	
Project Progress Report 2012	
Project Progress Report 2013	
Project Progress Report 2014	
Quarterly information report to be provided to ROCA, January-March 2015	Quarterly information report to be provided to ROCA
Quarterly information report to be provided to ROCA, April-June 2015	
Quarterly information report to be provided to ROCA, July - September 2015	
Quarterly information report to be provided to ROCA, October - December 2015	
Quarterly information report to be provided to ROCA, January – March 2016	
Quarterly information report to be provided to ROCA, April – June 2016	
Semi-Annual/Annual Progress Report Criminal Justice Programme in the Kyrgyz Republic, January-June 2016	
Quarterly Reporting Template for US/INL Funded Projects, 02 Quarter 2013	Progress reports for US/INL Funded Projects
Quarterly Reporting Template for US/INL Funded Projects, 03 Quarter 2013	
Quarterly Reporting Template for US/INL Funded Projects, 04 Quarter 2013	
Quarterly Reporting Template for US/INL Funded Projects, 01 Quarter 2014	
Quarterly Reporting Template for US/INL Funded Projects, 02 Quarter 2014	
Quarterly Reporting Template for US/INL Funded Projects, 03 Quarter 2014	
Quarterly Reporting Template for US/INL Funded Projects, 04 Quarter 2014	
Quarterly Reporting Template for US/INL Funded Projects, 01 Quarter 2015	

Quarterly Reporting Template for US/INL Funded Projects, 02 Quarter 2015	
Quarterly Reporting Template for US/INL Funded Projects, 03 Quarter 2015	
Quarterly Reporting Template for US/INL Funded Projects, 04 Quarter 2015	
Quarterly Reporting Template for US/INL Funded Projects, 01 Quarter 2016	
Quarterly Reporting Template for US/INL Funded Projects, 02 Quarter 2016	
Final Report of Project “Strengthening the Capacity of the Kyrgyz State Service for the Execution of Punishments and the Kyrgyz State Service on Drug Control to coordinate criminal intelligence gathering and sharing”, October 2012 -November 2013	
Summary Report on the proforientation work of the Academy of Ministry of Internal Affairs of the Kyrgyz Republic	Progress reports PBF
Project half yearly progress update, January – June 2014	
UNODC: Peace Building Fund Annual Report, November 2014	
UNODC: Peace Building Fund Annual Report, November 2015	
Minutes of meeting of the Steering Committee of the Project "Support reform of criminal justice and the prison system in the Kyrgyz Republic", August 26, 2013	PSC minutes
Minutes of meeting of the Steering Committee of the Project "Support reform of criminal justice and the prison system in the Kyrgyz Republic", December 6, 2013	
Minutes of meeting of the Steering Committee of the Project "Support reform of criminal justice and the prison system in the Kyrgyz Republic", April 9, 2014	
Minutes of meeting of the Steering Committee of the Project "Support reform of criminal justice and the prison system in the Kyrgyz Republic", September 30, 2014	
Minutes of meeting of the Steering Committee of the Project "Support reform of criminal justice and the prison system in the Kyrgyz Republic", January 23, 2015	
Minutes of meeting of the Steering Committee of the Project "Support reform of criminal justice and the prison system in the Kyrgyz Republic", July 9, 2015	
Minutes of meeting of the Steering Committee of the Project "Support reform of criminal justice and the prison system in the Kyrgyz Republic", January 20, 2016	
Monitoring Report MR-131987.01, December 16, 2010	ROMs
Monitoring Report MR-131987.02, October 21, 2011	
Monitoring Report MR-131987.03, October 12, 2012	
Report on the results of monitoring visits to penitentiary institutions (№ 1, 3, 27) to determine the pilot correctional institutions in the framework of the UNODC project "Strengthening operational cooperation of the State Penitentiary Service of the Kyrgyz Republic and the State Drug Control Service under the Government of the Kyrgyz Republic"	Monitoring reports
Example: Report on the monitoring visit, infrastructure	
Report of Joint Monitoring Visit on the object "Construction of a new building with POM. The October, Alamedin area"	
Information about the results of the joint monitoring of the new building of Oktyabrsky village police in Alamedin district, October 22, 2015	
Example: Report on the monitoring visit and the project activities	
Evaluation Follow-up Plan for the Implementation of Recommendations, November 2012	Evaluation
Evaluation Follow-up Plan for the Implementation of Recommendations, October 2015	
Executive Summary Mid-term Independent Project Evaluation KGZ/T90 “Support to Prison Reform in the Kyrgyz Republic”, July 2012	

Mid-term Independent Project Evaluation of the Support to Prison Reform in the Kyrgyz Republic, July 2012	
SUMMARY OF LESSONS LEARNT AND RECOMMENDATIONS Mid-term Independent Project Evaluation KGZ/T90 Support to Prison Reform in the Kyrgyz Republic, July 2012	
SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS Mid-term Independent Project Evaluation KGZ/T90 Support to Prison Reform in the Kyrgyz Republic, July 2012	
PSE Submitted to IEU, May 15, 2013	
PSE Executive Summary, June 3, 2013	
EU Terminal Assessment Report_2013	
Mid-Term Independent project evaluation of the Support to Criminal Justice and Prison Reform in the Kyrgyz Republic, August 2015	
The final report "Monitoring of Police Reform in the Kyrgyz Republic in 2014", prepared by the Civic Union "For reforms and result", Bishkek, October 2014	
Work plan UNODC project "Strengthening the capacity of the National Centre for Forensic Expertise the Ministry of Justice of the Kyrgyz Republic at 2015"	Planning
Final Project Activity Plan 2015, April 2015	
Regional Programme for Central Asia 2015-2019: A partnership framework for impact related action in Central Asia. Sub-Programme 2: Criminal Justice, Crime Prevention and Integrity, Work Plan 2016-2017, August 9, 2016	
Work plan 2016 KGZT90 project, February 25, 2016	
UNODC Criminal Justice Programme (KGZT90), Calendar of events, June 2015	
UNODC Criminal Justice Programme (KGZ T90), Calendar of events, September 2015	
UNODC Criminal Justice Programme (KGZT90), Calendar of events, December 2015	
UNODC Criminal Justice Programme (KGZT90), Calendar of events, March 2016	
UNODC Criminal Justice Programme (KGZT90), Calendar of events, July 2016	
Media coverage report: Presentation of Crime Prevention Action Plan for 2015 – 2017, Ak-Say (Batken province), December 16, 2014	Media Reports
Media coverage report: Crime Prevention Campaign, Ak-Say (Batken province), April 23-24, 2015	
Media coverage report: Expert discussions new drafts of the Criminal Code, Criminal Procedure and Criminal-Executive Code, Bishkek, June 17-25, 2014,	
Media coverage report: Handover of a renovated police station in Tash-Tumshuk village of Batken province. Launch of a municipal police station construction in Jalal-Abad. Bishkek, June 26-27, 2014,	
Media coverage report: Opening Ceremony for a New Police Building in the City of Jalalabad, January 22, 2015	
Media coverage report: Training course "Efficient interaction between police and local communities as the basis for public safety and crime prevention" for police officers, Jalal-Abad, July 6-8, 2014	
Media coverage report: Roundtable "7 steps to strengthening trust and gender equality in the police", March 11, 2015	
News brief: Criminal justice Programme in the Kyrgyz Republic, August-September 2014	
News brief: Criminal justice Programme in the Kyrgyz Republic, October-November 2014	
News brief: Criminal justice Programme in the Kyrgyz Republic, February-March 2015	
Press release: "Crime in Kyrgyzstan: What do the numbers tell us?" Bishkek, March 24, 2016	

Press release: New security system introduced to the pilot detention facility in Bishkek, April 27, 2016	
Press release: Enhancing safety procedures in prisons, Bishkek, January 14, 2016	
International 5 years Association conference press release “The role of women in modern conditions militiamen, problems and prospects”, May 2016	
Leaflet UNODC Programme on criminal justice in the Kyrgyz Republic	Police
Leaflet UNODC Program components: Police Reform. Programme on criminal justice in the Kyrgyz Republic	
Leaflet UNODC Program components: Prison reform. Programme on criminal justice in the Kyrgyz Republic	
UNODC Programme Office in the Kyrgyz Republic: List of Analytical Reports and Publications, 2014	Publication
UNODC Programme Office in the Kyrgyz Republic: List of Analytical Reports and Publications, 2016	
The collection of materials of the international scientific-practical conference “Modern quality standards of forensic activities”, August 25, 2014	
Statistical publication: Crime and public order in the Kyrgyz Republic, Bishkek, 2015	Statistics
Statistical information from Ministry of Foreign Affairs of the Kyrgyz Republic, February 2016	
Statistical information from State Forensic Center under the KR Ministry of Justice, April 2016	
Infographic ethnic minorities in the Internal Affairs of the Kyrgyz Republic, 2013	
Infographic precaution measures 2010-2014	
Infographic medical care of prisoners in the penal system, 2005-2014	
Infographic representation of women in the Internal Affairs of the Kyrgyz Republic, 2013	
Infographics crime prevention	
Infographics prison health care in Kyrgyz Republic 2010-2014	
Infographics police women in 2015 in the Internal Affairs of the Kyrgyz Republic	
Prison Statistics 2010-2014	
Report about results of the survey on security and law enforcement agencies in the cities Bishkek and Osh, prepared by Civic Union "For reforms and result", September 2013	
UNODC Justice Section & Programme Office in the Kyrgyz Republic, Division for Operations: Mission Report Kyrgyz Republic “Crime Prevention Mission Report Kyrgyz Republic”, December 2-6, 2013	Assessment reports
UNODC: Victimization Survey in the city of Jalal-Abad, January 2014	
UNODC: Mission Report pilot police units, October 17, 2014	
UNODC: Final report of review mission on promoting reform of internal affairs agencies of the Kyrgyz Republic, June 8-20, 2014	
UNODC: Report on the study of the situation and conducting a joint analysis for prevention of offenses in the city of Jalal-Abad, 2014	
Draft plan of action for prevention of offenses in Jalal-Abad for 2015-2017, City Hall Jalalabad	
Final Report “Results of the programme for the development of social partnership the law enforcement and crime prevention”, 2016	Implementing partners' reports
Final Report on the implementation Terms of reference the Project "Peace and Confidence: equal access to law and justice" by Public Foundation “Golos Svobody” and the Ministry of Internal Affairs of the Kyrgyz Republic, July-November 2015	

Final Report on the implementation Terms of reference the Project "Ustat-3: Peace and Confidence: Equal access to law enforcement and justice" by Public Foundation "Roza Otunbaeva's Initiative", 2016	
Joint police plans 2015	
Media Coverage Report "Special Report of the Ombudsman about social and legal protection of the employees of the interior of the Kyrgyz Republic", December 23, 2015	
Final Report "Dialogue platforms about Public Safety in Kyrgyzstan", 2015	
Final Report "The effectiveness of the main department of the Interior Ministry's own security of the Kyrgyz Republic of inquiry (verification) complaints against illegal actions of employees, officers and employees of the internal affairs bodies"	
Guide for citizens "The procedure of complaints on police actions", <i>Bishkek, 2015</i>	
The draft resolution of the Committee on Constitutional Legislation, State Structure Judicial and Legal Affairs and Regulation of the Jogorku Kinesh "State labor protection members of Ministry of Interior of the Kyrgyz Republic"	
Summary of the Special Report Ombudsman of the Kyrgyz Republic about the state of social and legal protection of employees of law-enforcement bodies of the Kyrgyz Republic	
Mission Report about participation at 10-days training on Correctional Institutional Management for 32 prison staff of Kyrgyzstan, Bahamas, as well as Trinidad and Tobago, November 1-18, 2014	Mission reports
Mission Report about monitoring of the construction house in the neighbourhood Sputnik of Jalalabad city, October 5, 2014	
Mission Report about monitoring of the construction house in the neighbourhood Sputnik of Jalalabad city, November 16, 2014	
Madina Sarieva: Mission Report in Batken town, Ak-Say and Kok –Tash villages' of Ak-Say ayil okmotu, August 10-14, 2014	
Madina Sarieva: Mission Report in Jalalabad and Batken provinces, November 18-23, 2014	
Madina Sarieva: Mission Report in Jalalabad city, May 18, 2015	
Madina Sarieva: Mission Report in Batken and Leilek provinces, August 6-9, 2015	
Mission Report about finalization of the provisions of the Executive Penal Code of the Kyrgyz Republic and the analysis of the recommendations of the state bodies on its draft, Issyk-Kul oblast, Issyk-Kul region, with. Kara-Oy, August 18-27, 2014	
Mission Report about the meeting of the Judicial Reform Council under the President of the Kyrgyz Republic, October 17, 2014	
Rakisheva Jypara: Mission Report about participation in the dialogue discussion on police reform, Issyk-Kul province, Karakol city, January 27, 2015	
Rakisheva Jypara: Mission Report about Police accountability enhanced through improved complaints handling procedures and organized training for 140 police officers, Talas, Issyk-Kul, Jalalabad provinces, 20 August - 7 September 2015	
Rakisheva Jypara: Mission Report about participation of international conference "Women in policing" with the support of the Bureau on International Narcotics and Law Enforcement Affairs section of the US embassy in KR, March 1- 5, 2016	
Rakisheva Jypara: Mission Report about participation on presentations of crime prevention action plan in 5 areas, Djety Oguz, Issyk-Kul province, Kara-Kulja, Nookat- Osh province, Suzak- Jalalabad province, April 5-13, 2016	
Mission Report about the Annual Meeting of the expert working group on the draft Law of the Kyrgyz Republic "On Probation", Program for Central Asia 2015-2019, sub-2 program "Criminal justice, crime and corruption", April 12-14, 2016	

Report of collaborative Assessment Mission, the Ministry of Internal Affairs of the Kyrgyz Republic and the UNODC to determine the units of internal affairs agencies of the Kyrgyz Republic of the southern region for repair and construction works, 2013	
Training Report for employees of the State Penitentiary Service of the main types of narcotic drugs, psychotropic substances and precursors and the basics of their legitimate trade, March 28-29, 2013	Trainers' reports
Training Report "Substitution maintenance therapy with methadone in the Kyrgyz Republic" for employees of the State Penitentiary Service, April 3, 2013	
Nadezhdina Ekaterina: Training Report "The drug situation in the Kyrgyz Republic" and "Harm reduction programs and HIV infection" for employees of the State Penitentiary Service, May 17, 2013	
Sarymsakov: Training Report "Harm reduction programs and HIV infection" for employees of the State Penitentiary Service, May 17, 2013	
Training Report "Effective communication skills" for policemen of Jalal-Abad, July 7-8, 2014	
Training Report "Effective communication skills" for policemen of Batken, July 16-17, 2014	
Gender training Report, August 2014	
Training Report "Partnership: negotiation skills, public communication skills" in Batken, September 26-27, 2014	
Training Report "The drafting of prevention of offenses plan in Jalal-Abad", October 8-9, 2014	
Training Report "Basics of Conflict" for employees of the State Penitentiary Service in Jalalabad city, November 11-12, 2014	
Training Report "The intervention in the conflict and mediation" for employees of the State Penitentiary Service in Jalal-Abad, November 18-19, 2014	
Training Report "Tools on resolving conflicts and basic principles of mediation process" in Jalalabad city, November 18-19, 2014	
Training Report "Development of project proposals" in Batken, November 24-26, 2014	
Training Report, Levan Simonishvili, November 2014	
Training Report "Specialized software for criminal intelligence analysis "i2 iBase" and "i2 Analyst Notebook". Basic course", May 18-22, 2015	
Training Report "Basics of Trafficking in Person and Smuggling of Migrants: Workshop for Police Officers of the Kyrgyz Republic" in Osh and Bishkek, November 2015	
Training Report "HIV infection" for employees of the State Penitentiary Service, November 2015	
Questionnaire pre evaluation and Questionnaire post evaluation for the effectiveness of the training	Surveys
Survey for trainees	
Survey questionnaire for trainees	
Survey for partners	
Survey questionnaire for partners	Assignment reports
KGZT90 Project Survey Distribution List, Partners/Staff	
Saparbayev Batyr: Legislation Report, May 2014	
Assignment Report, Saparbayev Batyr, May 2014	
Assignment Report, Saparbayev Batyr, August 2014	
Assignment Report, Saparbayev Batyr, September 2014	
Assignment Report, Saparbayev Batyr, October 2014	
Assignment Report, Saparbayev Batyr, November 2014	

Assignment Report, Saparbayev Batyr, December 2014	
Assignment Report, Saparbayev Batyr, July 2015	
Assignment Report, Saparbayev Batyr, August 2015	
Assignment Report, Saparbayev Batyr, September 2015	
Assignment Report, Saparbayev Batyr, January 2016	
Assignment Report, Saparbayev Batyr, May 2016	
Assignment Report, Bostonbaev Kubanichbek, December 2014 and January 2015	
Meetings of Expert Working Group on the development of a new version of the Criminal Executive Code of Kyrgyz Republic: May 19-23, 2014; June 2-6, 2014; June 18-19, 2014	
Report about the results of a survey the National Centre for Forensic Expertise under the Ministry of Justice of the Kyrgyz Republic for its preparation for accreditation according to ISO 17025	SOPs
On Making Amendments and Addenda to the Law of the Kyrgyz Republic “About service soldiers and officers of the bodies and institutions of the penitentiary system of the Ministry of Justice of the Kyrgyz Republic”, April 25, 2013	
Internal regulations of correctional institutions of criminal executive system of the Kyrgyz Republic, 2010	
Internal regulations of remand centers Kyrgyz penal system	
Regulation on the professional schools at prisons Kyrgyz penal system	
Allocations budget in 2012-2015	Budget
Financial Report Support of the Integrated Programme -KGZT90 (FSB 6389), December 31, 2012	
Interim Financial Report Support of the Integrated Programme -KGZT90 (FSB 6389), December 31, 2013	
Budget spending for IQ 2016	
Interim Financial Report Support of the Integrated Programme -KGZT90 (FSB 6389), September 30, 2014	
Job description Administrative Assistant, SC-5	HR
Job description Monitoring and Evaluation Officer, SC-8	
Job description UNODC National Project Officer	
Job description Specialist National Project Officer	
Job description Project Manager	
Job description Senior Finance Assistant	
Job description Senior Admin Assistant	
Final evaluation of the United Nations Development Assistance Framework (UNDAF) for Kyrgyz Republic 2012-2017, July 2016	Additional
UNODC contribution to implementation of UNDAF outcomes in Kyrgyzstan, United Nations Development Assistance Framework (UNDAF) for Kyrgyz Republic 2012-2017	
Analysis of the proposals and comments of the UNODC on the draft new edition of the Criminal Executive Code of the Kyrgyz Republic	
Information about results of monitoring in the correctional institutions (№ 1,2,3,8,16,47,45 and 48) - members of the European Union project (EU) and the United Nations Office on Drugs and Crime (UNODC), "Support for Prison Reform in the Kyrgyz Republic", March 26-28, 2014	

ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

Number of interviewees	Organisation	Sex disaggregated data	Country
10	UNODC	Male: 4 Female: 6	Kyrgyzstan
2	UNODC ROCA	Male: 1 Female: 1	Uzbekistan
2	KR President's Office	Male: 1 Female: 1	Kyrgyzstan
2	KR Government Office	Male: 2 Female:	Kyrgyzstan
5	Ministry of Interior of the Kyrgyz Republic (Mol)	Male: 3 Female: 2	Kyrgyzstan
4	KR Mol Academy	Male: 2 Female: 2	Kyrgyzstan
10	State service on Execution of Punishment under the KR Government (SSEP)	Male: 8 Female: 2	Kyrgyzstan
1	Ministry of Justice of the Kyrgyz Republic	Male: 1 Female:	Kyrgyzstan
3	State Forensic Center under the KR Ministry of Justice	Male: Female: 3	Kyrgyzstan
1	Public Council (KR Prison Service)	Male: 1 Female:	Kyrgyzstan
2	OSCE	Male: 2 Female:	Kyrgyzstan
1	U.S. Embassy	Male: Female: 1	Kyrgyzstan
1	UN Peacebuilding Fund	Male: Female: 1	Kyrgyzstan
1	Soros Foundation	Male: Female: 1	Kyrgyzstan
15	Representatives of local self-government	Male: 8 Female: 7	Kyrgyzstan
7	Civil society of the Kyrgyz Republic	Male: 3 Female: 4	Kyrgyzstan
8	Independent experts	Male: 1 Female: 7	Kyrgyzstan
Total: 75		Male: 37 Female: 38	

ANNEX V. OVERVIEW OF THE KGZT90 PROGRAMME ACHIEVEMENTS

Outcome 1 'Counterparts adopt legislation and policies in the area of crime prevention and criminal justice in line with UN standards and norms'				
Indicators	At beginning of the programme (2013)	Target	At the end of the programme (2016)	Comments
Percentage of UNODC recommendations to bring relevant laws and policies in line with UN standards and norms on crime prevention and criminal justice accepted by counterparts	0	At least 50% of UNODC recommendations accepted by counterparts	62% of recommendations on the Criminal Executive Code accepted	Exceeded the set target by 12%
Number of legal commentaries and policy papers on crime prevention and criminal justice published	0	At least 3 policy papers and 3 legal commentaries published	5 policy papers and 8 legal commentaries to inform development of new criminal legislation	Exceeded the target by 66% regarding published policy papers and by 166% on provision of legal commentaries
Outcome 2 'The prison administration manages prisons effectively, in line with UN standards and norms for the treatment of prisoners'				
Indicators	At beginning of the programme (2013)	Target	At the end of the programme (2016)	Comments
Security audit conducted	No security audit available	Security audit conducted by the end of 2013	Security Audit report published in October 2013	Fully achieved
National prison security framework (NPSF) developed and implemented	No NPSF in place	NPSF developed and implemented by the end of 2016	National prison security framework endorsed in August 2015	Fully achieved
Number of prison staff trained on prison security management and intelligence gathering	0	30	75	Exceeded the set target by 150%
Number of prisons with strengthened security procedures and facilities	0	At least 1 prison	2 detention facilities (SIZO-1 and prison colony No. 27)	Exceeded the set target by 100%
Joint intelligence	No JIT	JIT operational and	JIT operational	Fully achieved

team (JIT) is established and related inter-agency instruction (IAI) adopted		IAI endorsed	and IAI endorsed	
Number of thematic prison monitoring reports published	Limited monitoring on thematic issues in prisons	At least 2	5 reports published	Exceeded the set target by 150%
Number of studies to promote evidence-based drug control programs in prisons	0	2	2 studies on drug control legislation and control of licit and illicit drug trafficking in prisons	Fully achieved
Outcome 3 'The Government of the Kyrgyz Republic adopts and implements policies to increase public trust in the police'				
Indicators	At beginning of the programme (2013)	Planned	At the end of the programme (2016)	Comments
Number of evidence-based crime prevention strategies/programmes and action plans developed and introduced	0	At least 1 crime prevention strategy/plans adopted at the provincial level by 2014	14	Fully achieved
Plans for pro-active recruitment, training and career advancement in the police developed	0	2 plans to increase gender and minority representation in the police developed by 2016	A training plan on gender sensitivity training in 2015 and mentoring programme in 2016	Fully achieved
Standard Operating Procedures on complaints handling developed	No SOP available	SOP developed by 2016	A unified e-accounting system on police misconduct developed	Fully achieved
Number of police officers trained		At least 170 police officers trained by July 2016	439 police officers enhanced their policing skills	Exceeded the set target by 158%
Number of police stations refurbished	0	5 police stations refurbished by 2016	2 newly constructed and 3 refurbished	Fully achieved
Number of conducted assessments of policies and practice related to women and minorities in the police	No assessments conducted	2 assessments	2 assessments completed in 2014 and 2015	Fully achieved
Number of reports on police performance published	0	At least 2 by 2016	3 reports published	Exceeded the set target by 50%
Percentage of recommendations from oversight	Very low level of implementation	50% implementation by 2016	over 50% implementation of public oversight	Fully achieved

organizations implemented			recommendations	
Number of public events conducted	0	At least 60 events by 2016	160 public events hold	Exceeded the set target by 167%
Outcome 4 ‘The State Forensic Centre (SFC) under the Ministry of Justice improves the provision of forensic services in line with international standards’				
Indicators	At beginning of the programme (2013)	Target	At the end of the programme (2016)	
Strategic plan endorsed	Existing strategic plan for the development of the SFC expired in 2013	New strategic plan endorsed by the KR Government by the end of 2014	Concept Paper and Action Plan endorsed in August 2015	Fully achieved
Premises of the SFC refurbished and equipped in line with international standards	Current facilities not fit for the provision of forensic services	Refurbishment of new premises completed by July 2015	Refurbishment of new premises completed in December 2016	Fully achieved
Needs assessment on infrastructure and laboratory equipment conducted	No assessment conducted	Assessment conducted by December 2014	Needs Assessment conducted in November 2014	Fully achieved
Number of standard operating and quality control procedures developed	0	To be set based on an inventory of the normative/regulatory framework	SFC’s Accreditation Plan 2015-2020 endorsed in October 2015 Draft SOPs developed	Partly achieved
Number of forensic experts trained	0	At least two seminars conducted for at least 30 forensic experts by 2015	More than 60 experts trained	Exceeded the set target by 100%
Coordination and partnerships mechanisms established	No coordination mechanism(s) in place	Coordination mechanism established by the end of 2015	Interdepartmental Working Group established by the KR Government in February 2015	Fully achieved

ANNEX VI. ILLUSTRATION OF THE RENOVATED/NEWLY CONSTRUCTED AND EQUIPPED FACILITIES BY THE KGZT90 UNDER DIFFERENT OUTCOMES

6.1. Improved security system by the KGZT90 in selected pilot detention facilities

Colony No 27 before refurbishment of checkpoint



Colony No 27 after refurbishment of checkpoint



Detention facility No21 before renovation



Detention facility No21 after renovation



6.2. Renovated SFS premises by the KGZT90

Old administrative building of the State Forensics Center



Reconstructed new administrative building of the State Forensics Center



6.3. Renovated/newly constructed police stations in PBF priority districts by the KGZT90

Police station in Uch-Korgon before renovation



Police station in Uch-Korgon after renovation



Police station in Oktyabr before construction



Police station in Oktyabr after construction



Police station in Kulundu before construction



Police station in Kulundu after construction



Police station in "Sputnik" micro-district in Jalal-Abad after construction



Police station in Tash Tumshuk in Batken province before construction



Police station in Tash Tumshuk in Batken province after construction

