

## FINAL INDEPENDENT PROJECT EVALUATION

# Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic

A joint project by UNODC and UNDP funded by PBF



XACZ61

December 2021



This independent evaluation report was prepared by an evaluation team consisting of Ms. Nina Retzlaff (lead evaluator), Ms. Chinara Esengul (national peacebuilding expert) and Mr. Paul English (international prison and probation expert). The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects.

Please find the respective tools on the IES web site:

<http://www.unodc.org/unodc/en/evaluation/evaluation.html>

The Independent Evaluation Section of the United Nations Office on Drugs and Crime can be contacted at:

United Nations Office on Drugs and Crime

Vienna International Centre

P.O. Box 500

1400 Vienna, Austria

Telephone: (+43-1) 26060-0

Email: [unodc-ies@un.org](mailto:unodc-ies@un.org)

Website: <https://www.unodc.org/unodc/de/evaluation/index.html>

#### Disclaimer

Independent Project Evaluations are scheduled and managed by the project managers and conducted by external independent evaluators. The role of the Independent Evaluation Section (IES) in relation to independent project evaluations is one of quality assurance, control and support throughout the evaluation process, but IES does not directly participate in or undertake independent project evaluations. It is, however, the responsibility of IES to respond to the commitment of the United Nations Evaluation Group (UNEG) in professionalizing the evaluation function and promoting a culture of evaluation within UNODC for the purposes of accountability and continuous learning and improvement.

The views expressed in this independent evaluation report are those of the evaluation team. They do not represent those of UNODC or of any of the institutions or Member States referred to in the report. All errors and omissions remain the responsibility of the evaluation team.

© United Nations, December 2021. All rights reserved worldwide.

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area, or of its authorities, or concerning the delimitation of its frontiers or boundaries.

This publication has not been formally edited.

# CONTENTS

CONTENTS .....	ii
ABBREVIATIONS AND ACRONYMS .....	iii
MANAGEMENT RESPONSE .....	v
EXECUTIVE SUMMARY .....	vii
SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS .....	xi
I. INTRODUCTION .....	1
Background and context.....	1
Evaluation methodology.....	5
Limitations to the evaluation .....	7
II. EVALUATION FINDINGS.....	9
Relevance .....	9
Coherence .....	12
Efficiency .....	14
Effectiveness.....	17
Impact.....	23
Sustainability .....	26
Human Rights, Gender Equality and leaving no one behind.....	27
Risk-tolerance and innovation .....	31
Project catalytic effects .....	32
III. CONCLUSIONS.....	34
IV. RECOMMENDATIONS .....	37
V. LESSONS LEARNED AND BEST PRACTICES.....	41
Lessons Learned .....	41
Best Practices .....	41
ANNEX I: TERMS OF REFERENCE.....	43
ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES .....	57
II.A Semi-structured interview guides.....	57
II.B Online surveys for training participants.....	76
ANNEX III: DESK REVIEW LIST.....	84
ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION.....	95
ANNEX V: ADDITIONAL PROJECT INFORMATION.....	97
V.A Project M&E Plan .....	97
V.B Summary of Project Activities .....	102

# ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
CLP	Core Learning Partner	PD	Probation Department
CT	Counterterrorism	PPP	Peacebuilding Priority Plan 2017-2020
EU	European Union	PCVE	Prevention and Countering of Violent Extremism
GCTF	Global Counter Terrorism Forum	PVE	Prevention of Violent Extremism
GYPI	Gender and Youth Promotion Initiative	RNA	Risks and Needs Assessment
ICCPR	International Covenant on Civil and Political Rights	ROCA	Regional Office for Central Asia
IES	Independent Evaluation Section	SFS	State Forensic Service
JSC	Joint Steering Committee	SOP	Standard Operating Procedure
KAWJ	Kyrgyz Association of Women Judges	SPIA	Strategic Planning and Inter-Agency Affairs Unit
L&A	Learning and Adaptation	ToC	Theory of Change
LSG	Local Self-Governing Bodies	ToT	Training of Trainers
M&E	Monitoring and Evaluation	UNDAF	United Nations Development Assistance Framework
IES	Independent Evaluation Section	RNA	Risks and Needs Assessment

<b>Abbreviation or Acronym</b>	<b>Full name</b>	<b>Abbreviation or Acronym</b>	<b>Full name</b>
NGO	Non-Governmental Organisation	UNEG	United Nations Evaluation Group
OHCHR	United Nations Human Rights Office of the High Commissioner	UNICEF	United Nations Children’s Fund
OSCE	Organisation for Security and Co-operation in Europe	UNRCO	UN Resident Coordinator Office
PBF	United Nations Peacebuilding Fund	UNSMR	United Nations Standard Minimum Rules for Prisoners
UNDP	United Nations Development Programme	VE	Violent Extremism
UNODC	United Nations Office on Drugs and Crime	VEO	Violent Extremist Offender
UNSCR	UN Security Council Resolution	VEP	Violent Extremist Prisoner
OSCE	Organisation for Security and Co-operation in Europe	VNR	Voluntary National Review

# MANAGEMENT RESPONSE

UNODC is grateful to the team of evaluators for the evaluation findings and recommendations that are well noted and will be considered for future programming of UNODC interventions in Kyrgyzstan and the Central Asian region, within the new cycle of UNODC’s programming in the region through the UNODC Programme for Central Asia 2022-2025.

UNODC acknowledges that the evaluators conducted a comprehensive evaluation and produced a solid evaluation report despite the limitations faced due to the global pandemic and related travel restrictions.

UNODC stands ready to inform the project partners on the final evaluation results and further promote participatory, inclusive and coordinated approaches to future programming and implementation within the framework of the UNODC Programme for Central Asia 2022-2025.

Recommendations <sup>1</sup>	Management Response <sup>2</sup>
RECOMMENDATION 1 – PROJECT DESIGN: For future programming, UNODC project management should apply a participatory process for elaborating a more detailed Theory of Change to build a strong intervention logic, in collaboration with partner agencies, experts and counterparts.	Accepted
RECOMMENDATION 2 – MONITORING AND ADAPTIVE PLANNING: The Programme Office should strengthen its internal quality assurance system for application of clear guidelines and tools for results-based monitoring and adaptive planning and budgeting for all projects, making use of existing UNODC guidelines and tools.	Accepted
RECOMMENDATION 3 – KNOWLEDGE MANAGEMENT: The Programme Office in close collaboration with ROCA should elaborate an Internal Knowledge Management strategy and plan to ensure that information from projects is stored in a harmonised, centralised way to avoid loss of institutional memory and fragmentation of information, and to foster organisational learning.	Accepted
RECOMMENDATION 4 – PROJECT DELIVERY: UNODC Project Management in Kyrgyzstan should consider new/more sustainable approaches to capacity building and actively seek synergies with organisations that work in related areas.	Accepted

<sup>1</sup> This is just a short synopsis of the recommendation, please refer to the respective chapter in the main body of the report for the full recommendation.

<sup>2</sup> Accepted/partially accepted or rejected for each recommendation. For any recommendation that is partially accepted or rejected, a short justification is to be added.

Recommendations <sup>1</sup>	Management Response <sup>2</sup>
<p>RECOMMENDATION 5 – STRATEGIC PRIORITIES: UNODC Kyrgyzstan should aim to continue support for human rights based criminal justice responses in PVE with a minimal disruptive break by developing relevant follow-up initiatives and actively looking for donor support in this area.</p>	<p>Accepted</p>
<p>RECOMMENDATION 6 – GENDER EQUALITY AND HUMAN RIGHTS: In future programming, UNODC project management in Kyrgyzstan should include a stronger focus on the integration of gender responsive approaches in methodologies and tools, as well as on developing differentiated approaches catered to other vulnerable groups including youth.</p>	<p>Accepted</p>
<p>RECOMMENDATION 7 – PARTNERSHIP MANAGEMENT: In future projects jointly implemented with other agencies, UNODC management in Kyrgyzstan together with the respective partner agency should develop mechanisms and tools for a more efficient and effective joint implementation with a true partnership spirit.</p>	<p>Accepted</p>
<p>RECOMMENDATION 8 - BROADER COLLABORATION: For any future initiative related to PVE it is recommended for UNDOC Kyrgyzstan to build a stronger partnership strategy that includes other UN agencies but also CSOs working on the ground, with the aim to build broader coalitions, share knowledge and experience, and maximise results.</p>	<p>Accepted</p>

## INTRODUCTION

After becoming independent, the Kyrgyz Republic has gone through a complex process of state-building in a context of political instability and identity related issues. In a dichotomy of globalization and liberalization on the one hand, and re-traditionalization on another, the ideological vacuum that emerged after 1991 has been filled by religious - mainly Islamic - groups. Deterioration of socio-economic conditions, more recently aggravated by the Covid-19 pandemic, presents a set of factors which cause polarization, radicalization and social and political tensions, including the latest political upheaval that occurred in 2020. Especially young people look for job opportunities abroad, engage in social and political unrest within the country, or support extremist ideologies. With the emergence of ISIS and other extremist groups in Syria and Iraq, more than 800 foreign terrorist fighters are reported to be from Kyrgyzstan out of 3000 individuals from Central Asia.

## PROJECT DESCRIPTION AND OBJECTIVES

In the above context, the overall goal of the project “Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic” (XACZ61) was to reduce vulnerability to violent extremism in the Kyrgyz Republic by focusing on three outputs: 1) Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalisation to violence in prisons as well as on disengagement interventions for violent extremist offenders, 2) Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism, and 3) Forensic experts provide high-quality expertise in terrorism and extremism related cases. The project has been implemented jointly by UNODC and UNDP, with UNODC in the leading position, and ran from January 11, 2018 - July 11, 2021 (including six months no-cost extension) with an overall budget of 1,758,000 USD provided by the UN Peacebuilding Fund (PBF). Key activities across the three output areas included needs assessments, development of policy and legislation, methodologies and tools for state agencies, capacity building through staff trainings, equipment and infrastructure support. The principal beneficiaries of the project are the respective state institutions that received direct support through project activities. Indirect beneficiaries are violent extremist offenders and their family members that would benefit from rehabilitation and social reintegration measures.

## PURPOSE, SCOPE AND METHODOLOGY OF EVALUATION

The purpose of the Final Independent Project Evaluation was to assess the project’s implementation process and peacebuilding results. It covered the project implementation phase from January 2018 to July 2021. The evaluation applied a mixed methods approach, combining quantitative and qualitative data collection and analysis. Given the highly sensitive context of the project, the evaluation team paid attention to do no harm approaches to ensure that work is guided by respect, fairness, and transparency. The evaluation adhered to United Nations Evaluation Group (UNEG) norms and standards and the UNDOC Evaluation Guidelines. It applied three methods for data collection: desk review of about 200 documents, 63 semi-structured interviews with seven different stakeholder types and online surveys with training participants under all three output areas. Due to Covid-19 restrictions, all data collection took place remotely. Triangulation techniques were used to validate findings and develop related conclusions and recommendations.

## MAIN FINDINGS

**RELEVANCE** - The project has been aligned with strategic priorities of both the UN and the Kyrgyz government and it has addressed key stated needs of main beneficiary institutions, namely the State Prison Service, the Probation Department and the State Forensic Service. Most stakeholders consulted confirm the project’s relevance to address key drivers of radicalization to violence in prisons and probation settings and to support

national strategies, though perceptions of relevance of PVE among stakeholders are varied. While project design is overall logical and consistent, a more detailed Theory of Change of the intervention logic is missing.

**COHERENCE** - In the context of the overall development of the PBF Peacebuilding Priority Plan 2018-2021 (PPP), a consultation process took place for the project design, involving government, UN agencies and civil society that enhanced the level of alignment among project stakeholders. The PBF Secretariat had initially put mechanisms in place to ensure coordination among all UN agencies engaged in the PPP implementation. However, the level of coordination among agencies decreased over time and coordination with other international and national organizations working in similar fields in other projects has been limited.

**EFFICIENCY** - The overall set-up of project staffing contributed to a good implementation process, although high workload and consequences of staff turnover at UNODC and in state authorities have been hindering factors for efficiency. Planning and coordination processes have been efficient overall, with bureaucratic processes from both UN and government side being main hindering factors in addition to the Covid-19 pandemic. Financial planning could have been sounder and there has been fragmented knowledge management and some inconsistencies in documentation of activities and results.

**EFFECTIVENESS** - Output 1 positively contributed to a change process within the prison system as it adopts elements of an increased human rights approach. The RNA tool, still in the process of being finalised, will be a further important milestone to effectively implement this approach. Results might have been more significant if the nature of capacity building with prison personnel was more inclusive, and the scope and intensity more profound – e.g., by better integrating prison staff in the development and testing of the RNA tool. Output 2 has been effective in supporting the first phase of institutionalization of the probation department, which is to be sustained and further developed. Inter-agency cooperation in the probation system at national and local levels delivers some primary results, which could be strengthened if accompanied with relevant changes to secondary legislation and stronger community awareness raising and engagement measures. Output 3 has made an effective contribution to the professionalization of the SFS. Improvement of forensic expertise, though limited in scope seems to have had some incipient effects on fairer trials although lack of research does not allow for a substantiated finding. Less clear results have been achieved regarding quality management that still needs improvement, and inter-agency cooperation.

**IMPACT** - The project has laid important groundwork in all output areas, but it will still take time to register substantial impact. There is however a positive perception on the project's likely contribution to reducing vulnerability to violent extremism in Kyrgyzstan in the longer term. The project has made concrete contributions to SDG 16, and incipient effects are the humanisation of the justice system and reducing overcrowding in prisons through the promotion of non-custodial sanctions

**SUSTAINABILITY** - The project has contributed to legislation change, installed new knowledge, capacities, methodologies, tools and infrastructure in the prison system, the probation institution and the state forensic service. These will continue beyond the project. Risks to sustainability include high staff turnover in state authorities ("evaporation of knowledge"), weak financial capacity of the state and political instability. Given that impact is still incipient, for results to be sustained and maximized further donor support will be needed.

**HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND** - The project has worked with strategic prudence to promote issues related to human rights in all three output areas. Activities are consistent with reaching the most disadvantaged: those sentenced to imprisonment, detention or probation. Concerns remain regarding the classification and RNA processes and tools, which are currently being addressed by UNODC. There were efforts to include women and their expertise, views and needs and at most stages of the project, though a gender differentiated approach is not observed as integral to outputs and outcomes.

**RISK-TOLERANCE AND INNOVATION** - The project brought a degree of innovation to the country by introducing new methods and tools for management of VEOs in prison and probation. Risks were mostly correctly anticipated and monitored, such as political unrest or staff turnover in state institutions. The key risk to project implementation was Covid-19. Few mitigation mechanisms could be put in place given the external nature of these risks; the main one being a six-months project extension to finalize delayed activities. The

project has shown flexibility in adapting to additional government priorities during implementation, which made reallocation of budget necessary.

PROJECT CATALYTIC EFFECTS - Several catalytic effects have been reported by the project; these could not objectively be verified by the evaluation given lack of access to respective stakeholders involved (which does not mean that these effects have not taken place). Additional non-financial catalytic effects identified are related to multiplier effects for training materials developed in the area of probation and forensics, which are reportedly being used in academic teaching and other stakeholders in contexts outside of the project

## MAIN CONCLUSIONS

Conclusion 1 - The project has made an important contribution to peacebuilding priorities in Kyrgyzstan, in alignment with government interests and needs, the Peacebuilding Priority Plan, the UNDAF and UNODC global and regional strategies, and coherently built on previous work on criminal justice policy and practise.

Conclusion 2 - The project has been implemented in a highly challenging and volatile context which has limited full success of implementation and weakened sustainability, requiring further support to the effective implementation of good prison management, probation services and forensics examinations in trials based on quality standards.

Conclusion 3 - The project has taken a holistic approach and made a clear contribution, although not quantifiable, to SDG 16 and SDG 5, by contributing to gender-sensitive research and analysis and paying attention to an inclusive implementation process. Likewise, the project has promoted human rights standards for all three output areas. Gender responsiveness could still be strengthened in methodologies and tools, and some human rights concerns still need to be addressed for the finalisation of the RNA processes and tools.

Conclusion 4 - Internally, the project has aimed to maximize results by being flexible in terms of responding to additional government requests and given limited financial resources, applying a cross-financing approach that implied pulling resources from other projects to implement planned activities; but financial planning was not entirely sound and some activities could not be finalized.

Conclusion 5 - Given the highly challenging situation regarding limited research on VE/PVE in Kyrgyzstan, and challenges at PBF level to conduct baseline, midline and end line data collection, the project has made strong efforts conducting needs assessments and monitoring visits and by commissioning additional research. However, limitations in following up on results, especially regarding trainings conducted, and challenges related to the project log frame hindered consistent reporting on activities, outputs and outcomes.

Conclusion 6 - Although UNDP and UNODC had previously worked with other agencies, e.g. under the Gender and Youth Promotion Initiative (GYPI), the project has been the first general PVE focused initiative jointly implemented by UNODC and UNDP, due to the PBF's requirement for partnership building. While initial efforts were made to operationalize partnerships and to apply a learning and adaptation strategy, limited staffing and high workload both at PBF level and in the implementing agencies, as well as a lack of built-in mechanisms and tools for collaboration has led to decreasing synergies among UN agencies under the PPP over time.

Conclusion 7 - Despite the existence of some internal guidelines and processes, it has been challenging for the project to keep a full track record with related documentation of all activities implemented and related results due to a limited use of adequate (joint) monitoring tools and document storage, high staff turnover connected with fragmented institutional memory, weak internal knowledge management and only partly conducted handover processes from one manager to another.

## MAIN RECOMMENDATIONS

RECOMMENDATION 1 – PROJECT DESIGN: For future programming, UNODC project management should apply a participatory process for elaborating a more detailed Theory of Change to build a strong intervention logic, in collaboration with partner agencies, experts and counterparts.

RECOMMENDATION 2 – MONITORING AND ADAPTIVE PLANNING: The Programme Office should strengthen its internal quality assurance system for application of clear guidelines and tools for results-based monitoring and adaptive planning and budgeting for all projects, making use of existing UNODC guidelines and tools.

RECOMMENDATION 3 – KNOWLEDGE MANAGEMENT: The Programme Office in close collaboration with ROCA should elaborate an Internal Knowledge Management strategy and plan to ensure that information from projects is stored in a harmonised, centralised way to avoid loss of institutional memory and fragmentation of information, and to foster organisational learning.

RECOMMENDATION 4 – PROJECT DELIVERY: UNODC Project Management in Kyrgyzstan should consider new/more sustainable approaches to capacity building and actively seek synergies with organisations that work in related areas.

RECOMMENDATION 5 – STRATEGIC PRIORITIES: UNODC Kyrgyzstan should aim to continue support for human rights based criminal justice responses in PVE with a minimal disruptive break by developing relevant follow-up initiatives and actively looking for donor support in this area.

RECOMMENDATION 6 – GENDER EQUALITY AND HUMAN RIGHTS: In the future, UNODC project management in Kyrgyzstan should include a stronger focus on the integration of gender responsive approaches, as well as on developing differentiated approaches catered to other vulnerable groups including youth.

RECOMMENDATION 7 – PARTNERSHIP MANAGEMENT: In future projects jointly implemented with other agencies, UNODC management in Kyrgyzstan together with the respective partner agency should develop mechanisms and tools for a more efficient and effective joint implementation with a true partnership spirit.

RECOMMENDATION 8 - BROADER COLLABORATION: For futures initiative on PVE it is recommended for UNODC Kyrgyzstan to build a stronger partnership strategy that includes UN agencies but also CSOs working on the ground, to build broader coalitions, share knowledge and experience, and maximise results.

## MAIN LESSONS LEARNED AND BEST PRACTICE

1. Criminal justice policy, sentencing practice and non-custodial sanctions have been of positive consequence to challenges in the prison system, specifically rates of incarceration. Community engagement for rehabilitation and reintegration of VEOs is challenging and requires complex and systemic approaches.
2. There is limited peacebuilding stakeholder coordination in Kyrgyzstan, including those working on PVE. Fluctuating demand and leadership from the government to encourage design and functioning of a strategic donor coordination platform limits results of development and peacebuilding programs.
3. It is vital to draw upon a range of appropriate expertise at the right time in the development of new methodologies and this should be supported by suitably qualified and experienced staff who have clearly defined responsibilities and a viable workload
4. Overall signed work plans with state authorities to ensure continuity of implementation in a volatile context has been a best practice, although more flexibility might be needed for adaptive planning.
5. UNODC has shown a notable long-term commitment to accompany national partners in a difficult and challenging political and social context, when it comes to promoting criminal justice reforms compliant with international standards and this project has built on results achieved in previous projects to ensure coherence and continuation of activities.
6. The project has addressed a range of needs in a comprehensive way to deliver support to a very specific group of final beneficiaries, notable, a package of support that covers good prison management and human rights within the criminal justice system.
7. The project has paid due attention to enabling legislation, policy and regulation being the foundation from which state agencies have the confidence to do things differently and know they are authorised to do so. At the same time, it has recognised that systemic change requires adaptations in practice of staff of beneficiary organisations. Therefore, understanding and responding to staff needs and capacity have been important in this project which has been augmented by a training of trainers' approach.

# SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings	Evidence <sup>3</sup>	Recommendations <sup>4</sup>
<p>While project design is overall logical and consistent, a more detailed Theory of Change of the intervention logic is missing.</p> <p>Challenges related to the project log frame hindered consistent reporting on activities, outputs and outcomes</p>	<p>Document review, interviews with project staff and experts, general stakeholders</p>	<p>RECOMMENDATION 1 – PROJECT DESIGN: For future projects, UNODC project management should apply elaborate a more detailed Theory of Change accompanied by a visual model to build a strong intervention logic, in collaboration with partner agencies, experts and counterparts.</p>
<p>Financial planning could have been sounder and there has been fragmented knowledge management and some inconsistencies in documentation of activities and results.</p>	<p>Document review, interviews with project staff</p>	<p>RECOMMENDATION 2 – MONITORING AND ADAPTIVE PLANNING: UNODC Programme Office should strengthen its internal quality assurance system for application of clear guidelines and tools for results-based monitoring and adaptive planning and budgeting for all projects, making use of existing UNODC guidelines and tools</p>
<p>Despite the existence of some internal guidelines and processes it has been challenging for the project to keep a full track record with related documentation of all activities implemented and related results due to a limited use of adequate (joint) monitoring tools and document storage, high staff turnover connected with fragmented institutional memory, weak internal knowledge management system and only partly conducted handover processes.</p>	<p>Document review, interviews with project staff and experts</p>	<p>RECOMMENDATION 3 – KNOWLEDGE MANAGEMENT: UNODC Programme Office in close collaboration with ROCA should elaborate an Internal Knowledge Management strategy and plan to ensure that information from projects is stored in a harmonised, centralised way to avoid loss of institutional memory and fragmentation of information, and to foster organisational learning.</p>

<sup>3</sup> General sources that substantiate the findings.

<sup>4</sup> Should include the specific target group of implementing recipient(s) at UNODC.

Findings	Evidence <sup>3</sup>	Recommendations <sup>4</sup>
Risks to sustainability include high staff turnover in state authorities (“evaporation of knowledge”), weak financial capacity of the state and political instability.	Document review, interviews with project staff/ experts, general stakeholders, beneficiary organisations, indirect stakeholders	RECOMMENDATION 4 – PROJECT DELIVERY: UNODC Project Management should consider new/more sustainable approaches to capacity building and actively seek synergies with organisations that work in related areas.
Given that impact is still incipient, for results to be sustained and maximized further donor support will be needed.	Interviews with project staff and experts, general stakeholders, beneficiary organisations, indirect stakeholders	RECOMMENDATION 5 – STRATEGIC PRIORITIES: UNODC Kyrgyzstan should aim to continue support for human rights based criminal justice responses in PVE with a minimal disruptive break by developing relevant follow-up initiatives and actively looking for donor support in this area.
There were efforts to include women and their expertise, views and needs and at most stages of the project, though a gender differentiated approach is not observed as integral to outputs and outcomes.	Document review, interviews with project staff and experts, general stakeholders, beneficiary organisations	RECOMMENDATION 6 – GENDER EQUALITY AND HUMAN RIGHTS: UNODC project management in Kyrgyzstan should include a stronger focus on the integration of gender responsive approaches in methodologies and tools, as well as on developing differentiated approaches catered to other vulnerable groups including youth.
While initial efforts were made to operationalize partnerships and to apply a learning and adaptation strategy, limited staffing and high workload at PBF level and in the implementing agencies and a lack of built-in mechanisms/tools for collaboration led to decreasing synergies among UN agencies under the PPP over time.	Document review, interviews with project staff and experts, general stakeholders	RECOMMENDATION 7 – PARTNERSHIP MANAGEMENT: In any joint projects, UNODC management in Kyrgyzstan together with the respective partner agency should develop mechanisms and tools for a more efficient and effective joint implementation with a true partnership spirit.
The level of coordination among agencies decreased over time and coordination with other international and national organizations working in similar fields has been limited.	Document review, interviews with project staff and experts, general stakeholders, indirect stakeholders	RECOMMENDATION 8 - BROADER COLLABORATION: For any future PVE projects, UNODC Kyrgyzstan should build a stronger partnership strategy that includes other UN agencies but also civil society organisations working on the ground, with the aim to build broader coalitions, share knowledge and experience, and maximise results.

## BACKGROUND AND CONTEXT

Kyrgyzstan emerged as an independent state in 1991. Processes of state-building and nation-building have been challenging due to political instability and complexity of identity related issues. Political instability<sup>5</sup> is related to several factors that remain as challenges for the development of the country. These include 1) fragile political and social institutions<sup>6</sup>; 2) a challenging environment for democratic rule and open society building, including limited political leadership<sup>7</sup>; 3) geographic and socio-cultural closeness to conflict zones<sup>8</sup>.

The complexity of identity related issues in Kyrgyzstan is to be seen through the processes of globalization and liberalization on the one hand, and re-traditionalization on another. The ideological vacuum that emerged after 1991 has been filled by religious - mainly Islamic - groups, in the context of the country's rapid democratic reforms and liberalization.<sup>9</sup> At the same time, Kyrgyzstan has developed a dynamic civil society, mainly associated with donor-funded non-governmental organizations, which seems to be increasingly at odds with locally emerging ethno-nationalist and religious forces.<sup>10</sup> The growing ethno-nationalism is rooted in a lack of a shared civic identity which is yet to be developed.<sup>11</sup> There are challenges to sustain the multilingualism of the country and to find a balance in developing the local Kyrgyz language, which is increasingly used more by Kyrgyz, and yet leveraging benefits of the Russian language for a peaceful communication among diverse ethnic groups of Kyrgyzstan and access to education and work opportunities abroad.<sup>12</sup>

The deterioration of socio-economic conditions in the country presents another set of factors which cause polarization, radicalization and social and political tensions, including the latest political upheaval that occurred in 2020. The situation has been aggravated due to the Covid-19 pandemic: in 2020, the national GDP declined 8.6%, inflation rose 9.7%, and food prices increased 17.6%.<sup>13</sup> High poverty rates and high unemployment, a weak education system, as well as widespread corruption and weak governance are just a few factors that push especially young people to look for job opportunities abroad, engage in social and political unrest within the country, or support extremist ideologies.<sup>14</sup> With the emergence of ISIS and other extremist groups in Syria and Iraq, more than 800 foreign terrorist fighters are reported to be from Kyrgyzstan out of 3000 individuals from Central Asia.<sup>15</sup> This shows that religious radicalization caused by the complexity of socio-economic and ideological factors is an issue in Kyrgyzstan that requires well-thought out and long-term efforts.

---

<sup>5</sup> Kyrgyzstan is the only country in the post-Soviet Central Asia that experienced three political upheavals in 2005, 2010 and 2020, respectively, and two outbreaks of ethnic violence in 1990 and 2010.

<sup>6</sup> Pridemore, W. A., & Kim, S. W. (2006). [Democratization and Political Change as Threats to Collective Sentiments: Testing Durkheim in Russia](#). *The Annals of the American Academy of Political and Social Science*, 605(1), 82–103.

<sup>7</sup> Urmanbetova, Z. [Democracy in Kyrgyzstan: Problems and specific features](#). The Kyrgyz-Turkish Manas University, Bishkek, Kyrgyzstan, p.2, p. 6-7

<sup>8</sup> For example, Afghanistan or Xinjian province of East China. Ahrari, M. E. (2000). [China, Pakistan, and the "Taliban Syndrome"](#). *Asian Survey*, 40(4), 658–666.

<sup>9</sup> Engval, J. (2020). [Religion and the Secular State in Kyrgyzstan](#). Central Asia-Caucas Institute Silk Road Studies Program, 1-57, p.49.

<sup>10</sup> Ibid, p.12.

<sup>11</sup> Chotaeva, Ch. (2005). [Etnokulturnye factory v istorii gosudarstvennogo stroitelstva Kyrgyzstana](#). 1-248, p.63.

<sup>12</sup> Orusbaev, A. Mustajoki, A. & Protassova, E. (2008), Arto Mustajoki & Ekaterina (2008) [Multilingualism, Russian Language and Education in Kyrgyzstan](#), *International Journal of Bilingual Education and Bilingualism*, 11:3-4, 476-500, p.458.

<sup>13</sup> 2020 UN Country Annual Results Report for Kyrgyzstan, p. 1

<sup>14</sup> United Nations Country Team. (2019). [UN Common Country Analysis](#), 1-57, p.53. Update.

<sup>15</sup> United Nations Kyrgyz Republic. (2020). [PBF Peacebuilding Priority Plan 2017-2020](#), p.5.

## OVERALL CONCEPT AND DESIGN

In this overall challenging and complex context, UNODC along with other five UN agencies implemented the United Nations Peacebuilding Fund's (PBF) Peacebuilding Priority Plan 2017-2020 (PPP), aimed at supporting efforts by the Government of the Kyrgyz Republic to prevent radicalization potentially leading to violent extremism. The PPP included three outcomes, for each of which one project was designed. As a PBF requirement, each project had to be implemented by a partnership of two or more agencies. The project "Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic" aimed to contribute to Outcome 2 of the PPP: "Penitentiary and probation officers as well as the police and forensic experts are able to prevent and address radicalization to violence by ensuring adequate safeguards respecting national and international standards". The other two outcome areas of the PPP focused on supporting an inclusive governance and justice system (outcome area 1) and building community resilience to violent and manipulative ideologies (outcome area 3). The project under evaluation was conceived to be implemented in tandem with the other two PPP projects, and it was intended to seize opportunities for interlinkages to streamline approaches and connect activities and results among the three projects at the national and local levels.<sup>16</sup>

The project has been implemented jointly by UNODC and UNDP, with UNODC in the leading position. The project ran from January 11, 2018 - July 11, 2021 (including a six months no-cost extension) with an overall budget of 1,758,000 USD. Of this budget, 80% (1,408,000) was allocated to UNODC and 20% (350,000) to UNDP. While UNODC's budget covered all three output areas, UNDP's part was exclusively allocated to output area 2 on probation.<sup>17</sup> Key national counterparts for implementation were the State Prison Service (PS), the State Forensic Service (SFS) directly subordinate to the Kyrgyz Government and the Probation Department (PD) as a part of Prison Service until early 2019. After the government restructuring in April 2021, all three institutions are now under the Ministry of Justice.<sup>18</sup> At the local level, the project aimed to engage with local self-government bodies (LSG), local crime prevention centres and civil society organisations (CSO), among others.

Project staffing has been fluctuating over time but as a general set-up, UNODC provided an international programme manager, national project managers as well as different programme, administrative and finance assistants, a Monitoring and Evaluation (M&E) officer, and a communications specialist. From UNDP's side, one programme specialist coordinated implementation of activities and one senior advisor provided general oversight and advice.<sup>19</sup> All staff involved worked part time on this project. In addition, the project contracted 15 individual experts<sup>20</sup> that collaborated in working groups to provide subject matter expertise and develop outputs related to the three thematic areas covered by the project.

While the different UN agencies were responsible for project implementation, the PBF secretariat's role was to improve coordination among the PBF projects and ensure information exchange. At PPP level a Joint Steering Committee (JSC) co-chaired by the Head of Department at the President's Office and the UN Resident Coordinator and with 28 representatives from government structures and commissions, non-governmental organizations, and UN agencies should oversee overall project implementation. In addition, the PBF Secretariat should "lead monitoring and evaluation processes, ensuring commitment, coordination and support to all implementing partners".<sup>21</sup>

---

<sup>16</sup> Project document, p. 12

<sup>17</sup> Ibid, p. 23

<sup>18</sup> The PD was moved under the MoJ also due to the project influence, following international best practice. The SFS was also moved under the MoJ during the course of the project.

<sup>19</sup> However according to information provided by UNODC, some UNODC staff were temporarily financed by UNDP, and other staff involved in this project was also partly financed by other UNODC projects. A more detailed staffing and budgeting analysis is provided in the section on efficiency.

<sup>20</sup> According to the contracts shared with the evaluation team.

<sup>21</sup> Project document, p. 27

According to the project document, the overall goal was to reduce vulnerability to violent extremism in the Kyrgyz Republic by supporting national efforts to prevent radicalization to violence in prisons, improve governance of the penitentiary system and probation services to manage violent extremist offenders, implement community policing and engagement strategies to prevent further progression to violent extremism, and strengthen forensic services in terrorism and extremism related cases in order to ensure adherence to fair trial standards. While the project document does not make any explicit reference to the Sustainable Development Goals (SDGs), since 2020 the project progress reports identify a contribution to SDG 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, and SDG 5 - Achieve gender equality and empower all women and girls. Regarding the latter, the project document included gender equality as a significant objective, with a gender marker score 2.<sup>22</sup>

The project aimed to contribute to the overall goal through three distinct output areas as included in the project document:

**1. Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalisation to violence in prisons as well as on disengagement interventions for violent extremist offenders**

According to the project document, this area included advocacy and technical support for a clear legal basis and procedural framework for the detention and management of violent extremist prisoners (VEPs); institutionalization of prison staff capacity development; roll-out of a unified risk and needs assessment and classification system for VEPs; the design of rehabilitation programmes for VEPs and related mentoring support.

**2. Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism**

This included the development of the probation service and institutional capacity to engage with VEPs and their families to prevent the spread of violent extremist ideas in communities; development of multi-agency coordination and social partnerships for information-sharing and joint planning on the prevention of violent extremism involving local authorities, the police, local crime prevention centres and civil society; and exchange of promising practices on the implementation of mentoring programmes for VEPs.

**3. Forensic experts provide high-quality expertise in terrorism and extremism related cases**

This included legal advice to bring legislation governing the provision of forensic expertise in terrorism and extremism related cases in line with international standards; capacity building (including training, mentoring, methodological support and technical assistance for forensic experts) on the provision of psycho-linguistic and religious expertise in terrorism and extremism related cases, and the creation of a quality control and management system for the provision of psycho-linguistic and religious expertise.

The principal beneficiaries of the project are the respective state institutions that receive direct support through the project activities. Indirect beneficiaries are violent extremist offenders (VEOs) and their family members that would benefit from rehabilitation and social reintegration measures, both prison-based and in the context of probation; as well as offenders that would benefit from fairer trials due to the improved quality of forensic analysis in extremism and terrorism related cases.<sup>23</sup> In this regard, the project includes vulnerable and marginalised groups as beneficiaries, although a clear do no harm approach does not become explicit in the project design.

---

<sup>22</sup> The PBF gender marker is based on a 4-point scale, with projects scored 0 meaning they are not expected to contribute noticeably to gender equality and projects scored 3 having gender equality as a principal objective.

<sup>23</sup> Although these indirect end beneficiaries are not explicitly part of the project's description of the intervention logic, indicators included in the project log frame refer to these aspects.

## PURPOSE AND SCOPE

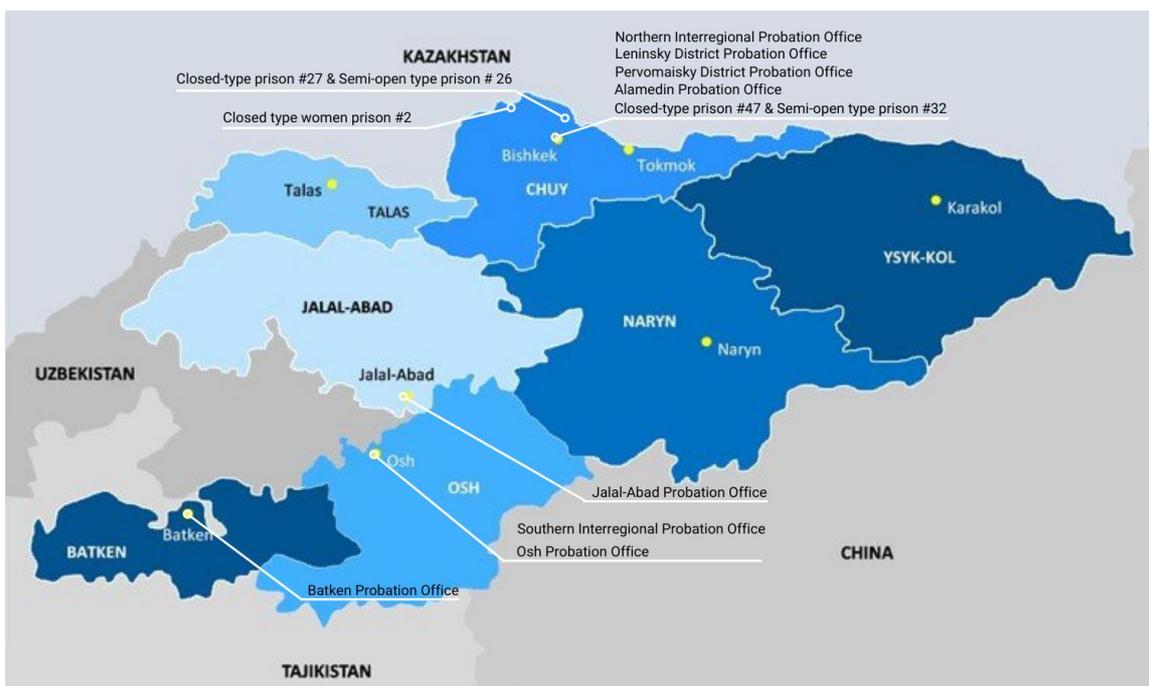
The overall purpose of the Final Independent Project Evaluation of the project “Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic” (XACZ61) was to assess the project’s implementation process and peacebuilding results. It covered the project implementation phase from January 2018 to June 2021. The evaluation aimed to assess the extent to which planned achievements at the output and outcome level were met in an inclusive way and to determine the project’s overall added value to peacebuilding in the Kyrgyz Republic in the areas of prevention of radicalization to violence in prisons and probation settings. As part of this exercise, the evaluation draws lessons about peacebuilding approaches and operational practices that can both improve the sustainability of benefits from the project and aid in the overall enhancement of UNODC and UNDP programming. The main users of this evaluation results are the UNODC Regional Office for Central Asia (ROCA) and Project management, Core Learning Partners (CLPs) and the project donors and beneficiary agencies in the Kyrgyz Republic.

## THE COMPOSITION OF THE EVALUATION TEAM

The evaluation was conducted by a team of three experts, two female and one male: an international team leader (Ms. Nina Retzlaff) with 12 years of work experience implementing evaluation projects with international organizations and multilateral agencies, bilateral cooperation agencies, and private sector organizations; an international substantive expert (Mr. Paul English) with 30 years of experience in the international development and human rights sector including over 20 years with a focus on penal reform, and a national substantive expert (Ms. Chinara Esengul) with over 10 years of experience in researching and advising government and UN organisations in Kyrgyzstan on Central Asian peace and security issues.

## MAP OF PROJECT COUNTRIES

The geographical scope of the evaluation was the national level of Kyrgyzstan. Most activities have been conducted at the central level, but the project also included pilot locations in the Southern region of the country (Osh, Jalal-Abad and Batken provinces). Regarding output 1, the project worked with five pilot prisons, and under output 2 eight probation offices have been supported. Several training activities took place at the regional level as well, including in Osh and Issyk-Kol.



Map of Kyrgyzstan with regions and project pilot locations (five pilot prisons, eight probation offices)

Source: own elaboration with map from Sketch Bubble

## EVALUATION METHODOLOGY

---

The overall methodological approach for the evaluation was non-experimental, making use of contribution analysis. The evaluation applied a mixed methods approach, combining quantitative and qualitative data collection and analysis. The evaluation adhered to United Nations Evaluation Group (UNEG) norms and standards and the UNDOC Evaluation Guidelines<sup>24</sup>, including the UNODC Evaluation Policy and Handbook and UNEG Guidance on Integrating Human Rights and Gender in Evaluations.

Given the highly sensitive context of the project, the evaluation team paid attention to do no harm approaches to ensure that work is guided by respect, fairness, and transparency. To this end, the evaluators developed standard tools and procedures for data collection and coordinated data collection closely with the UNODC project team and national authorities, especially the PS and PD. The evaluation also applied a gender-sensitive approach and considered human rights aspects by including a wide range of stakeholders through interviews and surveys, and by maintaining a gender balance in the sampling of interviewees. Additionally, the evaluation includes specific criteria and questions on human rights and gender mainstreaming.

The evaluation applied three methods for data collection: desk review, semi-structured interviews and online surveys. Due to Covid-19 restrictions, all data collection took place remotely.



The evaluators revised approximately 200 documents and data provided by UNODC and obtained through own research. UNODC documents included strategic documents, needs assessments and public monitoring reports, work plans, progress reports, materials produced, expert reports, financial reports, among others.<sup>25</sup> About 70% of the documents provided were in Russian language and first needed to be translated with an online application<sup>26</sup>, given that the two international evaluators have no knowledge of the Russian language. In addition to project documents, the evaluators revised other background information such as studies and research reports on peacebuilding in Kyrgyzstan, evaluation reports of previous projects conducted in the country related to PVE, and other context information.



The evaluators conducted 63 semi-structured online interviews with 67 interviewees (most were individual interviews; some were conducted with two or more participants). Purposeful sampling was used to ensure that all stakeholder groups under all output areas are represented. An initial list of 35 stakeholders shared by UNODC was gradually expanded in collaboration with the project team as the evaluators identified additional relevant stakeholders through document review. Stakeholders were grouped into seven categories and for each, the evaluators developed a specific interview guide. These included mostly qualitative questions but for some key questions on relevance, efficiency, effectiveness and impact rating questions were included where stakeholders could provide their ratings on a scale from 1 (lowest value) to 5 (highest value).

Given the high variety of stakeholders and differing levels of knowledge about the project, interviews were held in a flexible manner, adapting to each interviewee's specific context. While it was possible to conduct interviews with project staff, some project experts, general project stakeholders<sup>27</sup> and indirect stakeholders<sup>28</sup> in English, interviews with some other project experts, beneficiary organizations<sup>29</sup>, training participants<sup>30</sup> and

---

<sup>24</sup> <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>

<sup>25</sup> A list of all documents reviewed is included in the annex of this report.

<sup>26</sup> The evaluators used DeepL to translate most documents; however not all documents could be translated because of their format. In these cases, the national expert extracted relevant information.

<sup>27</sup> General project stakeholders are staff from PBF and other UN agencies that implemented projects under the PPP, as well as UNODC staff from other projects that had some participation in the implementation of the project under evaluation.

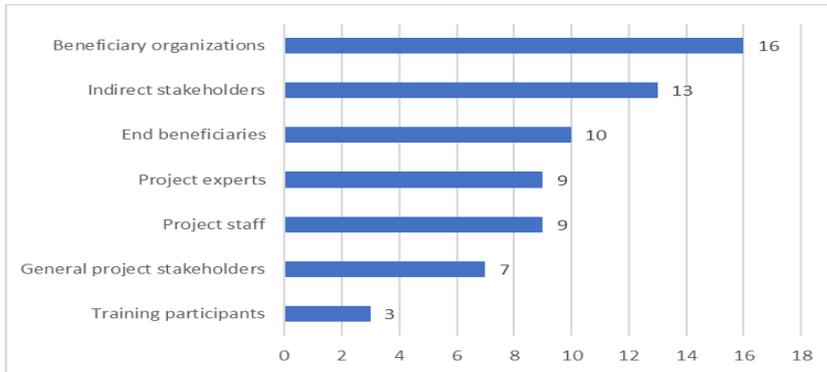
<sup>28</sup> Indirect stakeholders are representatives of other organizations (other donors or implementing organizations) that were not directly involved in project implementation but have been involved in other projects related to any of the three output areas and could provide subject matter expertise on the respective topics.

<sup>29</sup> Beneficiary organizations are the national state authorities – State Prison Service, Probation Department, State Forensic Service, and related sub-organizations (e.g. Prison Service Training Center, or different probation offices).

<sup>30</sup> Training participants are staff from beneficiary organizations, but a separate interview guide was applied to ask specifically about trainings that were conducted by the project.

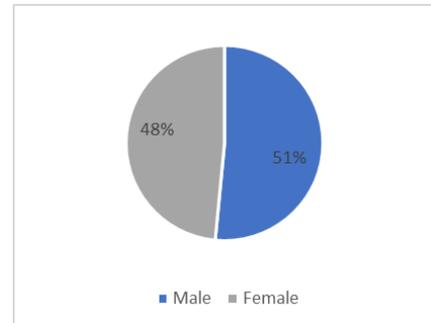
end beneficiaries<sup>31</sup> needed to be conducted in Russian or Kyrgyz and were then translated to English by the national expert. In some cases, the national expert took the role of interpreter while the international evaluators conducted the interview, however this was only applied in some cases as the process turned out to be lengthy.

Figure 1: Number of stakeholders interviewed per stakeholder type



Source: own elaboration

Figure 2: Sex of interviewees



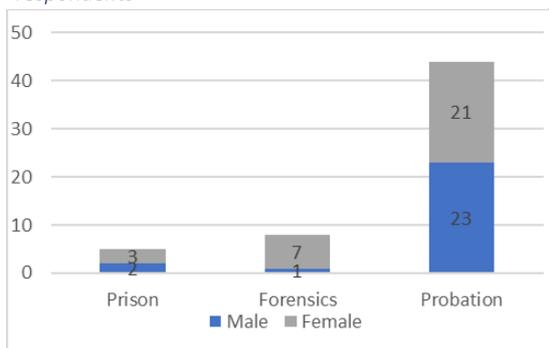
Interviews with probation clients were organized through the Probation Department with support from UNDP staff. The probation officers took care of providing a safe space with internet connection so that it was possible to conduct zoom calls with the national evaluator. Some interviews were conducted via WhatsApp, with probation clients located at their homes.

The evaluators took detailed notes while conducting the interviews, and most were recorded with the consent of interviewees. This allowed for a thorough data cleaning and processing through which all information was introduced into a data processing template in Excel. The evaluators aggregated quantitative information and systematically screened and aggregated information from qualitative answers.



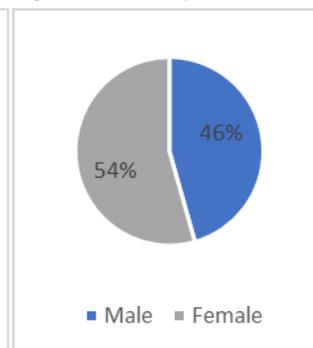
The evaluators designed three online surveys to collect information from the biggest stakeholder group of the project, training participants under the three output areas. Surveys were set up in Survey Monkey and included closed-ended questions to collect ratings on the training quality and the results of respective trainings. In addition, surveys included optional text fields so that respondents could complement their answer choices with short qualitative explanations. Recipients had the option to answer the survey either in Russian or Kyrgyz language.

Figure 4: Number of survey responses and sex of respondents



Source: own elaboration

Figure 3: Overall percentage gender all surveys



The evaluators used convenience sampling for the surveys. A challenge was that despite extensive efforts from both UNODC and the evaluators' side, it was not possible to compile a complete list of training participants with contact information. Therefore, only a smaller part of overall training participants actually received the survey. Regarding the survey sent to participants of

forensics trainings, 17 participants<sup>32</sup> received the survey and with eight responses received, the response rate was 47%. For the prison service staff survey and the probation department staff survey, no response rate could be calculated. Surveys needed to be distributed through the PS and PD and despite several requests made through UNODC, the state authorities did not disclose to the evaluators to how many staff the surveys

<sup>31</sup> End beneficiaries are probation clients.

<sup>32</sup> Out of 27 total training participants.

were sent. Thanks to the active support of the PD, a satisfying number of responses were collected for the probation staff survey, while the low participation of prison service staff leaves the evaluation with an important information gap regarding the quality and results of the training activities conducted through the project under output 1.

Survey responses were translated from Russian and Kyrgyz to English and underwent a thorough data cleaning process before being used for analysis. Due to the various challenges related to the online survey response collection, information from the surveys is used in the analysis as supporting evidence but needs to be interpreted with certain caution and cannot be seen as statistically representative. Ratings from surveys are included in the analysis when specifically related to relevance and effectiveness of trainings, while for a more general assessment of the project’s relevance and performance, aggregated ratings from interviews<sup>33</sup> are used as they include a more comprehensive assessment including all project activities and not only trainings.

After processing, the information obtained through desk review, interviews and surveys was triangulated to confirm and validate information across different information sources. As part of the triangulation process, the team of this evaluation also exchanged on emerging findings with the lead evaluators of the evaluations of Outcome 1 and 3 of the PPP that had been ongoing in parallel to this evaluation.

This process led to the formulation of findings under each evaluation criterion, answering the respective evaluation questions as included in the evaluation matrix. Conclusions have been based on the findings, and recommendations have been developed accordingly to address main issues included in the conclusions in a forward-looking manner to serve as actionable recommendations for future programming of UNODC and UNDP in Kyrgyzstan.

## LIMITATIONS TO THE EVALUATION

Overall, the evaluation process went well and it can be highlighted that most stakeholders contacted for the evaluation have been supportive. Only two stakeholders contacted for interviews declined to participate, and a few others did not respond to interview requests. The project team from UNODC and UNDP has been very responsive and made any extra efforts to provide additional documents as requested and to clarify any questions the evaluators submitted. However, in addition to challenges with the online surveys mentioned in the above section, the evaluation faced important challenges that are summarized in the following table:

*Table 1: Limitations to the evaluation and mitigation measures*

Limitation	Mitigation measures
<p><b>1. Limited availability of research, reliable statistics and data</b></p> <p>There is a lack of secondary literature on VE in Kyrgyzstan and on PVE in prison and probation settings in particular. In this sense, a challenge already stated in the project document remains, there is a “lack of data to understand the enablers...of radicalization to violence in Kyrgyz prisons and the causes of radicalization among those who have been convicted for terrorism and extremism related crimes”, plus a lack of more recent research that could provide evidence regarding the impact level of the project.</p>	<p>The lack of available research was only partly compensated by including a larger number of stakeholders in the interview process, including independent subject matter experts, representatives from international organizations and civil society organizations that work on PVE and shared their insights. The information obtained has a qualitative nature but is deemed helpful to feed into the analysis on relevance and impact. Prison monitoring reports of the project have also been helpful.</p>
<p><b>2. Challenges with project log frame and lack of baseline, midline and endline data</b></p>	<p>The evaluation made extensive efforts for data collection through document review, interviews and surveys and collected information on one of</p>

<sup>33</sup> Average ratings were calculated by summing up the individual ratings given in each interview, and then dividing the total value by the number of people that provided a rating.

<p>Indicators included in the project log frame focus on output/outcome levels but in some cases, it is difficult to causally relate them to activities. In addition, although it had been planned at PBF level to conduct baseline, midline and endline data collection, this was not done so there is a considerable data gap. Project reporting also shows some inconsistencies. This provides an overall weak evidence base to analyse project outputs, outcome and impact.</p>	<p>the indicators included in the log frame that was explicitly supposed to be covered by the evaluation exercise. Nevertheless, compensating completely for the lack of baseline, midline and endline data collection was out of the scope of the evaluation.</p>
<p><b>3. Fragmented internal knowledge management</b></p> <p>Despite the abundance of project documents provided, it was challenging to gain a sound overview on activities conducted and results achieved. While progress reports contained a general narrative, the absence of more detailed planning documents with a chronologic overview of key activities, milestones and achievements made it challenging to relate each document to specific activities and results. Fragmented institutional memory due to high staff turnover at UNODC was an additional challenge.</p> <p>It was especially challenging to organize information on trainings as there was no list of trainings with respective participants available and information had to be manually extracted from a variety of documents. Regarding training results, pre- and post-tests with training participants were not done in all cases, and those training reports that are available show some information gaps.</p>	<p>The evaluators systematically screened all documents provided by UNODC to extract relevant information and organize it according to activities and outputs as included in the project log frame. In addition, extensive interviews were conducted with project staff, including former managers that had already left the organization, to fill information gaps. Several staff members were interviewed two or more times to clarify questions that arose in the document review process, and email exchange with the project team was used to request additional information.</p> <p>However, despite all efforts some gaps remain regarding evidence on certain activities conducted and related results achieved. These are highlighted in the respective chapters of the report.</p>
<p><b>4. Due to Covid-19 restrictions, information limitations especially regarding output 1</b></p> <p>It was not possible to include field missions due to the pandemic. While for output 2 the local level could be included in online data collection, for output 1 this was difficult due to the “closed” nature of the penitentiary system. Data collection was limited to interviews at central level; as it was not possible to access local staff, participants of prison-based rehabilitation or post-release reintegration. The online survey sent to training participants under output 1 received only few responses.</p>	<p>To partly compensate for lack of access to end beneficiaries of prison-based rehabilitation and local prison staff, the evaluators conducted interviews with several experts that had access to this level through their work on other projects in this area. Other than that, information sources are limited to project staff and experts, project documentation and other secondary information – although the latter is also limited (see limitation 1).</p>
<p><b>5. High amount of evaluation criteria to cover</b></p> <p>The evaluation was supposed to cover 10 evaluation criteria (UNEG criteria plus additional PBF criteria). Therefore, data collection instruments needed to include a high number of questions, which made interviews lengthy. In addition, it was challenging to comply with UNODC IES requirements for keeping the main body of the report to 25-30 pages while at the same time providing a sound analysis on all evaluation criteria.</p>	<p>Most interviewees dedicated more time to the calls than anticipated. In several cases, a follow-up interview needed to be conducted or interviewees responded to a part of the questions in writing due to time constraints. While the evaluation team made efforts to keep the main body of the report as short as possible, the report still exceeds the maximum number of pages required.</p>

## II. EVALUATION FINDINGS

### RELEVANCE

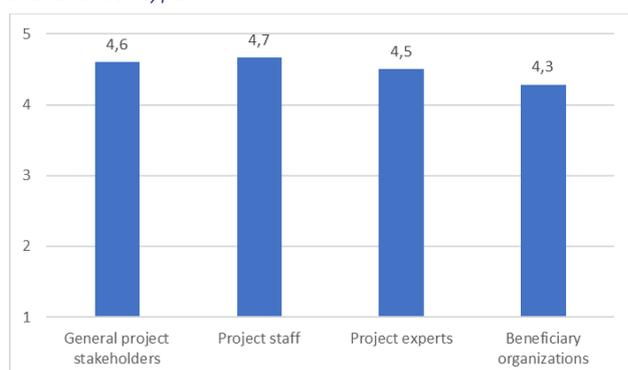
#### EVALUATION QUESTIONS:

To what extent was the project relevant to addressing the needs and priorities, i.e. the key drivers of radicalization to violence in prisons and probation settings and most relevant peacebuilding issues of the target groups/beneficiaries?

How was the project responsive to supporting peacebuilding policy and priorities of the UN and the recipient government in Kyrgyzstan?

The project has been designed based on initial needs assessments conducted for all three output areas.<sup>34</sup> The project document is overall logical, building on the problem analysis provided in the PPP. Although the narrative description of the intervention is coherent, a more detailed Theory of Change (ToC) is missing and the log frame shows some weak causal linkages between different results levels. Nevertheless, an extensive

Figure 5: Average rating of project relevance, per stakeholder type



Source: own elaboration based on interviews

consultation process conducted for the PPP with participation of recipient UN agencies, government and civil society organizations ensured the project's relevance to respond to needs and priorities of the beneficiary organizations.<sup>35</sup> This has been expressed in interviews among all stakeholder types, with an overall average rating of 4,5 out of 5. Identified needs were mostly related to gaps in capacities and expertise of the state authorities related to management of VEPs, probation clients and providing linguistic and psychological analyses for cases related to extremism and terrorism. The perception of training participants expressed through survey responses is lower, but still positive, with an overall

rating of 3,8 for the question how relevant the trainings were for the daily work of participants.

The project document states alignment with government priorities and plans: output 1 and output 2 support the 2017-2022 State Programme for Countering Extremism and Terrorism and its related Action Plan. This has been confirmed through interviews with beneficiary organizations and experts. The State Program mentions several challenges for countering and preventing extremism and terrorism, including the lack of a "system of preventive measures to counter the ideology of extremism and terrorism in places of deprivation of liberty"; and the absence of "proper practices of rehabilitation and reintegration of persons convicted of an extremist crime as well as those who participated in militant actions".<sup>36</sup> Another national priority that the project is aligned with according to stakeholder interviews is the national strategy on penal reform for 2018-2023. The project responds to the perspective of judiciary reform and the need to increase public confidence in the judiciary, which is one of the priorities mentioned in the Kyrgyz National Development Strategy for 2018-2040.

<sup>34</sup> Monitoring visits prisons were partially covered by a previous project conducted 2017-2018 financed by the Japan Government; another study was done with shared resources of various UN agencies.

<sup>35</sup> These were defined as the various state authorities involved in the project under each output area: the State Penitentiary Service and the Probation Department under the Ministry of Justice, both with central and territorial structures, and the State Forensic Service (also under the Ministry of Justice).

<sup>36</sup> State Program, p. 6

Regarding output 3, the project document identifies alignment with a Presidential Decree on law enforcement reform that was issued in 2016, and states that it supports government efforts to establish a unified SFS, which merges the State Forensics Centre with various other laboratories.<sup>37</sup> The State Program also makes reference to the special unit for psychological and linguistic examination in the SFS and the methodology for expert examinations; mentioning this as a positive contribution to countering and preventing extremism and terrorism. No specific need is formulated on capacity development of the SFS. However, UNODC and UNDP with other UN agencies and in collaboration with the Kyrgyz Association of Women Judges conducted a study on jurisprudence in cases related to terrorism and extremism in the Kyrgyz Republic 2014-2018 through which challenges were identified that the project sought to address.

The only more critical issues that were raised by interviewed stakeholders are that the project design could have better anticipated infrastructure needs of state authorities. While the project focused on “soft support” including legislation development, trainings and development of tools and methodologies, it turned out during implementation that state authorities also needed infrastructure to be able to implement new methods and tools introduced by the project. To address these needs, project implementation had to be adapted.<sup>38</sup> Another point raised was that the project could have been even more relevant if local level stakeholders such as LSG and CSOs would have been included in project design consultations. While local level stakeholders consulted did perceive the project to be relevant – especially the support provided to probation offices and pilot prisons – overall the engagement of the project with the local level has been more limited.<sup>39</sup>

### **Relevance for addressing key drivers of radicalization**

The project document describes key issues that the project will address; namely the absence of disengagement for those charged with violent extremism (VE) related offences whilst in detention, the risk of spread of VE inside prisons, that counter terrorism (CT) trials do not meet appropriate standards and the absence of disengagement for those charged with VE offences undertaking community sanctions. These needs are also identified in independent reports.<sup>40</sup> The State Program however does not make use of the term “violent extremist offender” or “violent extremism”. While this may seem like a minor issue of terminology, several stakeholders consulted that were part of the design consultation process said it had been difficult to unpack these concepts and to find alignment among all stakeholders on what these terms mean. Definition and legislation gaps were also discussed in the PBF Joint Steering Committee (JSC) sessions of early 2018.<sup>41</sup> As no consensus could be found, each party continued working with its own definition. According to some interviewees, this lack of alignment was the reason why the ToCs for each outcome of the PPP and the related logical frameworks remained rather weak.

Despite these challenges, it has been positively highlighted that outcome 2 of the PPP – the project under evaluation – has been the most concrete project design that is most clearly aligned with government priorities and needs of state authorities. The main reason for this, according to different stakeholders consulted, is that UNODC is the agency most experienced with PVE and with closest relations to the relevant state authorities. UNDP’s previous experience in related fields has also been positively mentioned.

The above mentioned differences in the conceptualization of VE and PVE and in perceptions of their relevance in the country context have also become clear in interviews. Three main issues arose in conversations with different stakeholder types, who expressed that: 1) radicalization to extremist violence is not a pressing issue in Kyrgyzstan but rather related to foreign extremist groups; 2) the rising numbers of those convicted for extremism from 2014 to 2017 – included in the problem analysis of the PPP and for this project – were mostly

---

<sup>37</sup> Project document p.18-21. At time of the evaluation, this unified service had not been created due to some laboratories’ resistance to be moved under the Ministry of Justice.

<sup>38</sup> This aspect will be further analysed under efficiency and effectiveness.

<sup>39</sup> A more in-depth analysis is provided under effectiveness.

<sup>40</sup> For example, Kyrgyzstan: State Fragility and Radicalisation Crisis Group Europe and Central Asia Briefing N°83

Osh/Bishkek/Brussels, October 2016, and A threat inflated? The countering and preventing violent extremism agenda in Kyrgyzstan, Safer World March 2019, and Uneven ‘Extremism’ Justice in Kyrgyzstan, Human Rights Watch March 2020

<sup>41</sup> Information included for example in the minutes of the JSC session of June 12, 2018.

due to an article of the criminal code that criminalized persons for the possession of extremist materials, even if they had no intent of disseminating them.<sup>42</sup> Therefore, most of those convicted for extremism were in fact not real extremists<sup>43</sup>; 3) the terminology used by UN agencies, i.e. the overuse of 'violent extremist', is potentially harmful and not helpful for work at the community level.

Nevertheless, most of the more sceptical stakeholders still saw relevance in the project and acknowledged there might be a risk of radicalization in prisons, given the lack of differentiated treatment of prisoners. Therefore, the support for humanization of criminal legislation, better prison management and differentiated treatment of prisoners, and the support to the probation institution are all deemed relevant by consulted stakeholders to address factors of radicalization. Likewise, stakeholders saw high relevance in the support to building capacities of the SFS to contribute to fairer trials in extremism and terrorism related cases. Notwithstanding, stakeholders also highlighted that they only express perceptions and that there is a lack of evidence on radicalization to violent extremism, especially in prison settings in Kyrgyzstan. This is a challenge that the project document had correctly identified and that can be confirmed through this evaluation.<sup>44</sup>

Regarding alignment with UN peacebuilding policy and priorities, the project document states alignment with the UN Secretary General's Plan of Action to Prevent Violent Extremism. Furthermore, it corresponds to priority area 2 of the UN Development Assistance Framework (UNDAF) 2018-2022, Good Governance, Rule of Law, Human Rights and Gender Equality.<sup>45</sup> Under this area, one strategy refers to supporting accountability and reform of law enforcement, strengthening forensic services, improving prison management and promoting alternatives to imprisonment and social reintegration of offenders in line with international standards. Interviewees also highlighted the project's alignment with the UNODC global strategy and the regional strategy for Central Asia. In addition, the project in line with UNODC's mandate was supposed to promote the implementation of the UN Standard Minimum Rules for the Treatment of Prisoners ("the Nelson Mandela Rules") and the UN Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders ('the Bangkok Rules') with particular attention for prison and probation management.

## SUMMARY - RELEVANCE

1. The project has been relevant and aligned with strategic priorities of both the UN and the Kyrgyz government and it has addressed some key stated needs of main beneficiary institutions, namely the State Prison Service, the Probation Department and the State Forensic Service. If infrastructure needs of state authorities had been better anticipated and local level stakeholders had been included in design stage, the project could have become even more relevant for these stakeholder groups.
2. Most stakeholders consulted confirm the project's relevance to address key drivers of radicalization to violence in prisons and probation settings and to support national strategies. However, stakeholder perceptions on the relevance of PVE as such differ, and in how far national strategies are entirely sound is difficult to assess due to the lack of recent empirical research (and also outside of the scope of this evaluation).
3. The project under evaluation has been highlighted to be the most concrete and relevant of all PPP projects to address government priorities, due to UNODC and UNDP being more experienced in the topic and UNODC with closest relationships to relevant state authorities.

<sup>42</sup> This Article was changed in 2019; now to be convicted there has to be proof of dissemination of materials.

<sup>43</sup> The project's prison monitoring reports seem to confirm this, as most prisoners interviewed were apparently sentenced only for the possession of literature or video materials that were deemed extremist by authorities.

<sup>44</sup> Project document p. 12

<sup>45</sup> Under this area, the UNDAF mentions explicitly that efforts will also contribute to joint UN-Government efforts to formulate and implement a National Action Plan on the Prevention of Violent extremism.

## COHERENCE

### EVALUATION QUESTIONS:

To what extent were stakeholders involved in the project's design and implementation?

To what extent did the project coordinate with other entities, especially UN actors in the achievement of results?

Project stakeholders are diverse: besides UNODC and UNDP as implementing agencies, the respective government counterparts and contracted implementing organisations and experts, they include the other UN agencies involved in design and implementation of the PPP, namely UNICEF, UNFPA, OHCHR and UN Women. Additionally, the PBF Secretariat and the JSC in their coordinating and monitoring role. International and national organizations working in the sphere of PVE as well as local experts working on justice and security systems, human rights protection, and peacebuilding have been involved at design stage. Project design was led by UNODC with participation of independent experts that also participated in implementation, and UNDP staff. Close consultation took place with the PBF Secretariat and the UN Resident Coordinator Office (UNRCO). National counterparts have also been involved in discussions. Consulted stakeholders expressed overall satisfaction with the inclusiveness of the design process, although several interviewees expressed that after the lengthy PPP consultations, the project design needed to be done rather quickly.

Regarding project implementation, there was good and continuous bilateral collaboration with national counterparts, and UNODC supported the judicial reform expert working group, instrumental in analysing the gaps for effective implementation of probation and other aspects of judicial reform at the local level. Challenges were seen by interviewees in the disruption of the functioning of the JSC due to the political context and frequently changing representatives especially from the government side. On collaboration among UN agencies, different stakeholder types consulted highlighted that most synergies were created with previous UNODC projects related to PVE such as a pilot project supported by the Government of Japan on capacity building of the prison system for managing VEPs, completed in 2018. Several activities of that project laid the groundwork which the project under evaluation built on.<sup>46</sup> The project also continued work by UNODC under the previous PPP 2013-2017 related to probation. To some extent, different agencies continued building on their previous joint work in supporting the justice reform process (UNODC, UNDP and OHCHR). Some level of collaboration took place with UN Women that provided input on gender equality aspects, and documentation shows both UN Women and OHCHR participated in expert coordination group meetings for output 3 on forensics<sup>47</sup>. In addition, an analysis of judicial practice in terrorism and extremism related cases was done jointly by UN agencies.

As reported by most of UN staff consulted, in the early stage of implementation working meetings were quite regular, either facilitated by PBF or by agencies themselves. A Learning and Adaptation Strategy (L&A)<sup>48</sup> as a mechanism for coordination and adaptive planning among projects was proposed by the PBF Secretariat, and meetings of all UN agencies under the PPP took place in 2018. However, over time, coordination declined. Interviewees indicated several factors that hindered effective collaboration, including a) difficulty to break the silo approach of UN agencies that work within their own mandates and with their agency-specific Standard Operating Procedures (SOP), b) limited PBF Secretariat staffing capacity, and c) high turnover among government partners. These views are supported by findings of the L&A Strategy assessment report, which describes the reduced coordination as a result of a) disconnect between the concept and practice of L&A, b) insufficient coordination of L&A activities, c) differences between UN agencies, d) work overload of key project

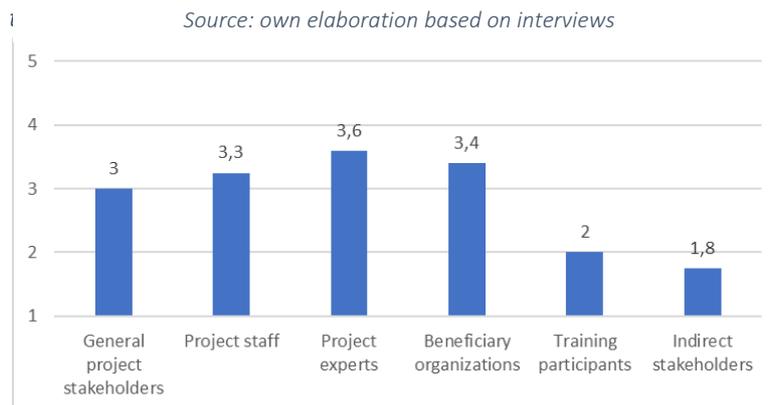
<sup>46</sup> This included for example monitoring visits to closed prisons for mapping the needs of the prison system, capacity building with prison staff and early thinking on developing a risk and needs assessment (RNA) tool.

<sup>47</sup> Output 3 of this project was actually initially planned to be led by OHCHR under Outcome 1 of the PPP but was moved to UNODC upon government request. Therefore, some collaboration took place at least in the initial implementation stages.

<sup>48</sup> Learning and Adaptation Strategy, Peacebuilding Priority Plan 2018-2021, Kyrgyzstan

staff and e) incomplete guidelines for putting L&A in practice.<sup>49</sup> Furthermore, it is perceived as a shortcoming by several staff of different agencies that no common log frame and reporting mechanism for the PPP had been developed. In their view, this could have contributed to a more coordinated and streamlined work among the three projects. The challenge of sustaining coherence is observed especially at the community level. Visits conducted by UN agencies to 11 target communities of the PPP as a part of the L&A strategy enabled a momentum to create synergies among participating UN agencies and their implementing partners, and could have facilitated stronger achievements across all three outcomes at the community level.<sup>50</sup> Certainly there is a need for coordination and joint work especially for probation related rehabilitation and resocialization efforts, as recommended by some government and civil society respondents.

Figure 6: Average rating of knowledge about the project per stakeholder



Coordination with other organizations beyond UN agencies, has been limited. In early training activities for prison staff the project engaged with Soros Foundation and OSCE to facilitate a stronger synergy. In subsequent years, this degree of collaboration has not been sustained, except for a prison system security audit conducted with USAID in 2020, although a number of organisations work in similar fields.<sup>51</sup> While some international and national organizations working on PVE or related fields had basic knowledge about

the project's existence and a few were informed about specific activities, others had limited or no information. This shows that while on some occasions knowledge exchange with other actors was active, there is an opportunity to improve on communication and joint learning. Stakeholder perceptions showed that while coordination mechanisms have continued to function, e.g. the Coordination Council on Prison Reform, at times the political context and Covid-19 have hindered its effectiveness. Thus, it would mostly depend on project manager's own motivation to seek for synergies, which is often not done due to each project's dynamics and high workload, as well as specific dynamics of donor funding.

## SUMMARY – COHERENCE

1. An extensive consultation process took place for the design of the whole PPP and this project as well, involving key stakeholders from government, UN agencies and civil society. While this enhanced the level of alignment among all stakeholders involved, the process has also been perceived as challenging and despite efforts no consensus could be found on the concept of violent extremism, resulting in different perceptions of what success looks like and how it is best achieved.
2. The PBF Secretariat had put mechanisms in place to ensure coordination among all UN agencies engaged in the PPP implementation, including a learning and adaptation strategy. However, it has been challenging to follow through with this approach and the level of coordination among agencies decreased over time. This has resulted in missed opportunities to create synergies for implementation among the three outcome areas, especially at the community level.
3. Coordination with other international and national organizations working in similar fields in other projects has been limited, which invites for more knowledge sharing and creation of synergies during implementation phases.

<sup>49</sup> Learning and adaptation for effective peacebuilding: lessons from the PVE Project in Kyrgyzstan, prepared by Sharibek Dzhuraev, p.8.

<sup>50</sup> Report on localized analysis in eleven territorial communities, Bishkek, Kyrgyzstan, May 2020.

<sup>51</sup> Some indirect stakeholders working in one way or another on the same issues in Kyrgyzstan include Penal Reform International, International Committee of the Red Cross, Hedaya, OSCE Programme office in Bishkek, Saferworld, SFCG, International Alert, IOM, EU and local NGOs such as Foundation for Tolerance International (FTI), Oasis and others.

## EFFICIENCY

### EVALUATION QUESTIONS:

To what extent was the overall staffing, planning and coordination within the project efficient (including between UNODC and UNDP and with stakeholders)?

To what extent were the budgetary resources used in a timely and cost-effective manner?

Efficiency is analysed regarding internal efficiency of project planning, management and monitoring within UNODC and between UNODC and UNDP, as well as planning and coordination between UNODC and UNDP and the respective state authorities under each output area. Overall, perceptions of the different stakeholder

Figure 7: Average rating efficiency per stakeholder type



Source: own elaboration based on interviews

groups consulted are quite positive, with an overall average rating of 3.9 out of 5. The general perception is that project implementation mostly went well and in good collaboration among UNODC and UNDP team members as well as with counterparts in the state authorities.

### Staffing

According to records provided, there were 13 staff funded by PBF over the duration of the project, and at least 2 others, funded from other projects. As 80% of project budget was allocated to UNODC, most staff were UNODC staff while UNDP provided two staff members, one project manager and one

peace advisor. Several UNODC staff had roles related to content and external relationships, both of which are key to continuity and maintaining efficient implementation. While in 2018 and 2019 the project financed five staff respectively, in 2020 eight staff were funded but with significantly less time dedication. For 2021, only one position has been funded and the project also worked with staff financed by other UNODC projects to address staff shortage.

The mix of international and national staff plus the group of contracted individual experts has been perceived by most consulted stakeholders as a good set-up to implement the project efficiently. The use of well qualified and experienced national experts who are familiar with the country context, UNODC/UNDP and state organisations enabled deployment of appropriately qualified expertise to implement activities under all output areas. Nevertheless, there were some project activities where knowledge and experience should have been augmented earlier through additional expertise for example the human rights and safeguarding concerns with classification and risk and needs analysis that are seen from the document review and as expressed by some stakeholders interviewed.

Several other challenges regarding staffing have been highlighted by interviewed stakeholders: First, UNODC's high dependence on donor funding causes mostly short-term contracting practices. This staffing model, with quite frequent changes in personnel, combined with high staff turnover in state institutions, challenged implementation as it caused fragmentation of institutional memory and slowed down the continuity of implementation processes. To a certain extent, the contracted individual experts ensured continuity of activities, although those consulted also expressed that they found it challenging to deal with frequent staff changes both from UNODC side and in the respective state authorities.

In addition, interviewees highlighted the generally high workload both at UNODC and UNDP as a challenge. Staff allocated to the project typically was responsible for various other projects at the same time, which limited the amount of time they could dedicate to managing and overseeing the activities of this specific project and to provide sound quality control of all deliverables produced.

The above factors resulted in a certain prominence of some individual contracted experts to lead on activities. While this has generally worked well in practical terms, at least in one case it led to a situation where one of the beneficiary organisations perceived a contracted expert to be UNODC staff, as that expert was the only point of contact the beneficiary organisation had knowledge of. Given that in this specific case, one of the activities was not finalised to the beneficiary organisation's satisfaction, when the expert's contract ended the beneficiary organisation was left with the feeling that UNODC had "disappeared" and left work unfinished. This highlights how an over-reliance on contracted experts can create a reputational risk for UNODC. In addition, as project outputs were largely developed by experts in working groups, sometimes there were limitations to quality control done by UNODC staff assigned to the project. Feedback related to lack of continuity and availability of UNODC staff to adequately fulfil that quality control role was seen as an issue.

### **Planning and coordination**

Joint work plans were signed with each state authority at project start and expert working groups were put in place under each output area with participation of UNODC and/or UNDP staff, individual experts contracted, and in the case of output 3, also representatives from the SFS. At the internal level, the project worked with annual internal work plans, annual and semi-annual reporting and regular and ad-hoc team meetings for project and budget planning.

For monitoring, the project worked with an M&E plan that is an extended version of the project log frame. The project M&E staff together with the respective national managers for each output area were responsible for compiling information on the project's results and for producing progress reports. While acknowledging the efforts that have been made for data collection and reporting given the challenging situation since project design (log frame, lack of baseline data, limited leadership from the PBF Secretariat on M&E), the evaluation identified challenges related to internal knowledge management practise that has been inconsistent with regards to properly documenting the implementation of activities and the respective results achieved. There are gaps in central recording of fundamental information related to activities such as calendar of events, participants of events, register of experts involved with each event, outputs from events and activities and related reports. It is noted that data collection is challenging in programmes related to high security and closed institutions, and the interruptions to data collection due to Covid-19 have further hampered the project efforts to collect information. However, the absence of a systematic knowledge management approach is apparent and has been one of the key challenges for the evaluation exercise.

Regarding implementation processes, involved stakeholders perceived that the coordination between state authorities, UNODC and other actors went smoothly despite the reported bureaucracy both from UN and government side that is perceived to be slowing down implementation. Other challenges were the Covid-19 pandemic due to which several meetings had to be postponed and activities were delayed.

Interviewees also mentioned contracting and procurement processes both from UNDP and UNODC to be bureaucratic and slow.<sup>52</sup> Different processes for contracting experts sometimes resulted in delays of contract start for some, while others from the same expert group had already started working. Procurement also caused delays and raised some concerns from beneficiary organizations. For example, one procurement process, albeit one of the larger and more complex, took close to 5 months, and there was a total of 28 procurements done under the project.

Despite these challenges, consulted stakeholders were overall satisfied with the planning and coordination mechanisms applied by the project. Regarding the partnership between UNODC and UNDP, while interviews revealed general satisfaction and good team spirit, some hiccups in collaboration are related to perceptions on uneven participation or sometimes lower motivation from UNDP's side, caused by its smaller role and visibility as compared to UNODC as the lead agency – also reflected in budget allocation and reporting responsibilities. Several staff members from both agencies expressed that it might have been beneficial to include a more even distribution of roles in project design and planning with joint responsibilities in all output

---

<sup>52</sup> Although it was said that UNDP has more bureaucratic processes than UNODC.  
EVALUATION FINDINGS

areas, and to create mechanisms that facilitate a more efficient joint implementation, including regular formal joint staff meetings and joint reporting responsibilities.

### **Budgeting**

Budget allocation had to adapt to changing demands, needs and the impact of Covid-19 which required an alteration in, and reduction of some, activities. In this regard, while expenditures were usually tracked monthly, a more comprehensive approach by using costed workplans could have brought more clarity and made financial planning sounder. Some state beneficiaries might not have been involved in ongoing planning discussions but had expectations of material or technical support based on initial workplans.

According to feedback from interviews, cost sharing e.g. using resources or outputs from other UNODC projects and co-convening some activities with other development partners was highly efficient in some cases. For instance, trainings conducted in 2018 under outputs 1 and 2, were held with OSCE and Soros Foundation. These efficiencies were maximised by working with development partners also trusted by state authorities in areas related to prisons and detention and could have been leveraged more.

The distribution of financial resources across outputs appears commensurate with the scale and nature of activities. Outputs 1 and 2 were supporting government agencies and operations far larger than in Output 3. Outputs 1 and 2 also had significant levels of material and equipment support, approximately 80% of the procurement budget and Output 3 approximately 20%. The rate of overall expenditure - 90% at the time of data collection - indicates efficiency in terms of maintaining a level of activity despite external challenges – political context and Covid-19. However, it has also been highlighted in interviews that due to changes in budget allocation based on additional government requests for infrastructure, as well as volatile market prices for procurement of infrastructure, some activities could not be finalised. This includes, for example, the production of videos for the prison service training centre, and one of the initially planned workshop constructions. In addition, the overall number of pilot prisons and probation offices to be supported under the project was reduced from planned 10 to five and eight, respectively, based on consultations with relevant central and local authorities.

### **SUMMARY – EFFICIENCY**

1. The overall set-up of project staffing involving an international manager, several national managers and a group of experts has been adequate to ensure a good implementation process, although high workload at UNODC and UNDP, high staff turnover at UNODC and in state authorities have been hindering factors for efficiency. While experts ensure continuity of activities, over-reliance on some individual experts might have led to (minor) reputational risk for UNODC and some absences of quality control.
2. Planning and coordination processes both internally and with the respective state authorities have been efficient overall, with joint workplans and formalized coordination mechanisms established. Bureaucratic processes from both UN and government side have been the main hindering factor for efficient implementation in addition to the Covid-19 pandemic, and financial planning could have been sounder. A more even distribution of roles and responsibilities and higher frequency of more formal coordination meetings between UNODC and UNDP could have brought higher efficiency gains with a true partnership spirit.
3. The challenging project log frame, frequent staff changes, high workload and challenges related to Covid-19 have led to fragmented knowledge management, inconsistencies in documentation and monitoring of activities and results and some use of data to record achievements where the provenance is opaque.

## EFFECTIVENESS

### EVALUATION QUESTIONS:

To what extent did the project achieve its intended objectives and contributed to the project's strategic vision?

Effectiveness is analysed for each output separately. It needs to be noted that the project did not work with targets at activity level, so that no assessment can be done regarding the extent to which the project achieved its stated objectives at that level. The analysis assesses contribution of activities to the outputs<sup>53</sup> as defined in the project's M&E Plan,<sup>54</sup> and highlights hindering and facilitating factors for results achievement.

#### **Output 1: Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalization to violence in prisons as well as on disengagement interventions for violent extremist offenders**

Against the seven planned activities as per the project document, key achievements include the organisation of a knowledge sharing event in 2019 with 40 participants where results of a public monitoring of penal colonies and penitentiary inspectorates in dealing with inmates for terrorist and extremist crimes were presented; the provision of expert advice resulting in two laws and 13 regulatory documents; the production of a report from a monitoring visit to open-type prisons in 2019 that assesses prison capacities for VEP management and provides a needs assessment based on qualitative interviews with prisoners sentenced for extremist and terrorism related cases; a training of trainers with 15 participants and development of training materials to be used by the Prison Service Training Centre in 2019 and the implementation of a number of trainings in 2018, 2019 and 2021 with prison staff resulting in approximately 260 staff trained<sup>55</sup>; the development and pilot application of the RNA tool; and support to prison-based rehabilitation programmes, mostly by providing infrastructure for different workshops in prisons and a recreational space. No evidence has been found regarding a computer-based learning course for the Prison Service Training Centre<sup>56</sup>, or the design of more comprehensive disengagement/rehabilitation programmes for VEPs. Other support provided by the project that was not planned initially but requested by the government was the provision of equipment and infrastructure for a prison monitoring centre in Bishkek and a prison call centre.

The project M&E Plan presents some challenges for assessment of the project's contribution to higher-level results as it includes output indicators that are not clearly causally related to activities. For example, one indicator measures the number of prison staff effectively applying new policies and procedures in management of VEPs. Reported data from training records of the training centre might reflect numbers of staff trained; however, no monitoring seems to have taken place in 2020/2021 to collect information on the effective application of policies and procedures for VEP management.<sup>57</sup> Another indicator measures the number of individualised sentencing plans for VEPs based on risk assessment and classification. According to interviews conducted, the 150 plans so far developed result from the pilot testing of the RNA tool undertaken mainly by project experts.<sup>58</sup> Regarding the number of violent extremist offenders and members of their families involved in social reintegration programmes, data seem to be self-reported from the PS and could not be independently verified. However, it can be stated that through infrastructure and trainings provided,

<sup>53</sup> The outcome level is analysed in the chapter on impact.

<sup>54</sup> For a more detailed description of project activities and the project log frame, please see the annex.

<sup>55</sup> As per UNODC reporting, which seems to combine staff from the penitentiary and probation system. The exact number of training participants under output 1 could not be verified due to inconsistent documentation about training activities.

<sup>56</sup> Work had been started to produce video material. Scripts have been developed with the training centre, but the videos had not been produced at time of project evaluation, reportedly due to budget constraints.

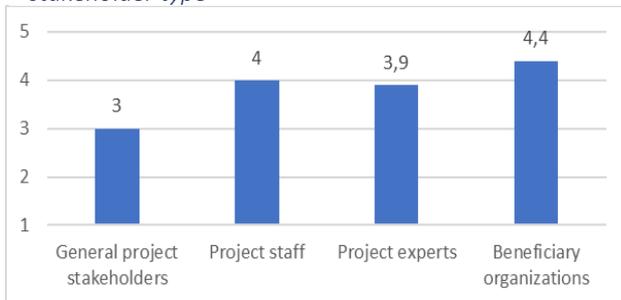
<sup>57</sup> Due to the limitation of the evaluation in terms of lack of access to local prison staff, the evaluation could not collect information on this aspect.

<sup>58</sup> The final aim should be these are undertaken to a high standard by suitably qualified and trained prison staff; as the RNA tool is pending to be finalised now under UNODC's Returning Foreign Terrorist Fighters project, training of prison staff and roll-out is expected to take place in 2022.

the project contributed important groundwork that enables the implementation of prison-based rehabilitation measures.

Perceptions of stakeholders on the effectiveness of output 1 are positive, with an overall average rating of 4. Key achievements have been highlighted by stakeholders, including the development of the RNA tool that is

*Figure 8: Average rating effectiveness, per stakeholder type*



*Source: own elaboration based on interviews*

perceived to be a milestone for the introduction of a differentiated treatment approach. In addition, interviewees highlighted that the project has raised awareness and knowledge of state counterparts on PVE and contributed to a certain change of mindsets within the penitentiary system, although it is acknowledged that this is a long-term process and a lot still remains to be done in this regard. Consulted stakeholders also perceived an improvement of prison staff capacities for management of VEPs through training activities but highlighted that more will need to be done to ensure effective application of measures and procedures in prisons. Hindering factors are seen

in chronic underfunding of the penitentiary system and lack of adequately qualified staff. This is supported by answers to the online survey for training participants, where a majority indicated that while their knowledge has improved, they will only to a certain extent be able to better address radicalisation to violence in prisons. From the side of beneficiary organisations, besides trainings, materials and tools developed and infrastructure support was highly appreciated although some construction works could not be done due to budget constraints. Improved capacities of the Prison Service Training Centre have been recognised, although not entirely attributable to the project under evaluation.<sup>59</sup>

Consulted stakeholders highlighted the project's multifaceted approach as an important factor for its effectiveness. The project introduced a new approach for the PS and the PD related to classification of all prisoners and those under probation regime. Prisoner classification is a necessity for effective risk, needs and response assessment when supporting rehabilitation and reintegration work. The effectiveness of the activities was enhanced through being based on relevant and high standard activities. The needs assessments were conducted by suitably qualified experts, included open and closed prisons, had clearly defined objectives and included interviews with staff and prisoners. Of the prisoners, the majority had convictions which under Kyrgyz legislation are related to extremism. Findings were used to inform activities and additionally to contribute to technical meetings related to legislation and general advocacy actions.

Some shortcomings include that the classification and the RNA process and tool development was hindered through a lack of clarity among different experts involved in its elaboration on the specific target group for whom it was intended (e.g., VEOs or the general prison population, only adults or also youth, etc.), resulting in conceptual divergence and some technical weaknesses, necessitating ongoing work and further revision. During its development there was a missed opportunity to integrate government beneficiaries, e.g. prison officers, with the expert working group. Early inclusion would have contributed to ensuring the tool was fit for purpose and corresponded to capacity and organisational culture of the prison system.

For the activities to have a fuller effect, consulted stakeholders highlighted that a greater investment in capacity building and mentoring of prison officials should have taken place. In the subject matters of RNA and good management practises related to prisoners associated with VE, a greater direct support for personnel working in prisons would be needed, given that a lack of adequately qualified staff (including psychologists, social workers) in prisons has been highlighted as a key issue in the initial needs assessment and subsequent monitoring reports. In addition to the input from the project on training needs assessment and training plans, more continuity and support could also have been given to the Prison Service Training Centre, specifically for the completion of an audiovisual training resource that the Prison Service Training Centre and UNODC had

<sup>59</sup> The prison service training centre receives support from various other organisations, including OSCE that provides substantial financial support.

already invested time and resources to develop. Furthermore, the project did not reach the number of prisoners associated with VE that appeared viable at the commencement of the project, i.e. the target of 10 prisons to be supported in the M&E plan was not reached as demands and context altered and the classification and RNA processes are still at a pilot stage. There clearly have been constraints through Covid-19 which ceased many direct actions with prisons but also budget constraints have played a role.

Overall, output 1 contributed to a positive significant (ongoing) change process within the prison system and to some degree positive progress has been achieved in all areas where reform was planned. Effects still need time, extensive resources and robust and continued assistance to become part of an institutional culture.

**Output area 2 Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism.**

The second output area has been partly implemented in synergy with output 1 as the two areas call for a streamlined approach. Key achievements include a needs assessment/public monitoring to open-type prisons in 2019, development of two training modules on management of VEOs and inter-agency cooperation; and implementation of a series of trainings in 2018, 2019, 2020 and 2021 including a pilot mentoring programme with 23 probation officers and clients; an assessment on gaps in multi-agency coordination and development of related recommendations; support to the development of the normative framework to guide probation services and support to different interagency meetings at the regional level. In addition to these planned activities, the project refurbished and equipped eight probation offices to accommodate 41 probation staff in Alamedin<sup>60</sup>, several districts in Bishkek, Osh, Jalal-Abad and Batken. This included two interregional probation offices, as a basis for roll-out of probation services at the local level.<sup>61</sup>

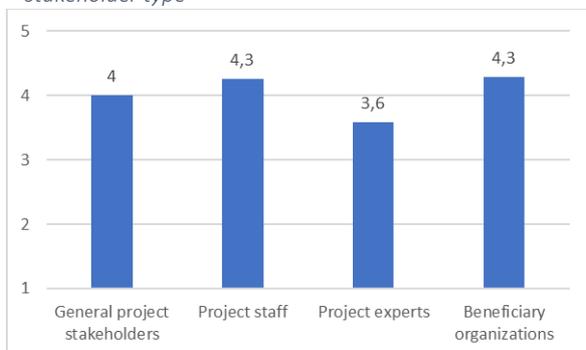
Some of the planned activities could not be fully implemented. For example, participation of police has apparently been limited and there is no evidence that local crime prevention centres, LSG or CSO have been involved to a significant extent in trainings or work on multi-agency coordination. In this regard, it needs to be considered that the project covered the initial stages for the introduction of probation in Kyrgyzstan after

entry into force of the Probation Law in 2019, and some of the stated goals might have been too ambitious. At the same time, Covid-19 and the political upheaval in 2020 made work at the community level more challenging. However, the project could have sought more synergies with Outcome 1 and 3 of the PPP that included a stronger community component, to reach stakeholders more effectively at that level.

Despite these challenges, almost all consulted stakeholders expressed appreciation of the project’s contribution to the institutionalisation of the PD under the Ministry of Justice since September 2019. A majority of interviewees perceive the shift of the PD from the prison office to the Ministry of Justice as key for the humanisation of criminal legislation.

According to the Law on Probation, there are two key novelties of the probation institute compared to its predecessor, the criminal enforcement inspectorates of the prison system. First, the institutionalisation of the probation system state bodies, which encompasses relevant government structures at the district and municipality levels in order to solve legal and social issues of probation clients via the work of the probation councils. Second, the social rehabilitation and resocialization accompanying work by probation officers. The project certainly performed well in the pioneering and engaged joint work with the government institutions in ensuring these novelties are introduced.

Figure 9: Average rating of effectiveness output 2 per stakeholder type



Source: own elaboration based on interviews

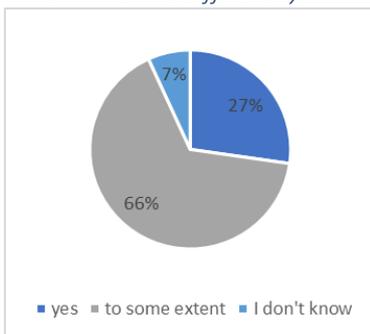
<sup>60</sup> A suburb in the north of Bishkek.

<sup>61</sup> PD now has 54 probation offices across the country, 3 interregional offices and 51 district level offices.

Probation staff and Ministry of Justice representatives indicated as a remaining challenge the need to incorporate probation related functions into sectoral normative documents and internal provisions of various government institutions for the inter-agency cooperation to be more effective. While consulted stakeholders acknowledged the project's support for normative framework development, some experts and indirect stakeholders highlighted there are still gaps that need to be addressed, especially regarding the LSG functions in the probation system. Some survey respondents also expressed challenges with inter-agency collaboration, the functioning of which received an overall average rating of 3,2 in the online survey. The importance of further support to the effective collaboration of all institutions involved in the probation system has been highlighted by probation clients as well, who observe that their needs and issues such as housing, education, employment relate to the whole governance system and cannot be solved by sole efforts of probation staff.

Assessment of materials, survey respondents' perceptions about trainings and interviews with government officials indicate that the project has made an important contribution to building capacities of the probation system to work on reintegration of VEOs, but

Figure 11: Training participant perception on capacity to prevent radicalisation to violent extremism more effectively



Source: own elaboration based on survey

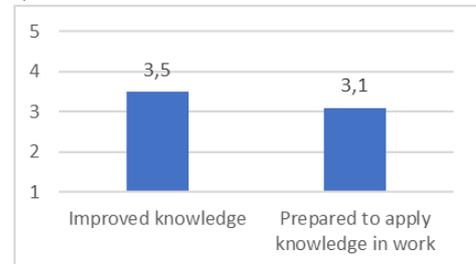
results are yet to be sustained and scaled up. Survey respondents highlighted that while trainings were of good quality, they would need further support in form of more practical on-the-job guidance to fulfil their tasks with confidence. It is observed that materials on managing VEOs were new for a majority of training participants. Challenges identified by the majority of those consulted lie in the lack of psychologists for criminal justice. In addition, the religious aspects of rehabilitation and resocialization are sensitive issues and most probation staff consulted suggested working closer with official religious structures (such as Council of Ulema, Muftiat, local imams).

Consultations with probation clients revealed that they feel more comfortable and supported due to a "more humane" approach that probation officers apply. Probation clients value that probation officers are helpful in addressing their legal and social needs such as restoration of passports or supporting the process of obtaining eligibility documents for social benefits. At the same time, it remains challenging for probation

officers to provide employment opportunities for clients due to objective (difficult socio-economic situation and high unemployment across the country) and subjective reasons (most of consulted female probation clients have 3-4 children younger than 14 years old and cannot afford to work full-time). Overall, the shift in mindset and approach from a 'controlling' system to a more 'caring' one was seen as key by the project team and the Ministry of Justice.

The evaluators found it challenging to rely on the log frame indicators in the absence of proper baseline, midline and endline data. For the indicator "Number of vulnerable persons who benefited from community initiatives to prevent extremism and recidivism", numbers as of 2021 are reported as 554 probation clients, including 101 sentenced for extremism/ terrorism related crimes, employed, documented, received legal aid and placed in rehabilitation centres. These numbers could not be independently verified, as the term 'rehabilitation centres' does not apply to an actual centre but a set of provisions and services. Most female probation clients consulted confirmed they received support related to document restoration and some humanitarian support,<sup>62</sup> especially in 2020 during the outbreak of Covid-19. Regarding the indicators "Percentage of duty bearers and rights holders who believe that community initiatives contribute to prevention of extremism and recidivism", the meaning of "community initiatives" remains vague and although 52% of respondents agreed with the idea that community initiatives contribute to PVE, data collected through

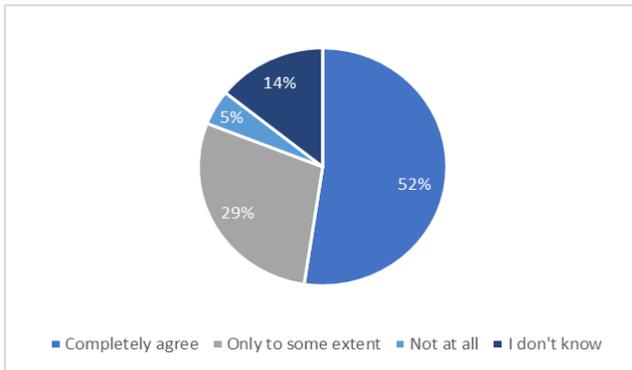
Figure 10: Average rating training results probation



Source: own elaboration based on survey

<sup>62</sup> Mainly grocery packages, second-hand clothing, and stationery for their children school needs.

Table 2: Do you believe that community initiatives contribute to the prevention of extremism and recidivism?



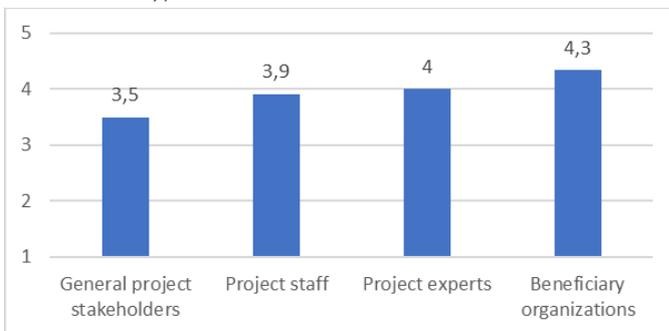
Source: own elaboration based on interviews

the evaluation cannot directly be compared to the baseline provided. In addition, the overall opinion of consulted probation clients suggests that community members (relatives, friends, neighbours) appear mainly reluctant to understand and accept them. No evidence was found in documentation provided and interviews conducted that LSGs, NGOs and community volunteers engage into probation work as prescribed by the Law on Probation. In this sense, the project has focused on infrastructure support to probation offices and trainings for probation staff and related state institutions, rather than on facilitating engagement of community-based organisations and other local stakeholders.

### Output 3: Forensic experts provide high-quality expertise in terrorism and extremism related cases

Key achievements include the development of recommendations through a consultative process related to five legal acts that were sent to the Ministry of Justice in 2019; a three-day training in September 2019 on “Peculiarities of psychological, linguistic and religious expertise in extremist cases” with a group of 27 expert, mentoring services with Russian experts; development of an updated version of methodological guidelines on religious and complex forensic psychological and linguistic expertise, development of a Russian-Kyrgyz Dictionary of Basic Concepts in Forensic Linguistic, Religious and Psychological Expertise, development of software for linguistic text processing; and development of an overview paper on an inter-agency coordination council. Furthermore, experts developed a handbook for law enforcement officials and the judiciary on the appointment and conduct of forensic examinations in cases involving extremism and terrorism; and UNODC organised awareness raising events in March 2021 in seven oblasts for representatives from law enforcement and the judiciary to present the materials developed (methodological guidelines and handbook).

Figure 12: Average rating effectiveness output 3 per stakeholder type



Source: own elaboration based on interviews

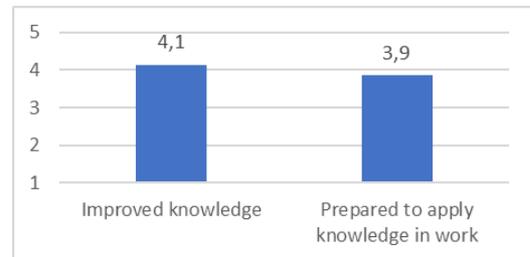
Regarding perceptions of stakeholders consulted, the overall rating of achievements under output 3 is positive, with an average rating of 4 out of 5. All stakeholders interviewed agreed that the project’s support to the SFS was important given substantial capacity gaps that existed for the provision of forensic analysis of materials in extremism and terrorism related cases. Most interviewees perceive the development of methodological guidance and the provision of

trainings to forensic experts as key achievements of this output area. The two indicators used in the project log frame are challenging to use as evidence for the achievement of results. Regarding the indicator “Number of forensic examinations conducted by the SFS in relation to terrorism and extremism related crimes in line with national and international standards”, data are self-reported by the SFS and it has not been possible to objectively verify to which extent the forensic examinations are in line with national and international standards. This challenge has been confirmed by interviewees who highlighted a need for research on how forensic expertise is applied in judicial processes. Regarding the indicator “Number of forensics experts effectively applying new methodological guidance on provision of psycholinguistic and religious expertise”, reporting on the indicator captures the number of experts trained by the project. It can however not automatically be concluded that those trained and provided with methodological guidance also effectively apply new knowledge and tools. As the project has not conducted follow-up measures to monitor training results and effects, the evaluation has aimed to identify evidence through document review, stakeholder interviews and the online survey with training participants.

Consulted stakeholders believe that the support provided has indeed improved the capacity of the SFS to provide more professional and better quality examinations, although some recognized that due to the smaller budget allocated to this output, only one training could be conducted in 2019 that was prior to the existence of some of the key materials developed (e.g. the dictionary and the updated version of the methodological handbook). To some, this seemed insufficient to install the required capacities in a sustainable way, considering also high staff turnover in state authorities.<sup>63</sup> It was also mentioned that there was low responsiveness from SFS side to the mentoring support offered by Russian experts.<sup>64</sup> As a positive mitigation measure, some interviewees highlighted that the project did not only train SFS staff but included a number of independent experts and academics, so that some expertise now also exists externally.

Online survey results confirm positive effects of the training activity: participants showed high satisfaction with training content and quality with an average rating of 4,5 out of 5, although 50% of survey respondents indicated the training was too short. Nevertheless, participants positively rated the level of knowledge gained and their preparedness to put new knowledge into practice and to provide better quality work.<sup>65</sup> Challenges mentioned by interviewees are that quality management within SFS is still an issue despite some guidance provided by the project on processes and standards for the work of the specialized unit. The introduction of software that will work in an automated way is perceived as a further contribution to quality management. At the time of data collection, the software was not yet operational, so that no

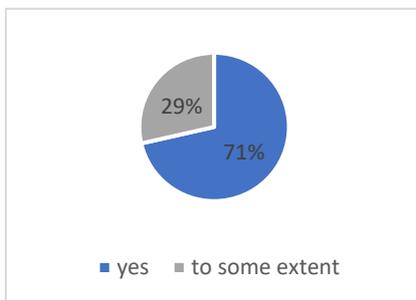
Figure 13: Training participants average rating training effects



Source: own elaboration based on survey results

evidence can be provided on its functioning and related results.

Figure 14: Training participant perception on capacity to provide better quality forensic examinations as a result of the training



Source: own elaboration based on survey results

It has also been highlighted in interviews that initially more activities had been planned but some could not be conducted or were postponed, on the one hand because of Covid-19 and on the other hand because some budget was taken from output 3 to cover expenses for additional government requests for the provision of infrastructure under output 1 or 2. This includes for example an internship programme that was supposed to send Kyrgyz forensic experts to forensic services of other countries for more practical on the job training.<sup>66</sup> In this context, interviewed stakeholders mentioned that on the positive side, there is ownership of the SFS to further build professional expertise of the specialized unit, but it could be more proactive in creating networks at the national and international level with relevant institutions. Furthermore, it could work more proactively on professional accreditation, independent of donor support.

A further challenge perceived by consulted stakeholders is the still low level of awareness and capacities of law enforcement and judicial bodies to effectively work with forensics, especially at the regional/local levels. In this regard, while it has not become clear in how far the inter-agency coordination council on forensics has been operationalized and continues to work under recent political changes, the reference book and

<sup>63</sup> It was also mentioned that when the project started, the specialized unit of the SFS had only 5 staff while now it has 15.

Given that training took place in 2019 and 8 SFS staff participated, it can be assumed that almost half of the current staff has not received specialized training.

<sup>64</sup> No documentary evidence exists on the mentoring; however, interviews with staff and experts revealed that SFS experts seem to have requested support only to a very limited extent. The reasons for this remain unclear.

<sup>65</sup> It needs to be noted however that not all training participants were practitioners; some were from academic institutions and made use of the trainings rather for their teaching activities – which is a positive result also.

<sup>66</sup> According to planning included in the overall workplan for output 3. According to information from UNODC, a study visit to Russia was still organised during 13-24 September 2021 with six forensic experts met with colleagues in the Forensic Service of Tatarstan, the lead forensic institute in Russia on extremism/terrorism related expertise.

awareness raising events conducted by the project are seen as an important first step that should be built on by additional capacity development with investigators, prosecutors, judges and lawyers.

## SUMMARY – EFFECTIVENESS

1. Output 1 positively contributed to a significant change process within the prison system as it seeks to move closer to being a system that adheres more to a human rights approach through the implementation of classification and individualisation and increased rehabilitative services for prisoners associated with extremist offences. Some effective support included input to legislation, capacity building of prison staff on management of VEPs, and infrastructure support. The RNA tool, still in the process of being finalised, will be a further important milestone to effectively implement this approach. While there are reports of achievements related to numbers of final beneficiaries, results might have been more significant if the nature of capacity building with prison personnel was more inclusive, and the scope and intensity more profound.
2. Output 2 has been effective in supporting the first phase of institutionalization of the probation department under the Ministry of Justice with a rehabilitation and resocialization focus, which is to be sustained and further developed. Rehabilitation and resocialization work with VEOs requires deep knowledge of religion and criminal psychology, which the project supplied as introductory effort, although it still requires more expertise and resources to be effective. Inter-agency cooperation in the probation system at national and local levels delivers some primary results, which could be strengthened if accompanied with relevant changes to secondary legislation relating to state institutions and LSG involved in the probation system combined with stronger community awareness raising and engagement measures.
3. Output 3 has made an effective contribution to the professionalization of the SFS by providing recommendations for legislation changes, and capacity building and methodological guidance for experts as well as professional equipment for the SFS specialized unit. Improvement of forensic expertise, though limited in scope given the general shortage of forensic experts, seems to have had some incipient effects on fairer trials although lack of research does not allow for a substantiated finding in this regard. Less clear results have been achieved regarding quality management that still needs improvement, and inter-agency cooperation where challenges remain for effective work between forensic experts, law enforcement and judicial bodies.

## IMPACT

### EVALUATION QUESTIONS:

What is the anticipated long-term impact of this project, if any?

To what extent did the project contribute to the Sustainable Development Goal 16?

The project's contribution to impact is assessed in terms of the project goal as stated in the project document: reduce vulnerability to violent extremism in the Kyrgyz Republic by supporting national efforts to a) prevent radicalization to violence in prisons, b) improve governance of the penitentiary system and probation services to manage violent extremist offenders, c) implement community policing and engagement strategies to prevent further progression to violent extremism<sup>67</sup>, and d) strengthen forensic services in terrorism and extremism related cases in order to ensure adherence to fair trial standards.<sup>68</sup> Project documentation provides little information that could serve as evidence to assess the project's impact. The project's log frame includes indicators at the outcome level that point to a 40% decrease of VEO recidivism rate and an increase

<sup>67</sup> The evaluation has found no evidence that this component was included in the project implementation.

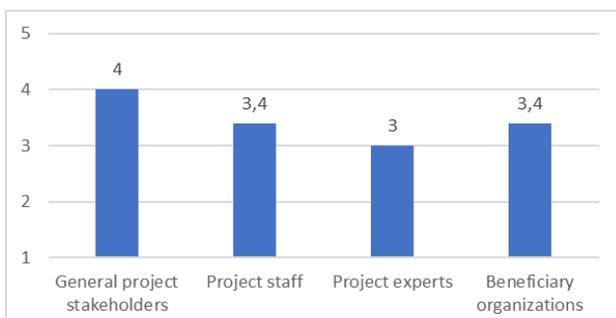
<sup>68</sup> Project document, p. 1

of the number of VEO that enjoy social and economic rights. While this indicates positive development, the project contribution needs to be seen with certain caution given that a) the probation institution has only been introduced in 2019 and as analysed under the effectiveness chapter, still faces challenges; b) regarding prison-based rehabilitation, the support for construction of workshops has only recently been finalized. In addition, the RNA tool has not yet been rolled out. Therefore, it is unlikely that the project had a measurable effect on these indicators in the short timeframe under evaluation. Also, other projects have supported prison-based rehabilitation and the probation system in the past years<sup>69</sup>, which makes it difficult to provide an assessment in quantitative terms. Other external factors need to be considered, for example the ongoing process of penal reform and legislation change.

Regarding the third indicator on the perception of key stakeholders on adherence to fair trial standards in terrorism/extremism related cases as a result of forensic examinations in line with national/international standards, the contribution of the project is more obvious given that the support provided to the SFS has been quite unique so there are little to no overlaps with other initiatives.<sup>70</sup> A recent assessment<sup>71</sup> done by one of the experts contracted by the project found that on the one hand, there is a positive increase of understanding among stakeholders regarding what type of expertise is required for forensic analysis of extremist materials. The perception of the level of available expertise for such analysis has also improved, which is in line with the perception of training participants.<sup>72</sup> Remaining challenges according to this assessment are a lack of expert staff – that is, while stakeholders perceive that the available experts have increased their competencies, there are still not enough forensic experts with the required knowledge and skills. This assessment is in line with perceptions of stakeholders that the evaluation consulted on this matter.<sup>73</sup>

Hindering factors mentioned were low salaries in state institutions which makes it difficult to attract experienced staff, as well as a lack of independence of experts from the judicial and political system, which has also been mentioned in evaluation interviews. In this sense, high levels of corruption have been mentioned as an obstacle to establish a functioning body of expertise for forensic examinations in extremist and terrorist cases.<sup>74</sup> While the overall perception of the fairness of trials according to the expert assessment

Figure 15: Average rating of project impact per stakeholder type



Source: own elaboration based on interviews

has improved by 15-20% as compared to 2018, the report also highlights a need for empirical research on court cases to assess this aspect more objectively.

Since the project has invested strong efforts in promoting the humanisation of criminal legislation and establishing new mechanisms such as the probation system, improved methods for prison management and management of VEOs, and forensic expertise for extremism and terrorism related cases, a positive contribution to overall impact is likely in the longer term. Perceptions from consulted stakeholders also point into this direction: while interviewees from all

<sup>69</sup> For Example, OSCE, EU, or UK; implementing agencies such a Penal Reform International, International Committee of the Red Cross, Oasis, among others. Under outcome 1 of the PPP juvenile probation was included, led by UNICEF.

<sup>70</sup> In addition, the data collection for this indicator has been done by the project itself while the other two indicators are reported on with statistics from state authorities.

<sup>71</sup> A baseline assessment was done in 2018 and a final assessment in 2021 by the same expert with a very similar group of stakeholders. It needs to be noted however that the total number of stakeholders consulted is 8, so that the assessment is not representative.

<sup>72</sup> Survey question asked: As a result of your participation in the training, do you think you (and your colleagues) will be able to conduct better forensic analysis in extremism and terrorism cases?

<sup>73</sup> At the time of data collection, the SFS had 15 staff in the specialized unit, 11 located in Bishkek and four in an office in the Southern region of the country.

<sup>74</sup> These issues are also mentioned in the UN Common Country Analysis Update 2019, p.7

stakeholder groups consulted<sup>75</sup> acknowledge positive results achieved in all output areas and believe the project has contributed greatly to the expected outcome, many highlighted that still some time needs to pass for real impact to manifest. Some stakeholders expressed that the project design might have been too ambitious considering the relatively short time frame for implementation, and that the institutional change it aimed to support is a longer-term endeavour. Most stakeholders are confident though that the project was an important milestone that created solid foundations that future projects can build on and that once the new systems and methodologies for PVE in prisons and probation are fully institutionalised, impact in terms of reducing vulnerability to violent extremism in the Kyrgyz Republic will be positive.

Regarding the project's contribution to SDG 16, stakeholders that have been consulted agree that the project has made a contribution to this goal, including target 16.3 to promote the rule of law and ensure equal access to justice for all, target 16.B to promote and enforce non-discriminatory laws and policies for sustainable development, and target 16.A, strengthen relevant national institutions for building capacity at all levels to prevent violence and combat terrorism and crime. In Kyrgyzstan's latest Voluntary National Review (VNR) submitted in July 2020 several aspects that this project contributed to are mentioned, including the revisions of the criminal code and the code of criminal procedure, as well as the penal code and the Law on Probation. The report states that these revisions contributed to the humanisation of the justice system, decriminalization of certain activities and reform of penalties. It also highlights that since the probation department started to work in 2019, there has been a gradual increase of persons registered on parole. Also, the prison population is on decline while an increase of the number of persons on probation has been registered. Legislative changes further laid the foundation for a new criminal policy based on de-penalization and decriminalization of a number of illegal acts. As a result, since 2019 thousands of cases have been reviewed and the number of convicts was reduced. This has been confirmed in interviews, with several stakeholders highlighting that due to the legislative changes that were also promoted through this project, the prison population has overall decreased, including those convicted for extremism.

Overall, the evaluation confirms the project is perceived to have created impact in terms of reducing overcrowding in prisons and the promotion of non-custodial sanctions. Probation offices through support of the project are now in an improved position to supporting those associated with extremist offences. Within the general population, the number of prisoners fell from 10,891 in January 2019 to 9,400 in September 2020 and 8,635 in January 2021, which after six years of consecutive increases is the lowest population since at least 2010.<sup>76</sup> The role of probation in this decrease is important and less overcrowding in the entire prison system is a requirement for good prison management and strategies to reduce the likelihood of radicalisation.

## SUMMARY – IMPACT

1. While the project has laid important groundwork in each output area, given the ambitious goal to install institutional change and new methodologies especially for the penitentiary and probation system, it will still take time to register substantial impact. Given the short timeframe under evaluation, it is possible only to a limited extent to causally relate indicators included in the logframe to project activities and outputs. There is however a positive perception on the project's likely contribution to reducing vulnerability to violent extremism in Kyrgyzstan in the longer term.
2. The project has made concrete contributions to SDG 16, especially targets 16.3, 16.A and 16.B related to the promotion of the rule of law, non-discriminatory laws and policies for sustainable development, and especially strengthening of relevant national institutions for building capacity to prevent violence and combat terrorism and crime. A positive contribution to impact is seen in overall reduction of prison population through the institutionalisation of probation, facilitating better prison management and reducing the risk to radicalisation in prison settings.

<sup>75</sup> With the exception of indirect stakeholders and end beneficiaries who did not have enough knowledge about the project and its possible impact.

<sup>76</sup> According to data provided by UNODC.

## SUSTAINABILITY

### EVALUATION QUESTIONS:

To what extent did the project contribute to the broader strategic outcomes identified in national strategic plans, legislative agendas and policies?

To what extent is it likely that the contributions of the project will be sustained after the end of the project?

Based on document review and interviews, several factors facilitate the sustainability of project results. First, the project can be seen as a continuation of UNODC's work on criminal legislation reform in the country for the past years. For example, the drafting process for the Law on Probation was supported by UNODC with the previous PPP implementation phase of 2013-2017, while the project under evaluation focused its efforts on the initial institutionalization of the probation institution at national and local levels. The National Program on Countering Extremism and Terrorism for 2017-2022 clearly prioritizes the need for social reintegration programmes in prisons for VEPs, which was also supported by UNODC through providing infrastructure and capacity building support to five pilot prisons. A majority of consulted stakeholders confirm that such work on legislation and national policies will continue to have a lasting positive impact in line with national strategies.

Second, staff of the penitentiary system, PD and SFS have gained knowledge on how to work with VEO/VEP and how to conduct forensics examinations for cases related to extremism and terrorism. It is likely that methodologies and tools developed will be used beyond the project lifespan as a part of internal training within beneficiary institutions, as confirmed by their respective representatives. Moreover, the project invested efforts to provide access to methodological tools to the wider criminal justice actors, for example, the manual for investigators and judges on how to request and use the new forensics expertise on linguistic, psychological and religious analysis for cases related to extremism and terrorism. In addition, the project invested significant resources in infrastructure components across all three outputs. Such infrastructure will remain and provides the basis on which soft skills are operationalized. As noted by one of the consulted probation officers – "there is no point of being trained, if I have no computer to use for my work."

However, staff turnover among government structures is high, and trainings have been short-term and could only reach a limited number of staff, which is seen by a majority of consulted stakeholders as a key barrier to the sustainability of capacity building results. Other, external factors limiting sustainability of project results according to interviewees include limited state budget for all three project output results to be sustained. A remaining lack of sufficiently qualified staff, especially psychologists, has been identified for prisons, probation offices and the SFS. It has been especially highlighted for the probation system, which is expected to receive more clients in the coming years. Currently the probation system has 180 staff covering 6,256 probation clients, with 60 vacant positions. The Probation Law foresees an increase of probation staff by 40 annually and provisions are that by 2023 the probation system would work with 300 staff members. The correct allocation of government resources for staff increase needs to be monitored as well as the ratio of probation staff to probation clients, to ensure the system will be able to cope in the future.

Finally, the unstable political environment in the country makes the future of project results uncertain. The new cycle of criminal legislation changes currently ongoing is expected revert some progressive legislation changes introduced.

### SUMMARY – SUSTAINABILITY

1. The project has contributed to legislation change, it has installed new knowledge and capacities in the prison system, the probation institution and the state forensic service; new tools and methodologies for management of VEOs in prison and probation settings and for conducting forensic examinations in extremism and terrorism related cases have been introduced and handed over to the respective state authorities. These will continue to be applied beyond the project end

and can be used in the future to further improve and expand on. The provided infrastructure is also very likely to be sustained in the coming years.

2. Risks to sustainability include high staff turnover in state authorities (risk of “evaporation” of knowledge), weak financial capacity of the state to provide sufficient funding for effective implementation of rehabilitation and reintegration work in prisons and the probation system, as well as political instability. Insufficient numbers of personnel with additional knowledge, capacity and skills to meet caseload and demand for services from those sentenced to imprisonment or probation can lead to dwindling institutional enthusiasm and gradual reversal of gains.
3. Given that the project has laid important groundwork, but impact is still incipient, for results to be sustained and maximized further donor support will be needed, especially to further promote implementation of reintegration and rehabilitation work in prisons and the probation system at the local level.

## HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

### EVALUATION QUESTIONS:

To what extent were human rights considerations included in the project development and implementation?

To what extent were gender considerations included in the project development and implementation?

To what extent were the different needs of men and women, boys and girls, as well as under-represented groups considered in project development and implementation?

## HUMAN RIGHTS

The Project has at its core the promotion of human rights as stated in the project outcome, in that it will achieve its aims through “ensuring adequate safeguards in compliance with national and international standards”.<sup>77</sup> The main elements being good prison management and human rights approaches in prisons; reduction in the unnecessary use of custodial sanctions and limiting overcrowding in prisons; the promotion of non-custodial sanctions, principally probation, with an increased emphasis on rehabilitation and reintegration; and the provision of objective expertise to be considered in cases related to extremism.

The project has utilised UN Standards and Norms to support human rights approaches<sup>78</sup>, and had access to collated specialist materials that combine relevant human rights principles, standards and norms such as UNODC’s Handbook on Criminal Justice Responses to Terrorism and especially the Manual on Management of VEPS. It had to negotiate a complex and emerging approach to PVE in the Kyrgyz Republic, finding a balance of engaging with authorities on policy areas where there are possible human rights concerns, such as the criminalisation of actions that result in some being identified as an extremist and therefore dangerous. At the same time the project has been able to focus on those areas where immediate human rights concerns are less prominent, e.g. the concept of individualised treatment for prisoners which are consistent with The Mandela Rules and the increased use of non-custodial sanctions.<sup>79</sup> The project has worked with strategic prudence and promoted and introduced issues related to human rights at frequent opportunity and to good

<sup>77</sup> According to the Project document.

<sup>78</sup> Including the Standard Minimum Rules for the Treatment of Prisoners (The Nelson Mandela Rules), United Nations Standard Minimum Rules for Non-custodial Measures, (The Tokyo Rules) and the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (The Bangkok Rules).

<sup>79</sup> Handbook on strategies to reduce overcrowding in prisons, UNODC, 2010

effect and shows alignment with international good practice.<sup>80</sup> There are clear indicators of progress in all these areas including but not limited to; enabling legislation and regulations; the provision of vocational and recreational services in prisons, including for prisoners associated with offences related to extremism, the individualisation of treatment for prisoners through classification (and the intent to apply an RNA process for those prisoners associated with extremist offences), which all have strong links to international guidance such as UNODC's Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons. The relevance of non-custodial measures is consistent with international guidance for example collated in UNODC's Handbook on strategies to reduce overcrowding in prisons.<sup>81</sup> While neither the burden nor the standard of proof are explicitly set out in the International Covenant on Civil and Political Rights (ICCPR) or regional human rights treaties, the presumption of innocence "imposes on the prosecution the burden of proving the charge, guarantees that no guilt can be presumed until the charge has been proved beyond a reasonable doubt [and] ensures that the accused has the benefit of the doubt"<sup>82</sup>. A dedicated forensic unit that is providing psycholinguistic expertise in complex cases where evidence was formerly absent or insufficient contributes to adherence to these norms.

### Concerns related to human rights

The principle of do no harm has not been strongly present, or obviously so, in some aspects of the project outputs specifically the process and tools related to the classification of the prison population and assessment of risks and needs of those prisoners convicted of crimes associated with extremism. This might be related to the absence of an explicit do no harm approach in the project design.

The prisoner classification system developed under output 1 has at the current stage an over emphasis on mental health testing. Good practise suggests this should only be assessed if there is a clear indication from initial medical screening and should not be universally applied to the whole prison population<sup>83</sup>. It risks diagnosis by those not properly qualified and building a false correlation between mental health issues and extremism. The social dimension of the classification system is of concern as it would seem to correlate indicators of socioeconomic deprivation with the likelihood of being a highrisk prisoner. This could aggravate exclusion and stigmatisation related to ethnicity. The RNA tool requires further work to mitigate potential harms such a process can lead to. Issues to be addressed include consent, confidentiality, who should be assessed and why, determination of risk levels with an over reliance on algorithms. It is understood by the evaluation that the tools are in draft stage and UNODC will still resolve these issues, including but not limited to informed consent on the tool, confidentiality and limitations on confidentiality, data protection and safeguarding, gender responsiveness, and further staff training will be undertaken before they are fully applied.

While the evaluation team has not been able to visit any of the pilot prisons, information from interviews revealed some concern with the recreational facility built with project resources in colony #27 that might not be fully aligned with standards for good prison design. Guidance such as UNOPS technical and operational considerations based on the Standard Minimum Rules for the Treatment of Prisoners highlights that suitable facilities should be provided, which are large enough, safe and properly equipped, in order to provide the opportunity for genuine exercise and recreation. Concerns expressed to the evaluation team indicate the importance of quality control in the case of this type of infrastructure support, starting at design stage.

---

<sup>80</sup> Countering Violent Extremism in Prisons Good Practices Guide, by the Global Centre for Cooperative Security.

<sup>81</sup> It has however also been highlighted by some that no specific guidance exists from UNODC global level on the probation institution and its set-up and operationalisation, which could have been beneficial for project implementation.

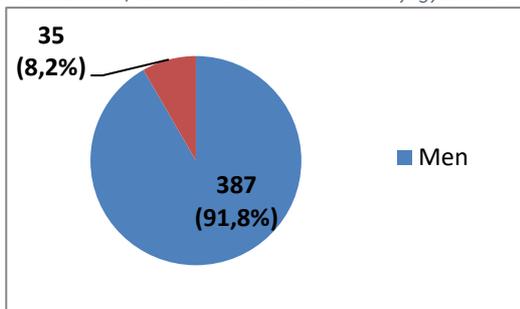
<sup>82</sup> HRC General Comment 32, §30; European Court: Barberà, Messegué and Jabardo v Spain (10590/83), (1988) §77, Telfner v Austria (33501/96), (2001) §15; See Ricardo Canese v Paraguay, Inter-American Court (2004) §§153-154. Amnesty International Fair Trials Manual, 2014

<sup>83</sup> UNODC Handbook on The Classification of Prisoners and Standards for Prison Mental Health Services, Quality Network for Prison Mental Health Services Royal College of Psychiatrists UK

## GENDER EQUALITY

The project has the Gender Marker Score 2, meaning gender equality is a significant objective, and allocated 30% of financial resources to gender equality and women’s empowerment. The project document however has no obvious recognition nor documented plans related to do no harm, a requirement for the Gender Marker. Document review and interviews with project staff clarified that the budget allocation of 30% reflects the participation of women in the project in general rather than the implementation of specific gender responsive activities. The project document indicates the design accounted for credible and relevant

Figure 16: Percentage of prisoners convicted for extremism/terrorism related crime in Kyrgyzstan



Source: project document

research<sup>84</sup>, which was particularly relevant in gendered conflict analysis. The design also created linkages to related projects such as “Women and Girls as Drivers for Peace and Prevention of Radicalization” implemented by UNFPA, UNDP, UNICEF and UNODC (finalised in 2018) to inform gender sensitive programming.

In addition, the project design identified the intended number of final beneficiaries disaggregated by gender. The relatively few number of women among final beneficiaries indicates that they may be hard to reach and as a percentage of beneficiaries are likely to be less represented.

Project reporting and interviews capture some indications of gender sensitive approaches: The initial needs assessments included interviews with women and with questions specific to their needs. The different training and capacity building activities included female participants: according to project reporting, 37% of trained prison and probation staff and 71% of trained forensic experts are women, and among the group of probation clients that participated in the pilot mentoring programme, 43% are female. Project reports also indicate a specific focus on working with women offenders, although this content is not immediately obvious in revised training agendas, materials or training reports. While a majority of survey respondents from prison and probation settings stated that as a result of trainings, they are informed about the Bangkok rules, some also stated they do not know these rules or they have knowledge of the rules but do not know how to apply them.

Project staffing also shows positive indicators with a good level of representation of women within the UNODC and expert team, who had, as seen in activity documentation and interviews, significant substantive roles. Regarding specific project outputs, the integration of gender aspects has been limited. The work related to classification and risk and needs assessment, at the time of the evaluation, includes no gender dimension nor sensitivity and if applied to women without alteration, it could be a significant risk. UNODC representatives acknowledge this and noted it was a need still to be addressed. Also, in other methodologies and guidelines developed in the area of probation and forensics, no gender-specific elements could be identified.

Overall, the project indicated good commitment to gender equality and gender sensitivity in its design and research activities and there were efforts to include women and their expertise, although a gender differentiated approach is not observed as integral to the outputs and outcomes of the project.

## LEAVING NO ONE BEHIND

Progress towards leaving no one behind has to be considered in the specific context of the final beneficiaries, being those under government control in the criminal justice system. Typically, this is an overwhelming adult male population. This is often more so in cases related to terrorism and extremism offences. Details related to women are noted above. UNODC documents using official figures record no children in prison for terrorism or extremism and as of 1<sup>st</sup> January 2020 only 12 children in detention. Records provided by UNODC indicate as of June 2021 about 140 children under probation orders, their charges or offences are not known to the evaluators.

<sup>84</sup> e.g. Women and violent extremism in Europe and Central Asia: the roles of women in supporting, joining, intervening in, and preventing violent extremism in Kyrgyzstan, A.Speckhard, A.Shajkovci, and Ch.Esengul, UN Women, 2017

Prison systems under stress tend to prioritise the most essential data for their operations: age, sex, nature of offence. Social data that allow an assessment of reaching the most disadvantaged is not frequently collected by prison systems under such circumstances. However, prison populations are often overrepresented by disadvantaged people who lack resilience: undocumented, poor health status, limited access to education, homelessness, substance dependency, little history of employment, etc. The evaluation does not study this in Kyrgyzstan and official data is not available, though the findings from the project monitoring work done in 2019 suggests it is consistent with the actual status in Kyrgyzstan as it highlights that “67.8% of respondents had no employment problems, a large proportion of whom were employed in the agricultural sector; jobs in trade and services and unskilled labour were mentioned next in order of frequency. 18.7% of respondents stated that they had problems finding employment, 8.6% had not tried to find a job and 5% did not work due to illness or age”.<sup>85</sup>

Part of the project activities are consistent with reaching the most disadvantaged through the promotion of classification and needs assessment to deliver appropriate individualised responses for those sentenced to imprisonment or detention. This process, once developed and once capacity of state agencies are increased, will be a significant contribution to ensuring diverse needs of often discriminated people and groups should be met as part of their sentence. While it is not possible to find the project was of positive consequence to specific groups that are victims of discrimination e.g. people living with disabilities or the LGBTI community, the focus on the prison population as such, will be of benefit to some of the most disadvantaged in society. Specifically, prison-based rehabilitation and post-penitentiary reintegration, social and humanitarian support through the probation system can help those most vulnerable to reintegrate in their communities and sustain their livelihoods. However, the evaluation could not obtain data on the success of reintegration and rehabilitation programmes and further research is needed to collect evidence on the effectiveness of these measures.

## **SUMMARY – HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND**

1. National Security and PVE strategies have inherent risks of human rights concerns, some that are clearly egregious, others more subtle that result from perhaps unintended consequences, typically the curtailment of rights and the unnecessary stigmatization and discrimination of peoples. This can be directly counterproductive. The project has worked with strategic prudence to promote and introduce issues related to human rights at frequent opportunity, in all three output areas, based on UN Standards and Norms to support human rights approaches related to prison management and management of VEOs. Human rights concerns remain regarding the classification and RNA processes and tools, these are understood to currently still being addressed.
2. Overall, the project indicated good commitment to gender equality and sensitivity in its design, research and reporting activities and there were efforts to include women and their expertise at most stages of the project, though a gender differentiated approach is not observed as integral to the outputs and outcomes of the project. A one size fits all approach if left unchanged risks harm.
3. The project has specific activities that are consistent with reaching the most disadvantaged through the promotion and support of classification and needs assessment to deliver appropriate individualised responses for those sentenced to imprisonment, detention or probation. This process, once developed and once capacity of State agencies are increased, will be a significant contribution to ensuring diverse needs of often discriminated people and groups should be met as part of their sentence.

---

<sup>85</sup> Public monitoring report, 2019

## RISK-TOLERANCE AND INNOVATION

### EVALUATION QUESTIONS:

To what extent was the project approach novel or innovative?

Were risks adequately monitored and mitigated?

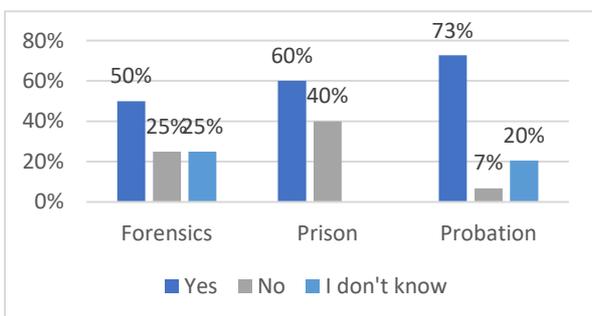
What adjustments were made to the project activities and modality as a consequence of the COVID-19 situation or in response to the new beneficiaries' priorities?

The majority of stakeholders consulted on this matter are of the opinion that the project as such cannot be characterized as especially innovative or novel, given that UNODC and also UNDP already have a long history of working on peacebuilding, justice reform, good governance and other related topics in Kyrgyzstan. In this sense, the project is not perceived as entirely new but rather as a continuation of previous projects implemented. The approaches that the project made use of, including research, support to legislation, capacity building and infrastructure support have also been perceived to be the typical approaches that UN agencies work with. Likewise, the modus operandi of contracting national and international experts for implementation of activities and the creation of working groups are seen rather as standards procedures.

A certain novelty was introduced by the requirement of the PBF to build partnerships among UN agencies for project implementation. In this regard, it has been highlighted by project staff that this was the first PVE project implemented jointly by UNODC and UNDP in the country.

Some stakeholders also highlighted that specific activities and outputs of the project can be deemed novel in

Figure 17: Perception on novelty/innovation of training activities



Source: own elaboration based on survey data

the Kyrgyz country context, such as the RNA tool and the probation system with its focus on reintegration and rehabilitation, which introduced a substantial change compared to the previous Soviet-style system. While the project's activities and results related to prison management and probation are based on emerging PCVE practice elsewhere and consistent with Global Counter Terrorism Forum Ankara and Rome memorandum, seen from this perspective, the project did bring a certain extent of innovation to the country. This has also been confirmed by participants of training activities: a majority of survey respondents under all output areas perceived trainings to be novel, mostly to the new content

introduced that participants had limited knowledge on. In some cases, participants also highlighted the use of innovative training methods, including video materials.

Regarding risk monitoring and mitigation, the project document includes a risk table that compiles a number of identified risks, classified according to their likelihood of occurrence and the severity of their impact on successful project implementation. Most have been correctly anticipated, such as political unrest or high staff turnover in state institutions. In the subsequent annual progress reports, additional risks have been added including lack of management capacity within the PS and insufficient funding from the state budget to support the necessary reforms; low management capacity of forensics science; low salaries and lack of motivation for prison staff and forensic experts; and lack of vision among national institutions beyond the separation of violent extremist offenders from the general prison population on how to work with this category.

While the lack of management capacities and lack of vision could be addressed through project activities, high staff turnover and low motivation that is at least partly caused by low salaries are issues that lie outside of the control of the project and it does not become clear through the revised documentation in how far the project has found mitigation measures for these challenges.

An additional risk since 2020 was the global Covid-19 pandemic, due to which any face-to-face meetings and events had to be cancelled. As several project activities were negatively impacted by this situation, a six-months no-cost extension period was requested by UNODC and granted by PBF, extending project closure to June 2021. The project has also been influenced by beneficiaries' priorities that arose during implementation. It turned out that government authorities requested more infrastructure support than had been anticipated by the project. To respond to these priorities, budget had to be reallocated which led to several implementation changes, i.e. some activities could not be conducted as initially planned.

### SUMMARY – RISK-TOLERANCE AND INNOVATION

1. While the project's activities and results related to prison management and probation are based on emerging PCVE practice elsewhere and consistent with Global Counter Terrorism Forum Ankara and Rome memorandum, in the specific country context, the project did bring a certain extent of innovation to the country by introducing new methods and tools for management of VEOs
2. The project correctly anticipated risks already in the project document, such as political unrest or staff turnover in state institutions, which are significant for a very ambitious project that intends a multiplicity of institutional and practice reforms, some being radical changes to deeply entrenched ways of working, across three agencies. Additional risks related to low management capacities in state authorities have been monitored and reported on in progress reports. The key risk to project implementation was Covid-19. Few mitigation mechanisms could be put in place given the external nature of these risks; the main measure was to request a six-months project extension to finalize delayed activities.
3. The project has shown flexibility in adapting to additional government priorities during implementation, mainly for infrastructure support. This however has had some negative effects on implementation of activities in other areas due to reallocation of budget.

## PROJECT CATALYTIC EFFECTS

### EVALUATION QUESTIONS:

To what extent was the project financially and/or programmatically catalytic?

To what extent was PBF funding used to scale-up other peacebuilding work and/or helped to create broader platforms for peacebuilding?

Information on project catalytic effects is included in the project's annual and semi-annual progress reports. According to these reports, catalytic effects have been achieved regarding allocation of additional financial resources from national institutions for enhancing prison infrastructure and hiring of additional staff for the PS. The evaluation has not succeeded in collection evidence that could confirm a causal relation of these effects to the project. In addition, it has been highlighted that income generating activities in rehabilitation programmes supported by the project generate funds that cover some part of the needs of the prisons, as well as personal needs of prisoners. The evaluation can confirm that income generation through production facilities as part of prison-based rehabilitation supported by the project is part of the related business plan, but it was not possible to collect data on the volume of income generation and its use.

The project has reportedly also triggered the allocation of resources from donors including the Government of Japan and the US State Department that financed new regional initiatives related to the prevention of violent extremism in 2018 and 2019. However, it does not become completely clear in the revised documentation in how far these new investments are directly related with the project. During the data collection process, these questions could ultimately not be clarified, especially as the Government of Japan and US State Department did not respond to / declined the evaluators' request for interviews.

Regarding non-financial catalytic effects, project reports highlight that in 2018, the project supported the creation of an expert group to monitor judicial reform. Together with this expert group, the Presidential Administration and the Government Apparatus conducted scoping missions in the regions to assess readiness to introduce new criminal, criminal procedure and penal legislation. As part of this exercise, premises for probation offices were identified to support implementation of the Law on Probation (to date 53 out of a total of 54 offices covered) and provisions made for the establishment of Coordination Councils on Probation at the local level. Visits to the seven regions could be verified through document review of mission reports that include detailed assessments of the local situation and capacities of relevant stakeholders to implement in line with the Probation Law.

Another non-financial catalytic effect that has been identified through the evaluation is a certain multiplier effect that took place regarding the materials and training developed for forensic experts and probation staff: as several participants were academics, those who responded to the online survey indicated that they use their knowledge acquired in trainings and training materials in their teaching profession (psychology). In addition, it has been highlighted in interviews that the handbook for forensic analysis is now also used by other organizations that were not part of the training. Likewise, for probation, the materials developed in this project are reportedly being used by other projects.<sup>86</sup>

### **SUMMARY – PROJECT CATALYTIC EFFECTS**

1. Several catalytic effects have been reported by the project; some of these could not objectively be verified by the evaluation given lack of access to the respective stakeholders involved (which however does not mean that these effects have not taken place).
2. Additional non-financial catalytic effects identified are related to multiplier effects for training materials developed in the area of probation and forensics, which are reportedly being used in academic teaching and other stakeholders in contexts outside of the project.

---

<sup>86</sup> For example, reported by UNDP that uses materials to continue capacity building with probation offices under an EU financed project.

## III. CONCLUSIONS

### CONCLUSION 1

Based on findings on relevance, coherence, effectiveness and impact

**The project has overall made an important contribution to peacebuilding priorities in the Kyrgyz Republic, in alignment with government interests and needs, the Peacebuilding Priority Plan, the UNDAF and UNODC global and regional strategies, and coherently building on previous work in terms of shaping criminal justice policy and practise.**

The preventing and countering violent extremism sector and thinking in Kyrgyzstan is contested and relatively new, influenced by regional politics and national identity issues. However, the government has formulated a clear strategy and action plan and individual agencies such as the prisons have developed their own bespoke action plans. Within this context the project contributed to those overarching strategies and some detailed goals as formulated by the government. This project has made some key progress in shaping recently emerging policy and more importantly putting elements of emerging policies and legislation into practise through the development of regulation, methodological tools and direct technical and capacity support to government agencies. The work of the project cannot be disassociated from other work from UNODC and UNDP as well as other donors and implementing agencies both prior to the project and simultaneously. The degree of achievement in this project has to be seen in the context of the foundations built through previous work in terms of shaping criminal justice policy and practice and also the trusting relationships with state authorities that especially UNODC established in this sector.

### CONCLUSION 2

Based on findings on effectiveness, impact and sustainability

**The project has been implemented in a highly challenging and volatile context including political unrest and the Covid-19 pandemic, but also in a country context generally characterised by a complex conflict scenario, weak governance, high levels of corruption, and limited state resources. These factors have limited full success of project implementation and pose a certain threat to the sustainability of the positive results achieved, if no follow-up initiatives will be put in place to ensure further support to the effective implementation of good prison management, probation services and forensics examinations in trials based on quality standards.**

This is especially the case for the regional and local levels where resources are scarce and capacity gaps remain related to all three output areas of the project, and where further efforts are needed to strengthen inter-agency collaboration including other state agencies, LSGs and community-based organisations, and the use of the new methodologies introduced by the project for probation. While capacity building has been to some extent effective, high staff turnover has been identified as one hindering factor for the sustainability of training results, especially considering the usual UNODC/UNDP approach of providing short face-to-face trainings given the usually limited implementation timeframe of projects. Likewise, both the probation department and the prison service, especially prison and probation staff at local levels will need further support, once the RNA tool has been finalized, to increase their capacities to make use of the tool while adhering to human rights standards. More regular and frequent trainings will also be necessary for forensic experts to further increase expertise for linguistic, psychological and religious analysis of materials in extremism and terrorism related cases; and effective collaboration between the forensic service, law enforcement and judicial bodies also needs further strengthening.

### CONCLUSION 3

Based on findings on relevance, impact, human rights, gender equality and leaving no one behind

**The project has taken a holistic and comprehensive approach and made a clear contribution – although not quantifiable – to SDG 16 and also to other SDGs, especially SDG 5 on gender equality, by contributing to**

gender-sensitive research and analysis and paying attention to an inclusive implementation process. Likewise, the project has promoted human rights standards such as the Nelson Mandela rules and Bangkok rules and has made careful human rights and gender considerations for all three output areas, also in consultations with OHCHR and UN Women and in collaboration with national experts. Gender responsiveness could however still be strengthened in methodologies and tools developed, and human rights concerns still need to be addressed for the finalisation of the RNA processes and tools.

The project approached the highly sensitive subject of violent extremism from a platform of advocacy and technical assistance that was founded in an approach based on good prison management and human rights standards in the criminal justice system. This is important as projects cannot successfully address specific cohorts of prisoners by only addressing their needs, there has to be a whole institution, whole system approach and it must be legitimised by reflecting and promoting international standards, norms and safeguards that are appropriate across the criminal justice system that apply to all prisoners, those charged but not convicted and those sentenced to non-custodial sanctions. The results of the project reflect the strategy of applying various methodologies and approaches to stimulate change. The project combined high level political engagement, technical engagement, working in the support and development of legislation, policy strategy and regulation that was enabling for the project outcomes. It provided support in capacity building and material and equipment provision and facilitating knowledge sharing fora. This blend of activities was important in responding to diverse needs and the variety of approaches minimised the risk of progress being hindered.

## CONCLUSION 4

Based on findings on efficiency and effectiveness

**Internally, the project has aimed to maximize results by being flexible and adaptive in terms of responding to additional government requests and given limited financial resources, applying a cross-financing approach that implied pulling resources from other projects (staffing, also financing) to be able to implement planned activities; but nevertheless, financial planning was not entirely sound and some activities could not be finalized.**

In this regard, a stronger planning for costing, budgeting, and tracking of expenditures for concrete activities with established targets for results achievement would have been beneficial, also anticipating volatile market prices for infrastructure procurement. While overall signed workplans with state authorities and internal annual workplans have helped to guide the implementation of activities, they also turned out to be quite rigid instruments and only useful in a limited way for adaptive planning and for documenting milestones and achievements to ensure proper follow-up at all times.

## CONCLUSION 5

Based on findings on relevance, coherence, and efficiency

**Given the highly challenging situation regarding limited data and research on VE/PVE in Kyrgyzstan especially in prison and probation settings, and the challenges at PBF level to conduct baseline, midline and endline data collection, the project has made strong efforts to do data collection by conducting several needs assessments and monitoring visits and by commissioning additional research (e.g. in the area of forensics). However, some shortcomings in following up on results, especially regarding the trainings conducted, and the overall challenges related to the project log frame/M&E plan did not allow for a consistent tracking and reporting on project activities, outputs and outcomes.**

A more detailed elaboration of the related theory of change of the project including a visual model that clearly relates the desired impact to outcomes, outputs, activities and inputs could have helped to define indicators more consistently for each result level and to establish a stronger causal relation between the activities, outputs, outcomes and impact goal. This could have further allowed to identify data and evidence gaps more clearly and to define ways to address them.

## CONCLUSION 6

Based on findings on coherence and efficiency

Although UNDP and UNODC had previously worked with other agencies, e.g. under the Gender and Youth Promotion Initiative (GYPI), the project has been the first general PVE focused initiative jointly implemented by UNODC and UNDP, which was encouraged by the PBF's requirement for partnership building among UN agencies. While initial efforts were made to operationalize partnerships and to apply a learning and adaptation strategy, limited staffing and high workload both at PBF level and in the implementing agencies, as well as a lack of built-in mechanisms and tools for collaboration has led to decreasing synergies among UN agencies under the PPP over time. Likewise, these factors have limited the creation of synergies and knowledge exchange with other organisations that implemented activities in similar areas in parallel to the project.

In this regard, at the PPP level requesting partnerships for funding has led to partnerships on paper but true joint implementation has been limited, as each agency followed individual processes and agendas. This could have been avoided, and more synergies could have been created during implementation, by a stronger coordinating role of the PBF secretariat as well as guidance from the heads of individual agencies' offices, and a more proactive approach of the respective project managers to look for opportunities of collaboration both with other UN agencies and external organisations working in same or similar fields. At the project level, collaboration between UNODC and UNDP could have been more efficient and effective if accountability for implementation, monitoring of results and donor reporting would have been truly shared, a higher frequency of more formal coordination mechanisms would have been in place and the contribution of each agency to deliverables, e.g. publications and other materials, would have been made more visible.

## CONCLUSION 7

Based on findings on coherence and efficiency

Despite the existence of some internal guidelines and processes, it has been challenging for the project to keep a full track record with related documentation of all activities implemented and related results due to a limited use of adequate (joint) monitoring tools and document storage, high staff turnover connected with fragmented institutional memory, a weak internal knowledge management system and only partly conducted handover processes from one manager to another.

The full application of existing guidelines for results-based management<sup>87</sup> and use of more detailed tools for joint monitoring involving UNODC and UNDP staff could have partly compensated for the shortcomings of the log frame. While handover processes are defined at the UNODC programme office, their full implementation could have been better monitored by management, and the definition of a more comprehensive internal knowledge management strategy could have significant gains in terms of ensuring sound monitoring and planning processes, consistent reporting and finally also improving transparency, accountability and organisational learning.

---

<sup>87</sup> At UNODC level for example, the Handbook for Results Based Management and the 2030 Agenda includes helpful guidance and tools to be used at each stage of the project management cycle.

## IV. RECOMMENDATIONS

### RECOMMENDATION 1 – PROJECT DESIGN

- ✓ Based on Conclusion 5
- ✓ Priority: high

**For future programming, UNODC project management should elaborate a more detailed Theory of Change to build a strong intervention logic, in collaboration with partner agencies, experts and counterparts.**

Taking into account existing guidance for example in the form of the UNODC Handbook on Results-based Management and the 2030 Agenda for Sustainable Development, ideally at design stage the leading management should organise for a Theory of Change exercise in the form of a 2-3 day workshop that involves project staff, any partner agencies involved in implementation, national and local counterparts as applicable, and subject matter experts – these could also be representatives from civil society organisations that are engaged in the same or similar topics as the planned intervention. The objective is to build a strong intervention logic that causally relates the impact goal with project outcomes, outputs, activities and inputs, including the definition of related targets and indicators, related assumptions and risks at each result level, and institutional responsibilities of each agency/counterpart involved for implementation. The Theory of Change should be elaborated as a visual model accompanied by a narrative and should build the backbone for the project log frame and future monitoring. If in-house expertise for the development of Theories of Change is limited, it is recommended to engage a professional facilitator. In addition, it is advisable to draw on expertise from the UNODC HQ level (SPIA). Expertise for cross-cutting issues should also be involved, especially for human rights and gender responsive design of the intervention. If at design stage there is no time for such an exercise, it could also be done during the inception phase of a project.

### RECOMMENDATION 2 – MONITORING AND ADAPTIVE PLANNING

- ✓ Based on Conclusion 4, 5, 7
- ✓ Priority: high

**The UNODC Programme Office should strengthen its internal quality assurance system for application of clear guidelines and tools for results-based monitoring and adaptive planning and budgeting for all projects, making use of existing UNODC guidelines and tools.**

Based on a clear logframe connected to a robust ToC with measurable and realistic results and indicators, the management of future programmes/projects should make efforts to revise the existing monitoring guidelines and tools to ensure a robust monitoring system is in place, and that it is effectively used by all involved staff. It should include a baseline for all indicators, related targets including at the activity level, and a more systematic approach to compile data. While reporting should stay results-based, more attention should be given to clearly capture information on activities implemented and the related immediate outputs, so that a clear causal relation can be established to higher-level results. In particular, it is recommended that the UNODC programme office makes it mandatory for all project managers/M&E staff to use the monitoring plan template (or a very similar model) as provided in Annex III of the UNODC Handbook on Results-based Management and the 2030 Agenda for Sustainable Development, with which activities and milestones can be tracked quarterly and annually, with related budget information and responsibilities. This type of costed work plan should be used to better track activities and related expenditures, and any changes in implementation and in budget allocation as compared to initial planning should be clearly documented.

### RECOMMENDATION 3 – KNOWLEDGE MANAGEMENT

- ✓ Based on Conclusion 7
- ✓ Priority: high

**The UNODC Programme Office in close collaboration with ROCA should elaborate an Internal Knowledge Management strategy and plan to ensure that information from projects is stored in a harmonised, centralised way to avoid loss of institutional memory and fragmentation of information, and to foster organisational learning.**

Knowledge management can have different objectives and focus (e.g., internal/external). It is recommended that the UNODC programme office first concentrates on internal knowledge management to address the apparent fragmentation of documentation and storage of information. As a minimum, it is recommended that a knowledge management strategy includes guidelines on how different types of documents should be named (for example: year\_month\_project number\_output area\_document title\_language) and stored (e.g. a harmonized folder system for all projects); and which minimum basic information any type of document should contain in terms of information on authorship and date of elaboration. It is also recommended to include central digitalised storage of information on project stakeholders, including national and local counterparts and participants of training activities, for possible future follow-up. Furthermore, such a strategy should include clear steps for handover (building on the existing ones) and measures to ensure that these steps are followed through, including the complete handover of all project documents before a project manager leaves the organisation. Once basic information management processes are in place, it is further recommended that UNODC and UNDP leverage the learning and adaptation strategy that had been developed for the PPP 2018-2021 to make use of the guidance and tools provided for periodic reflection on the validity of any project's ToC in a volatile country context, as well as achievements, lessons learned and best practices from project implementation, which should be documented and shared office wide and eventually with project implementation partners.

## **RECOMMENDATION 4 – PROJECT DELIVERY**

- ✓ Based on Conclusion 2
- ✓ Priority: high

**UNODC Project Management should consider new/more sustainable approaches to capacity building and actively seek synergies with organisations that work in same/related areas**

Besides the usual trainings limited to a few days, ToT approaches as also applied by this project are a positive step towards installing more sustainable capacities and should be further explored in future programming. In addition to this, it is recommended that other approaches for capacity building are explored in the future. These can include for example, developing training/education curricula and materials to be integrated into other organisations' trainings / capacity buildings that follow a more long-term approach. This has been done already to some extent with the prison service training centre and could be scaled up and replicated in future projects with other organisations such as the probation department training unit<sup>88</sup>, but also the Academy of Management under the President of the Kyrgyz Republic and associated regional universities, or the State Personnel Service of Kyrgyz Republic, key institutions in charge of training and career enhancement of public officials and LSG representatives. There are also some international organisations following long-term training approaches with LSG staff that could be partners for integrating trainings on probation, like the Hanns Seidel Foundation that has been a long-term partner of the Academy of Management. Furthermore, it is recommended in the future to consider alternative training delivery models including online training platforms (where feasible, considering the target audience and internet access), video courses, or blended learning (combination of face-to-face with online) etc. that can be used to further expand on short introductory trainings. Once the Covid-19 situation is under control, more practical on-the-job training approaches should be taken up again.

---

<sup>88</sup> According to the web-site of Probation department, its structure includes the training and methodological department.  
<https://probation.miniust.gov.kg/ru/o-departamente/struktura-departamenta.html> It was established early 2020 (interview note with deputy director of Probation department).

## RECOMMENDATION 5 – STRATEGIC PRIORITIES

- ✓ Based on Conclusion 1, 2, 3
- ✓ Priority: high

Although PVE will not be a priority anymore in the PBF peacebuilding strategy for Kyrgyzstan (2021-2026), UNODC should aim to continue support for human rights based criminal justice responses in PVCE with a minimal disruptive break by developing relevant follow-up initiatives and actively looking for donor support in this area. The gains made by the project are important and backed by legislation and regulation, though in some cases such as classification and community-based initiatives (probation), very early in the process of implementation. Momentum needs to be maintained to build confidence in the viability of such approaches, particularly with the anticipated increase in case load (1) returning foreign terrorist fighter and (2) greater eligibility of probation sentences. Gaps in the provision of support will limit or possibly reverse some of those gains. Existing practise requires ongoing technical assistance through training and mentoring and possible adaptations with exploration of additional complementary measures to reinforce the impact and enhance sustainability.

Areas that will still need further donor support and follow-up include all three output areas of the project under evaluation. Regarding prison management and management of VEPs, the classification and risk and needs assessment (RNA) processes and tools need to be scrutinised and reviewed to ensure that all safeguarding and do no harm measures are thoroughly integrated into them. The specific tools also need to be reviewed for potential unintended consequences linked to stigmatization and profiling. In addition, a review is needed on the use of algorithms to determine risk levels to be professionally tested for statistical validity and ethics. Any eventual use of algorithm must be undertaken where they are only contributing to the decision making and in a process that involves rigorous integrated case management and structured professional judgment. The roll out of these tools and processes must include a planned sequence of training and mentoring for users of the tools, officials at prison headquarters, custodial staff, admission staff and prison leaders. There should also be highly specialist training for social workers and mental health professionals. The training should not be limited to workshops and must include in-situ mentoring.

Regarding output 2 on probation, a focus for further supporting the operationalisation of the probation system should lie at the regional and local levels where capacities of probation officers still need to be strengthened and probation councils need further support to function effectively. Probation clients convicted for extremism and terrorism related cases require a special treatment, which is sensitive to their religious views and individual vulnerabilities, and probation staff is to navigate through these sensitivities via improved knowledge of religious nuances and applying relevant mental support methods. Regular engagement of religious leaders and Muftiat, as well as trainings providing adequate tools for mental counselling are recommended. In addition, there is a need for changes of secondary legislation relating to state institutions and LSG involved in the probation system to ensure effective inter-agency collaboration. Synergies with local crime prevention centres should be explored, and large-scale community awareness raising and engagement with community-based organisations are necessary.

Regarding output 3 on forensics, research needs to be conducted to provide objective evidence on the application of forensic expertise in court cases related to extremism and terrorism and in how far this contributes to fairer trials. There is also a need for replication and scale up of trainings for forensic experts, ideally including more practical on-the-job trainings and professional exchange. In addition, the SFS should be further supported and accompanied on the path towards international accreditation.

## RECOMMENDATION 6 – GENDER EQUALITY AND HUMAN RIGHTS

- ✓ Based on Conclusion 3
- ✓ Priority: medium

In future programming, UNODC project management should include a stronger focus on the integration of gender responsive approaches in methodologies and tools, as well as on developing differentiated approaches catered to other vulnerable groups including youth.

For that purpose, an inter-agency multidisciplinary working group should be created to develop and document policy and practice in Kyrgyzstan related to vulnerable groups within PCVE with a focus on women and youth, and promote strategies, approaches, tools and standards that are founded on gender differentiation and the best interests of youth. When doing this, UNODC should invite agencies and organisations that are already working on these aspects in the area of probation, including but not limited to UNICEF or Oasis. Some instruments to review and tailor to institutional and cultural realities of Kyrgyzstan, may include but not exhaustive to 1) the Trainer manual for mainstreaming gender into peacebuilding trainings<sup>89</sup>; or 2) Young people’s participation in peacebuilding: a practice note.<sup>90</sup>

## RECOMMENDATION 7 – PARTNERSHIP MANAGEMENT

- ✓ Based on Conclusion 6, 7
- ✓ Priority: medium

**In future projects that are jointly implemented with other agencies in Kyrgyzstan, the responsible UNODC project management together with the respective partner agency should develop mechanisms and tools for a more efficient and effective joint implementation with a true partnership spirit.**

While each agency has its own mandate and area of expertise, for a truly joint project implementation different processes and mechanisms should be in place that ensure the partnership is based on equity, transparency and joint objectives. These should include a) a joint initial reflection on the project goals and what each partner can contribute and what will be roles and responsibilities of each partner; which should be ideally documented in a short partnership agreement; b) establishing mechanisms for joint planning, including budgeting, and implementation; c) conducting joint monitoring and reporting, d) establishing mechanisms for periodic reviews of the partnership model to reflect on efficiency and effectiveness, lessons learned and possible necessary adaptations.

## RECOMMENDATION 8 - BROADER COLLABORATION AND COORDINATION

- ✓ Based on Conclusion 1, 6
- ✓ Priority: medium

**For any future initiative related to PVE it is recommended for UNDOC Kyrgyzstan to build a stronger partnership strategy that includes other UN agencies but also civil society organisations working on the ground, with the aim to build broader coalitions, share knowledge and experience, and maximise results.**

UNODC in Kyrgyzstan may confidently position itself as a leading UN agency working on PVE in prisons and probation settings and leverage its potential to become a hub for various state and non-state actors and to create stronger synergies for work on effective rehabilitation and reintegration of VEOs into communities. It promises to be an inherent and integral part of the “Peace Architecture” that is currently being designed by UN RC and to be implemented with the support of PBF during the next cycle of support to the country. For the purpose of defining a partnership strategy, it is recommended that UNODC managers conduct a stakeholder mapping at national and regional/local levels to identify all actors (international, national, governmental, non-governmental, private) involved in work on prison management, probation and forensics. Stakeholders should be categorised according to their type, expertise, added value and potential for collaboration with UNODC. This database should be updated periodically and revisited when new initiatives are designed to identify the most suitable implementing partners. The pool of relevant stakeholders should also be engaged in knowledge sharing events.

---

<sup>89</sup> <https://www.dmeforpeace.org/peaceexchange/trainer-manual-mainstreaming-gender-into-peacebuilding-trainings/>

<sup>90</sup> <https://www.youth4peace.info/system/files/2016-10/PRACTICE%20NOTE%20-%20Young%20People%27s%20Participation%20in%20Peacebuilding%20%282016%29.pdf>

# V. LESSONS LEARNED AND BEST PRACTICES

## LESSONS LEARNED

---

1. Non-custodial sanctions can be used as part of PVE strategies and practice for certain categories of offenders based on classification and risks and needs assessment. The role of civilian staff in implementation shows the benefit of appropriately qualified and experienced personnel in establishing the necessary trusting relationships to enable reintegration actions.
2. The role of criminal policy and sentencing practise is of direct and tangible consequence for the prison system, its staff and prisoners. The use of non-custodial options eases pressure on the prison system and contributes to reduction in overcrowding.
3. Community engagement for rehabilitation and reintegration of VEOs is a challenging endeavour, which requires complex and systemic approaches to succeed. Local actors mapping is needed, with a detailed understanding of their potential to engage into rehabilitation and resocialization work of VEOs, along with developing a menu of tools to work with the diversity of local actors in a sensitive and meaningful manner.
4. There is limited peacebuilding stakeholders' coordination in Kyrgyzstan's context, including those working on PVE. Existing coordination platforms such as JSC of PBF are limited to include only UN agencies and their national and non-governmental partners. The lack of demand and leadership from the government side to encourage the design and functioning of a strategic donor coordination platform limits the results and impact of development and peacebuilding programs.
5. It is vital to draw upon a range of appropriate expertise at the right time in the development of new methodologies in a sector where empirical research and practise recommendations are still emerging.
6. Quality control of substantive outputs and activities, external project relationships and inter-agency coordination are much enhanced when there is continuity provided by suitably qualified and experienced staff who have clearly defined responsibilities and a viable workload.

## BEST PRACTICES

---

1. Development of overall signed work plans with state authorities to ensure continuity of implementation in a highly volatile political environment has been a best practice, although more flexibility might be needed for adaptive planning.
2. UNODC has shown a notable long-term commitment to accompany national partners in a difficult and challenging political and social context when it comes to promoting criminal justice reforms compliant with international standards and inclusive governance practices applied in the criminal justice system.
3. The project has built on results achieved in previous projects to ensure coherence and continuation of activities, which has created positive effects that can be further enhanced by future initiatives.
4. A training of trainers' approach is a good practice that allows building national partners' institutional capacity to sustain the learning process and regularly improve training materials with new emerging methods and tools, especially in the field of VE, which is extremely dynamic and sensitive.
5. The in-depth public monitoring done in prisons, with well-developed ToR undertaken by highly qualified personnel captured views and experiences of staff of state agencies and prisoners provide a strong basis to plan activities.
6. The project has addressed a range of needs in a comprehensive way to deliver support to a very specific group of final beneficiaries, notable, a package of support that covers good prison management and human rights within the criminal justice system.

7. The project has paid due attention to enabling legislation, policy and regulation being the foundation from which state agencies have the confidence to do things differently and know they are authorised to do so. At the same time, it has recognised that systemic change requires adaptations in practice of staff. Therefore, understanding and responding to staff needs and capacity have been very important in this project.

# ANNEX I: TERMS OF REFERENCE

UNITED NATIONS OFFICE ON DRUGS AND CRIME  
Vienna

## TERMS OF REFERENCE

### FINAL INDEPENDENT PROJECT EVALUATION OF

### *SUPPORT TO THE PREVENTION OF RADICALIZATION TO VIOLENCE IN PRISONS AND PROBATION SETTINGS IN THE KYRGYZ REPUBLIC*

(XACZ61)



UNITED NATIONS

Vienna, 2021

## Background and Context

Project/Programme number:	(XACZ61)
Project/Programme title:	Support to the prevention of radicalization to violence in prisons and probation settings in the Kyrgyz Republic
Duration (dd/mm/yyyy-dd/mm/yyyy):	Original timeline: 11/01/2018-10/12/2020 Amended timeline: 11/01/2018-11/07/2021 (including 6-months no-cost extension)
Location:	The Kyrgyz Republic
Linkages to Country, Regional and Thematic Programmes:	UNODC Programme for Central Asia 2015-2021, Sub-programme 2 "Criminal Justice, Crime Prevention and Integrity"
Peacebuilding Priority Plan 2017-2020 Outcome to which the project is contributing:	Outcome 2. Penitentiary and probation officers, as well as the police and forensic experts, are able to prevent and address radicalization to violence by ensuring adequate safeguards respecting national and international standards
Linkages to UNDAF's strategic outcomes to which the project/programme contributes	Priority II. Good Governance, rule of law, human rights and gender equality
Linkages to the SDG targets to which the project contributes:	<p><u>Goal 5.</u> Achieve gender equality and empower all women and girls</p> <p>5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels</p> <p><u>Goal 8.</u> Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</p> <p>8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value</p> <p><u>Goal 10.</u> Reduce inequality within and among countries</p> <p>10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status</p> <p><u>Goal 16.</u> Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.</p> <p>16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all</p> <p>16.6 Develop effective, accountable and transparent institutions at all levels</p> <p>16.b Promote and enforce non-discriminatory laws and policies for sustainable development</p>
Executing Agency (UNODC office/section/unit):	UNODC Programme Office in the Kyrgyz Republic UNDP Country Office in the Kyrgyz Republic
Partner Organizations:	Presidential and Government Administrations, Security Council, State Prison Service and its Training Centre, Probation Department under the Ministry of Justice, Ministry of Interior

	and the Police Academy, State Forensic Service, Public Council under the Prison Service, local self-government bodies, probation councils, civil society organizations.
Total Approved Budget (USD):	\$ 1 758 000
Total Overall Budget (USD):	\$ 1 758 000
Total Expenditure by date of initiation of evaluation (USD):	\$ 1 495 515
Donor(s):	United Nations Peacebuilding Fund (PBF)
Name and title of Project/Programme Manager and UNODC office/section/unit:	Mr. Koen Marquering, International Coordinator, UNODC Regional Office for Central Asia (ROCA)
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final) (start and end date of the evaluation process)	Final Independent Project Evaluation (25/05/2021-18/10/2021)
Time frame of the project covered by the evaluation (until the end of the evaluation field mission/data collection phase):	11/01/2018 - 17/07/2021
Geographical coverage of the evaluation:	The Kyrgyz Republic (including Osh, Jalalabad and Batken provinces, as well as Bishkek)
Budget for this evaluation in USD:	\$ 35 000
Number of independent evaluators planned for this evaluation:	2
Type and year of past evaluations (if any):	In-Depth Cluster Evaluation Of UNODC Programming in West and Central Asia: UNODC Programme for Central Asia 2015-2021

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
CLP	Core Learning Partners	PM	Programme Manager
EFP	Evaluation Follow-up Plan	POKYR	Programme Office in Kyrgyzstan (of UNODC)
FRMS	Financial Resources Management Section	ROCA	Regional Office for Central Asia (of UNODC)
HRMS	Human Resources Management Section	SDG	Sustainable Development Goal
IR	Interim report	UNDAF	United Nations Development Assistance Framework
IES	Independent Evaluation Section	UNCT	United Nations Country Team

M&E	Monitoring and Evaluation	UNODC	United Nations Office on Drugs and Crime
MR	Management Response	UNDP	United Nations Development Program
OHCHR	Office of the United Nations High Commissioner for Human Rights	UNEG	United Nations Evaluation Group
PBF	Peacebuilding Fund	UNSD	United Nations Sustainable Development Framework
PPP	Peacebuilding Priority Plan	WPS	Women, Peace and Security agenda

## Project overview and context

“Support to the prevention of radicalization to violence in prisons and probation settings in the Kyrgyz Republic” is a UNODC-UNDP joint project funded by the UN Peacebuilding Fund (\$ 1 758 000) with a total duration of 42 months from January 2018 to July 2021. This project is part of a package of 3 projects implemented by 6 UN agencies to support implementation of the 2017-2020 Peacebuilding Priority Plan (PPP) for the Kyrgyz Republic. This PPP focuses on the provision of targeted support to the implementation of the country’s 2017-2022 strategy to prevent violent extremism, including efforts to preventing radicalization to violence in the penitentiary system.

The project complements other projects under the Peace Building Priority Plan, which focus on supporting an inclusive governance and justice system (outcome area 1) and building community resilience to violent and manipulative ideologies (outcome area 3). Management of violent extremist prisoners and the prevention of radicalization to violence in prisons and probation settings feed into dialogue platforms at national and local levels, whereas the project efforts to promote social reintegration of violent extremist offenders benefit from capacity building of the local authorities and civil society, with involvement of civil society activists, religious leaders, social service providers.

Specific challenges related to the prevention of radicalization to violence and management of violent extremist offenders, which can be considered as main drivers of conflict as well as factors that mitigate against conflict, include:

- not progressive criminal legislation in terms of sentence planning, in particular for prisoners convicted for violent extremism/terrorism related offences and little incentives for prisoners to disengage from violence;
- fair trial concerns in terrorism and extremism related cases, which cause grievances among offenders and enhance risk of further radicalisation to violence in prisons and upon release;
- lack of rehabilitation opportunities for prisoners to engage in meaningful activities, such as education, vocational training or employment;
- limited probation support to offenders with little or no supervision and engagement with offenders;
- limited capacity to promote social partnerships at community level for the prevention of recidivism among released violent extremist offenders, including women.

Addressing these challenges effectively involves a combination of measures to ensure quality control over the provision of forensic expertise in terrorism and extremism related cases, capacity development on the management of violent extremist prisoners and prevention of radicalisation to violence in prisons, efforts to

strengthen the capacity of the national probation services and the promotion of inter-agency coordination (in particular between prison staff and the police) with regards to post-release supervision and social support to prevent recidivism among violent extremist offenders, including women.

The project, which is implemented within the framework of the Sub-Program on Criminal Justice, Crime Prevention and Integrity of the UNODC Programme for Central Asia (XACZ61), proposes a comprehensive approach to the challenges relating to the risk of radicalization to violence among offenders and the corresponding need to define and implement tailored policies to ensure safe, secure and humane custody, to prevent prisoners from becoming radicalized to violence whilst serving their sentence, to facilitate the disengagement of violent extremist offenders and to reduce the risk of re-offending upon release (post-penitentiary recidivism) by way of providing prisoners with employment and vocational training opportunities, enhancing social rehabilitation interventions including psychological support, legal aid, social, medical and other services for offenders, whereas improving the situation with the respect for human rights and the promotion of non-custodial sanctions. The project also addresses the issues of quality forensic expertise provided in terrorism and extremism cases and limited capacity of the forensic services to provide psycho-linguistic and religious expertise in line with international standards to ensure adherence to fair trial standards applied to terrorism and extremism related cases.

The project builds on the on the results of the past peacebuilding initiatives, including “Women and Girls as Drivers for Peace and Prevention of Radicalization” (implemented by UNFPA, UNDP, UNICEF and UNODC within the framework of the Gender Promotion Initiative, completed by June 2018), which piloted new approaches to promote community partnerships on the prevention of violent extremist with the involvement of police officers. The experience with these pilots feeds into community level work to strengthen monitoring and supervision of violent extremist offenders and promote their social reintegration into the community with a view to preventing recidivism and the spread of violent extremist ideas among their families and the broader community.

Under Outcome Area 2 of the Priority Plan, the project has a broader focus and covers gaps not addressed by the previous pilot initiatives, including introduction of measures to enhance prison security and prison-based disengagement and rehabilitation, probation and post-penitentiary social reintegration, establishing a risk assessment and classification system for violent extremist prisoners, integrating a gender perspective into the data collection and mainstreaming gender in efforts to counter violent extremism, despite the participation of women in violent extremism and terrorism, as well as their roles in prevention.

The key government counterparts are the penitentiary and probation service, as well as the police, forensic experts and local self-government bodies with a role to prevent and address radicalization to violence by ensuring adequate safeguards through effective prison and probation management and facilitating the social reintegration process. The target project beneficiaries are offenders and their family members engaged in prison-based rehabilitation and social reintegration programmes.

The Project has the following outcomes and outputs:

*Outcome: Penitentiary and probation officers, as well as police and forensic experts effectively prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards.*

Project outputs:

*Output 1. Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalization to violence in prisons as well as on disengagement interventions for violent extremist offenders.*

The main target group for this output is penitentiary staff with a focus on those employed in prisons for violent extremist offenders (VEPs), as well as the prison management, high-level officials and decision makers. The key interventions are intended to: advocate for a clear legal basis and procedural framework for the detention and management of VEPs; support the institutionalization of prison staff capacity development; facilitate roll-out of the unified risk and needs assessment as well as classification system for VEPs; design

disengagement/rehabilitation programmes for VEPs and provide related mentoring support on faith-based, psychological, cultural and sports-based interventions, legal aid and contacts with the outside world.

*Output 2. Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism.*

The main target group for this output are probation and government officers, who work with VEPs during and following the execution of their sentence, social reintegration of offenders and their families, engaging 10 municipalities in the northern and southern parts of Kyrgyzstan. The key interventions are intended to: develop the probation service institutional capacity to engage with VEPs and their families and to prevent the spread of violent extremist ideas that could lead to violence in the broader community; develop multi-agency coordination and social partnerships, facilitate information-sharing and joint planning on the prevention of violent extremism involving local authorities, the police, local crime prevention centres and civil society; facilitate the exchange of promising practices on the implementation of mentoring programmes for VEPs.

*Output 3. Forensic experts provide high-quality expertise in terrorism and extremism related cases.*

The main target group for this output is the forensic service main provider of forensic services in Kyrgyzstan, which handles 80% of extremism and terrorism related cases requiring forensic evidence. The key interventions are intended to: provide legal advice to bring legislation governing the provision of forensic expertise in terrorism and extremism related cases in line with international standards; implement a capacity building programme for forensic experts on the provision of psycho-linguistic and religious expertise in terrorism and extremism related cases, including through training, mentoring, methodological support and technical assistance; establish a quality control and management system for the provision of psycho-linguistic and religious expertise.

Gender and human rights aspects have been mainstreamed into the project design and implementation. The Project regularly collects data on beneficiaries, which is analysed through the human-rights based and gender-sensitive lens. The Project promotes implementation of the United Nations Standard Minimum Rules for the Treatment of Prisoners ("the Nelson Mandela Rules") and the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders ('the Bangkok Rules') with particular attention for prison management in full compliance with international human rights norms and standards.

Women are specifically targeted for inclusion in rehabilitation programs with the probation service and with local self-government bodies in the community. Gender considerations are mainstreamed in needs assessment and public monitoring of conditions of male and female violent extremist offenders in prisons and on probation. Related research methodologies include specific questions related to the needs of convicted women who are systematically interviewed. Capacity development for prison and probation staff is based on training modules which include skills building on working with women offenders. Capacity-building programmes are designed for local self-government bodies and other relevant community-based stakeholders on gender-sensitive post-release interventions, social support and risk management.

## I. PURPOSE AND SCOPE OF THE EVALUATION

The purpose of this assignment is to undertake a Final Independent Project Evaluation of the Project "Support to the prevention of radicalization to violence in prisons and probation settings in the Kyrgyz Republic" (implemented under Sub-Programme 2 "Criminal Justice, Crime Prevention and Integrity" (XACZ61) of the UNODC Programme in Central Asia 2015-2021) in line with the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

This project evaluation presents an opportunity to assess the extent to which planned achievements of the Project "Support to the prevention of radicalization to violence in prisons and probation settings in the Kyrgyz Republic" were met in an inclusive way and to determine its overall added value to peacebuilding in the Kyrgyz Republic, in the areas of prevention of radicalization to violence in prisons and probation settings, with a particular focus on relevance, effectiveness, efficiency, impact and sustainability, as well as to draw lessons that can both improve the sustainability of benefits from this project and aid in the overall enhancement of UNODC and UNDP programming.

In assessing the degree to which the project met its intended peacebuilding objective(s) and results, the evaluation will provide key lessons about peacebuilding approaches and operational practices and highlight areas where the project possibly performed less effectively than anticipated. In that sense, this project evaluation is equally about accountability as well as learning.

Objectives of the evaluation:

- Assess the relevance and appropriateness of the project in terms of: addressing key drivers of radicalization to violence in prisons and probation settings and most relevant peacebuilding issues; alignment and correlation of the project activities with national and local development priorities, peacebuilding policy and progressive changes;
- Evaluate the project's effectiveness and efficiency, including its implementation strategy, institutional arrangements as well as its management and operational systems and value for money;
- Assess overall performance against the project objectives and outcomes as set out in the Project Document, Logical Framework and other related documents;
- Assess the adequacy and quality of partnership and cooperation between different stakeholders;
- Identify the extent to which gender mainstreaming and human rights perspectives were incorporated into project's activities
- Assess the positive and negative impacts and sustainability of the project's interventions and sustaining peace;
- Assess to what extent the project has helped advance achievement of the 2030 Agenda and SDGs, and in particular SDG 16;
- Document good practices, innovations and lessons learned, if any, emerging from the project;
- Provide actionable recommendations for future programming.

Scope of the project evaluation:

This evaluation will assess the project's implementation process and peacebuilding results, drawing upon the project's results framework as well as other monitoring data collected on the project outputs and outcomes as well as context. Evaluation questions are based on the OECD DAC evaluation as well as PBF specific evaluation criteria (coherence, catalytic effects, risk-tolerance and innovation), which have been adapted to the context.

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

The main stakeholders (CLPs) and the PBF will review and provide comments on the Terms of Reference, as well as on the draft Evaluation Report. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

The time period covered by the evaluation will include activities conducted over the period from May 2021 until the end of the evaluation field mission.

The scope for the geographical coverage of the project will be Kyrgyzstan and project priority/pilot locations. One mission to the Southern region of Kyrgyzstan is proposed, including field visits to project sites in Osh, Jalalabad and Batken provinces, and a series of meetings with national counterparts in Bishkek, taking into account of the pandemic (COVID-19) precautionary measures in effect by the time of the mission. Exact details of the field mission, however, are to be discussed and confirmed with the Evaluation Expert, who leads the overall evaluation process, and the Substantive Expert, who contributes with thematic expertise to all deliverables.

The project team has managed to accomplish the main activities and the implementation of the joint with the national partners (prison service, probation department, forensic service) work plan taking into account the

COVID-19 pandemic and political crisis consequences. The implementation rate stood at over 82% as of March 31, 2021. A no-cost extension for six months has been approved by the Peacebuilding Fund (PBF) to complete a number of activities: construction of a production facility, renovation of long-term visiting rooms in a closed-type prison, and implementation of a capacity-building programme for forensic experts on the provision of psycholinguistic and religious expertise in terrorism and extremism related cases.

As of today, the project main results include:

- i. founding and development of the probation service in support to the promotion of alternative measures of incarceration and humanisation of the criminal legislation, which entailed a significant decrease in the prison population and promoted effective rehabilitation and social reintegration processes in the Kyrgyz Republic;
- ii. introduction of a risk assessment and classification system in prisons that provides an opportunity for prisoners to be treated individually depending on their level of risk, motivating them to participate in rehabilitation programs and acquiring new skills and knowledge that will be useful upon release when they return to their communities;
- iii. more than 350 (70 female) violent extremist prisoners have been engaged in the social rehabilitation programs including psychological support, legal aid, social, medical services, vocational training and employment opportunities;
- iv. increased access to information for the prisoners and their families through the established Prison Service Call Centre providing any prison related information and legal advice to the public with about 50 phone calls and 20 peer visits daily;
- v. 948 prison staff (340 women) and 128 probation officers (42 women) have been equipped with knowledge and skills to work with prisoners and probation clients, including violent extremist offenders, based on the UN Minimum Rules on Treatment of Prisoners (Nelson Mandela Rules) and Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (Bangkok Rules);
- vi. facilitated the creation of a Psycholinguistic and Religious Expertise Department at the State Forensic Service, increased the quality of psycholinguistic and religious expertise to serve as a sound evidential basis for the adjudication of terrorism and extremism related crimes in line with fair trial standards.

## II. EVALUATION CRITERIA

The evaluation will be conducted based on the following OECD DAC criteria: relevance, coherence, efficiency, effectiveness, impact and sustainability, as well as human rights, gender equality and leaving no one behind, and aim to capture lesson learned and best practices. The PBF specific evaluation criteria such as coherence, catalytic effects, risk-tolerance and innovation have been also taken into account.

<p><b><i>Relevance: Is the intervention doing the right thing?</i></b></p> <p><i>Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.</i></p>
<p>1. To what extent was the project relevant to addressing the needs and priorities, i.e. the key drivers of radicalization to violence in prisons and probation settings and most relevant peacebuilding issues of the target groups/beneficiaries? How was the project responsive to supporting peacebuilding policy and priorities of the UN and the recipient government in Kyrgyzstan?</p> <p>2. What adjustments were made to the project activities and modality as a consequence of the COVID-19 situation or in response to the new beneficiaries’ priorities?</p>
<p><b><i>Coherence: How well does the intervention fit?</i></b></p> <p>The compatibility of the intervention with other interventions in the country, sector or institution</p>
<p>3. To what extent did the project coordinate with other entities, especially UN actors in the achievement of results?</p>

4.	To what extent were stakeholders involved in the project's design and implementation?
<b><i>Efficiency: How well are resources being used?</i></b>	
<i>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.</i>	
5.	To what extent was the overall staffing, planning and coordination within the project efficient (including between UNODC and UNDP and with stakeholders)?
6.	To what extent were the budgetary resources used in a timely and cost-effective manner?
<b><i>Effectiveness: Is the intervention achieving its objectives?</i></b>	
<i>The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.</i>	
7.	To what extent did the project achieve its intended objectives and contributed to the project's strategic vision?
8.	To what extent was the project aligned with national peacebuilding policy and priorities?
<b><i>Impact: What difference does the intervention make?</i></b>	
<i>The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.</i>	
9.	What is the anticipated long-term impact of this project, if any? Have there been any positive or negative unintended results?
10.	To what extent did the project contribute to the Sustainable Development Goal 16?
<b><i>Sustainability: Will the benefits last?</i></b>	
<i>The extent to which the net benefits of the intervention continue or are likely to continue.</i>	
11.	To what extent did the project contribute to the broader strategic outcomes identified in national strategic plans, legislative agendas and policies?
12.	To what extent is it likely that the contributions of the project will be sustained after the end of the project?
<b><i>Human rights, gender equality, and leaving no one behind: Has the intervention been inclusive and human rights based?</i></b>	
<i>The extent to which the project has mainstreamed human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups, including those with disabilities.</i>	
13.	To what extent were human rights considerations included in the project development and implementation?
14.	To what extent were gender considerations included in the project development and implementation?
15.	To what extent were the different needs of men and women, boys and girls, as well as under-represented groups considered in project development and implementation?
<b><i>Lessons learned and best practices</i></b>	
<i>Lessons learned concern the learning experiences and insights that were gained throughout the project.</i>	
16.	What are the lessons learnt, if any, from this project in the Kyrgyz Republic?
17.	What are the best practices, if any, that could be applied in future activities and similar projects?

<b>Project catalytic effects:</b>	
<i>The extent to which the project interventions in the area will serve as a catalyst to do the same with the other justice areas and a catalyst for the other institutions to follow?</i>	
18.	To what extent was the project financially and/or programmatically catalytic?
19.	To what extent was PBF funding used to scale-up other peacebuilding work and/or helped to create broader platforms for peacebuilding?
<b>Risk-tolerance and innovation</b>	
<i>Risk-tolerance concerns how the project sets out and manages the main risks that may jeopardize the project implementation. Innovation concerns how the project generates new solutions to the evolving challenges and working for transformation of community norms and institutional and policy/legislative settings.</i>	
20.	Were risks adequately monitored and mitigated?
21.	To what extent was the project approach novel or innovative?

### III. EVALUATION METHODOLOGY

#### The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and further refined in the Inception Report, as well as the availability of stakeholders. The evaluation team is expected to analyse all of the relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports, financial reports and any other additional documents that may provide further evidence for triangulation, on which their conclusions will be based.

The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the stakeholders of the project/ programme - Core Learning Partners (CLP).

The evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive, respectful and participatory approach and methodology to capture disability and gender equality issues, as well as voices and opinions of men, women and other marginalised groups, ensuring gender related and disaggregated data (e.g. age, sex, provinces, etc.). Special attention shall be paid to an unbiased and objective approach fully adhering to Do No Harm considerations and to the triangulation of sources, methods, data, and theories. The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data) as well as potential COVID-related restrictions on travel and in-person meetings. Potential limitations as well as the chosen mitigating measures should be discussed.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluation team is expected to follow a participatory and consultative approach ensuing close engagement with the government counterparts, UNDOC and UNDP project teams and key stakeholders.

The evaluation team will review all relevant sources of information, such as the Project document, project progress reports, project budgets and budget revisions, national strategic and legal documents, and any other materials that the evaluation team considers useful for this evidence-based assessment.

**The main elements of the evaluation process are the following:**

- Preparation and submission of an Inception Report (containing a desk review summary, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IES through Unite Evaluations (<https://evaluations.unodc.org>) for review and clearance at least one week before any field mission/data collection phase may take place (may entail several rounds of comments);
- Initial meetings and interviews with the Project Manager and other UNODC/UNDP staff as well as stakeholders during the field mission/data collection phase;
- Interviews (face-to-face or by telephone/skype/Teams etc.), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys/questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation (respecting potential COVID-related restrictions on travel and in-person meetings);
- Analysis of all available information;
- Preparation of the draft evaluation report (based on the Template Report). The Evaluation Expert submits the draft report to IES only through Unite Evaluations for review and clearance (may entail several rounds of comments). A briefing on the draft report with project/programme management may also be organized. This will be based on discussion with IES and project/programme management.
- Preparation of the final evaluation report and an Evaluation Brief (2-pager) (based on the Template Brief) including full proofreading and editing, submission to IES through Unite Evaluations for review and clearance (may entail several rounds of comments). It further includes a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. (in person or if necessary, through Skype/Teams etc.).
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account.
- All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html>

#### IV. TIMEFRAME AND DELIVERABLES

The total duration of the evaluation will be approximately 100 days according to the following indicative plan:

<i>Evaluation stage</i>	<i>Start date (dd/mm/yy)</i>	<i>End date (dd/mm/yy)</i>	<i>Subsumed tasks, roles</i>	<i>Guidance / Process description</i>
<b><i>Inception Report (3-5 weeks)</i></b>	<i>25/05/21</i>	<i>29/06/21</i>	<i>Draft IR; Review by IES, PM; Final IR</i>	<i>Includes 2 weeks for review by IES</i>
<b><i>Data collection (incl. field missions and interviews with key project stakeholders) (2-6 weeks)</i></b>	<i>07/07/21</i>	<i>16/07/21</i>	<i>Field missions; observation; interviews; etc.</i>	<i>Coordination of data collection dates and logistics with PM.</i>

<b>Draft report (6-9 weeks)</b>	19/07/21	16/08/21	Drafting of report; by evaluators	Includes 2 weeks for review by IES, 1 week by PM
	17/08/21	07/09/21	Review by IES; review by PM; revision of draft	
<b>Draft report for CLP comments (2 weeks)</b>	08/09/21	22/09/21	Compilation of comments by IES	Comments will be shared by IES with evaluators
<b>Final report, Brief and PowerPoint slides (3-4 weeks)</b>	23/09/21	15/10/21	Revision by evaluators; review/approval by IES; completion of MR and EFP by PM	Evaluation report, Brief and slides are finalised. Includes 1 week for review by IES and 1 week for PM
<b>Presentation (1 day)</b>	18/10/21	18/10/21	Presentation organised	Date of presentation of final results to be agreed with PM.

The UNODC Independent Evaluation Section may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

## V. EVALUATION TEAM COMPOSITION

The evaluation will be undertaken by a team composed of an *International Consultant (Evaluation Expert)* and a *National Consultant (Substantive Expert)*. They will receive the support of UNODC Office and UNDP Country Office.

Role	Number of consultants (national/international)	Specific expertise required	Responsibility
Evaluation Expert (Team Leader)	1 international consultant	Evaluation methodology, human rights/gender equality	Lead and manage the evaluation mission; Design the detailed evaluation methodology and plan Draft evaluation report and submit final evaluation report
Senior Expert (Prison Expert)	1 international consultant	Prison/probation area expertise, addressing violence in prisons and probation settings	Coordinate and interact with the evaluation Team Leader; Provide reviews, guidance and inputs in the area of expertise in relation to the identified deliverables

Substantive Expert	1 national consultant	Research methodology, peacebuilding, justice/rule of law	Coordinate and interact with the evaluation Team Leader;  Provide substantive inputs in relation to the area of expertise to the whole evaluation process and to all deliverables.
--------------------	-----------------------	--	--

The evaluation team will not act as representatives of any party and must remain independent and impartial. The qualifications and responsibilities for each evaluation team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

### Absence of Conflict of Interest

According to UNODC rules, the evaluation team must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the project or theme under evaluation. Furthermore, the evaluation team shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

## VI. MANAGEMENT OF THE EVALUATION PROCESS

### Roles and responsibilities of the Project/Programme Manager

The Project Manager is responsible for:

- managing the evaluation process;
- drafting and finalizing the ToR;
- identifying stakeholders and selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role;
- recruiting the evaluation team following clearance by IES, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IES and the evaluation team are to be immediately notified;
- compiling and providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation;
- reviewing the draft report and draft Evaluation Brief for factual errors;
- completing the Management Response (MR) and the Evaluation Follow-up Plan (EFP) for usage of the evaluation results;
- facilitating the presentation of final evaluation results;
- disseminating the final evaluation report and Evaluation Brief and communicating evaluation results to relevant stakeholders;
- recording of the status of the implementation of the evaluation recommendations in Unite Evaluations (to be updated once per year).

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

- All logistical arrangements for the travel/data collection phase including travel details; DSA-payments; transportation; etc.);
- All logistical arrangement for the meetings/interviews/focus groups/etc., (respecting potential COVID-related restrictions on travel and in-person meetings), ensuring interview partners adequately

represent men, women and other marginalised groups and arrangements for the presentation of the evaluation results;

- Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IES).

## Roles and responsibilities of the Independent Evaluation Section

The Independent Evaluation Section (IES) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Furthermore, IES provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IES may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

IES reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report, Evaluation Brief and PowerPoint slides on the final evaluation results; Evaluation Follow-up Plan. IES further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider.

## VII. PAYMENT MODALITIES

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The payment will be made by deliverable and only once cleared by IES. Moreover, 75 percent of the daily subsistence allowance and terminals is paid in advance before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms. Deliverables which do not meet UNODC and UNEG evaluation norms and standards will not be cleared by IES. IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

# ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

## II.A SEMI-STRUCTURED INTERVIEW GUIDES

Note: Interview guides are flexible data collection instruments; i.e. the evaluators will further adapt or specify the questions included depending on the position of the interviewee and his/her knowledge about the project XACZ61. Not all questions will always be applicable to all interviewees.

### SEMI-STRUCTURED INTERVIEW GUIDE FOR GENERAL PROJECT STAKEHOLDERS (E.G. OTHER UN AGENCIES, PBF)

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization	
Contact Details (Email / Tel)	

#### Before starting the interview:

*Welcome and thank interviewee(s) for their participation and time. Explain the purpose of the interview:*

The Independent Evaluation Section is in the process of undertaking a Final Independent Project Evaluation of UNODC’s project Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic (XACZ61). The evaluation is undertaken in line with UNODC and UNEG norms and standards.

The evaluation is carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Ms. Nina Retzlaff); and two Substantive Experts (Mr. Paul English (international) and Ms. Chinara Esengul (national))

The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.

**All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

*Ask if the interviewee agrees to the interview being recorded for facilitation of data processing – all recordings will be deleted afterwards. If interviewee does not agree to record, DO NOT RECORD.*

#### Interview questions

##### Intro: General Description

1. Please briefly introduce yourself and your position/tasks

2. Please briefly explain your level of knowledge about the project “Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic” and its different output areas.

(1=no knowledge at all, 5=completely familiar)

1 – 2 – 3 – 4 – 5

### Coherence

3. Have you been in any way involved in the design process of the project?

yes  no

4.a. If yes, can you comment on the design process? Which stakeholders have been involved? Were any important stakeholders missing in the process? Have there been any challenges during design stage?

4. Can you describe the main inter-agency cooperation and coordination mechanisms of the project? How useful and efficient do you perceive them to be? Any suggestions for further improvement?

### Relevance:

5. Do you believe the project has been designed to adequately address key drivers of radicalization to violence in prisons and probation settings in Kyrgyzstan?

(1=not at all, 5=completely)

1 – 2 – 3 – 4 – 5

Please explain:

5.a. Do you think the objectives, expected outcome and outputs of the project are well aligned with the key objectives and strategies of your organization? (If yes, how? If no, what would need to change in the future?)

### Human Rights and Gender Equality/leaving no one behind

6. Do you think that HR and GE aspects have been adequately integrated into the project? How? Do you see any room for improvement?

### Risk Tolerance and Innovation

7. From your perspective to which extent was the project approach novel or innovative?

### Effectiveness

8. Do you believe that community initiatives contribute to the prevention of extremism and recidivism?

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

### Sustainability

9. In how far do you think the project contributed to achieving strategic outcomes identified in national strategic plans, legislative agendas and policies?

10. What do you see as facilitating and hindering factors for the sustainability of the project or any of its results? How could sustainability be improved?

### Project catalytic effects

11. From your knowledge, has this project concretely triggered scale-up of other peacebuilding work or additional investments? (Please provide examples)

12. Do you have any other comments about the project?
-

If interviewee has only general and superficial knowledge about the project implementation, the interview ends here.

---

Only for those general stakeholders that have more in-depth knowledge about the project implementation:

### Efficiency

13. On a scale from 1 (not efficient at all) to 5 (extremely efficient), how would you overall rate the efficiency of the project in terms of allocation of financial resources, staffing, and planning within the project?

1 – 2 – 3 – 4 – 5

Please explain: where do you see any main achievements or any hindering factors to efficiency?

### Effectiveness

14. On a scale from 1 (not effective at all) to 5 (extremely effective), how would you rate the effectiveness (in terms of achievement of results) of the project related to its different output areas? *Note: only ask for the output areas that the interviewee is familiar with.*

*Output 1: Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalisation to violence in prisons as well as on disengagement interventions for violent extremist offenders*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

*Output 2: Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

*Output 3: Forensic experts provide high-quality expertise in terrorism and extremism related cases*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

15. On a scale from 1 (no contribution at all) to 5 (very high contribution), how would you rate the contribution of the project's results in any or all of the output areas to the expected **outcome**, namely that "Penitentiary and probation officers as well as the police and forensic experts effectively prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards"?

1 – 2 – 3 – 4 – 5

Please explain: what have been the most important changes that the project brought about? Which developments may possibly be attributed directly to the project, and where might other factors have played a role?

## Impact

16. From your perspective to which extent has the project contributed to the final objective of “Reducing vulnerability to violent extremism in the Kyrgyz Republic”?

(1= not at all, 5= very much):

1 – 2 – 3 – 4 – 5

Please explain: Where do you see any main achievements/ evidence, as well as facilitating or hindering factors? What could have been done differently in addition to contribute to objective?

## SEMI-STRUCTURED INTERVIEW GUIDE FOR UNODC/UNDP PROJECT RELATED STAFF

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization	
Contact Details (Email / Tel)	

### Before starting the interview:

*Welcome and thank interviewee(s) for their participation and time. Explain the purpose of the interview:*

The Independent Evaluation Section is in the process of undertaking a Final Independent Project Evaluation of UNODC’s project Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic (XACZ61). The evaluation is undertaken in line with UNODC and UNEG norms and standards.

The evaluation is carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Ms. Nina Retzlaff); and two Substantive Experts (Mr. Paul English (international) and Ms. Chinara Esengul (national))

The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.

**All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

*Ask if the interviewee agrees to the interview being recorded for facilitation of data processing – all recordings will be deleted afterwards. If interviewee does not agree to record, DO NOT RECORD.*

### Interview questions

#### Intro: General Description

1. Please briefly introduce yourself and your position/tasks
2. Please briefly explain your level of knowledge about the project “Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic” and its different output areas.

(1=no knowledge at all, 5=completely familiar)

1 – 2 – 3 – 4 – 5

#### Relevance:

3. Do you believe the project has been designed to adequately address key drivers of radicalization to violence in prisons and probation settings and most relevant peacebuilding issues of the different target groups of the project?

(1=not at all, 5=completely)

1 – 2 – 3 – 4 – 5

Please explain:

3.a. Do you think the objectives, expected outcome and outputs of the project are well aligned with the objectives and processes defined in the National Program on Countering extremism and terrorism and its action plan? (If yes, how? If no, what would need to change in the future?)

3.b. In how far has the project design considered alignment between the project's objectives and the SDGs?

#### Coherence

4. Can you comment on the design process? Which stakeholders have been involved? Were any important stakeholders missing in the process? Have there been any challenges during design stage?
5. Do you see any overlaps, synergies or complementarities of the project with other projects/programmes or the work of other organizations in Kyrgyzstan?

(Please explain why/why not)

5.a. If yes, have synergies and collaboration during design stage and implementation with other actors been actively explored and promoted? (Please provide examples)

#### Efficiency

6. On a scale from 1 (not efficient at all) to 5 (extremely efficient), how would you overall rate the efficiency of the project in terms of allocation of financial resources, staffing, and planning within the project?

1 – 2 – 3 – 4 – 5

Please explain: where do you see any main achievements or any hindering factors to efficiency?

6.a. How efficient has collaboration/coordination been between UNODC and UNDP as well as other key project stakeholders? Were there any important bottlenecks? Do you see any room for improvement?

#### Effectiveness

7. On a scale from 1 (not effective at all) to 5 (extremely effective), how would you rate the effectiveness (in terms of achievement of results) of the project related to its different output areas:

*Output 1: Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalisation to violence in prisons as well as on disengagement interventions for violent extremist offenders*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

*Output 2: Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

7.a. Do you believe that community initiatives contribute to the prevention of extremism and recidivism?

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

*Output 3: Forensic experts provide high-quality expertise in terrorism and extremism related cases*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

8. On a scale from 1 (no contribution at all) to 5 (very high contribution), how would you rate the contribution of the project's results in any or all of the output areas to the expected **outcome**, namely that "Penitentiary and probation officers as well as the police and forensic experts effectively prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards"?

1 – 2 – 3 – 4 – 5

Please explain: what have been the most important changes that the project brought about? Which developments may possibly be attributed directly to the project, and where might other factors have played a role? Has the project in any way monitored this?

### Impact

9. From your perspective to which extent has the project contributed to the final objective of "Reducing vulnerability to violent extremism in the Kyrgyz Republic"?

(1= not at all, 5= very much):

1 – 2 – 3 – 4 – 5

Please explain: Where do you see any main achievements/ evidence, as well as facilitating or hindering factors? What could have been done differently in addition to contribute to this objective?

10. Have there been any unintended results (positive or negative) of implementing the project?

### Sustainability

11. In how far do you think the project contributed to strategic outcomes identified in national strategic plans, legislative agendas and policies? What of the changes resulting from the project will continue once the project has finished?
12. What do you see as facilitating and hindering factors for the sustainability of the project or any of its results? How could sustainability be improved?

### Human Rights and Gender Equality/leaving no one behind

13. Do you think that HR and GE aspects have been adequately integrated into the project? How? Which results have been achieved in this regard? Do you see any room for improvement?

### Lessons Learned and Best Practices

14. Can you share with us any lessons learned or best practices for the formulation and/or implementation of future similar peacebuilding projects?

### Project catalytic effects

15. From your perspective, has this project concretely triggered scale-up of other peacebuilding work or additional investments? (Please provide examples)

### Risk-tolerance and innovation

16. From your perspective to which extent was the project approach overall novel or innovative?
17. From your perspective, has the project adequately identified and monitored any risks for implementation and achievement of results? And has it found innovative solutions to mitigate those risks? (Please provide examples).

## SEMI-STRUCTURED INTERVIEW GUIDE FOR IMPLEMENTATION PARTNERS INCL. PROJECT EXPERTS

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization	
Contact Details (Email / Tel)	

### Before starting the interview:

*Welcome and thank interviewee(s) for their participation and time. Explain the purpose of the interview:*

<p>The Independent Evaluation Section of UNODC is in the process of undertaking a Final Independent Project Evaluation of UNODC’s project Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic (XACZ61). The evaluation is undertaken in line with UNODC and UNEG norms and standards.</p> <p>The evaluation is carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Ms. Nina Retzlaff); and two Substantive Experts (Mr. Paul English (international) and Ms. Chinara Esengul (national))</p> <p>The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.</p> <p><b>All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.</b></p>
--

*Ask if the interviewee agrees to the interview being recorded for facilitation of data processing – all recordings will be deleted afterwards. If interviewee does not agree to record, DO NOT RECORD.*

## **Interview questions**

### **Intro: General Description**

1. Please briefly introduce yourself and your position/tasks, a) in your organization, b) related to the project
2. Please briefly explain your level of knowledge about the project “Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic” and its different output areas.

(1=no knowledge at all, 5=completely familiar)

1 – 2 – 3 – 4 – 5

### **Relevance:**

3. Do you believe the project has been designed to adequately address key drivers of radicalization to violence in prisons and probation settings in Kyrgyzstan?

(1=not at all, 5=completely)

1 – 2 – 3 – 4 – 5

Please explain:

- 3.a. Do you think the objectives, expected outcome and outputs of the project are well aligned with the key objectives and priorities of your organization? (If yes, how? If no, what would need to change in the future?)

### **Risk-tolerance and innovation**

4. From your perspective to which extent was the project approach overall novel or innovative?

### **Coherence**

5. Have you/ your organization been involved in the design process of the project?

yes  no

5.a. If yes, can you comment on the design process? Which stakeholders have been involved? Were any important stakeholders missing in the process? Have there been any challenges during design stage?

6. Do you see any overlaps, synergies or complementarities of the project with other projects/programmes or the work of other organizations in Kyrgyzstan?

(Please explain why/why not)

6.a. If yes, have synergies and collaboration during design stage and implementation with other actors been actively explored and promoted? (Please provide examples)

### **Efficiency**

7. On a scale from 1 (not efficient at all) to 5 (extremely efficient), how would you overall rate the efficiency of the project in terms of allocation of financial resources, staffing, and planning within the project?

1 – 2 – 3 – 4 – 5

Please explain: where do you see any main achievements or any hindering factors to efficiency?

7.a. How efficient has collaboration/coordination been between UNODC/UNDP and your organization? Were there any important bottlenecks? Do you see any room for improvement?

## Effectiveness

8. On a scale from 1 (not effective at all) to 5 (extremely effective), how would you rate the effectiveness (in terms of achievement of results) of the project related to its different output areas:

*Note: only ask for the output areas that the interviewee is familiar with.*

*Output 1: Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalisation to violence in prisons as well as on disengagement interventions for violent extremist offenders*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, facilitating or hindering factors? Were the activities the right ones to bring about change, or could the project have considered other approaches?

*Output 2: Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, facilitating or hindering factors? Were the activities the right ones to bring about change, or could the project have considered other approaches?

8.a. Do you believe that community initiatives contribute to the prevention of extremism and recidivism?

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

*Output 3: Forensic experts provide high-quality expertise in terrorism and extremism related cases*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

9. On a scale from 1 (no contribution at all) to 5 (very high contribution), how would you rate the contribution of the project's results in any or all of the output areas to the expected **outcome**, namely that "Penitentiary and probation officers as well as the police and forensic experts effectively prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards"?

1 – 2 – 3 – 4 – 5

Please explain: what have been the most important changes that the project brought about? Which developments may possibly be attributed directly to the project, and where might other factors have played a role?

## Impact

10. From your perspective to which extent has the project contributed to the final objective of "Reducing vulnerability to violent extremism in the Kyrgyz Republic"?

(1= not at all, 5= very much):

1 – 2 – 3 – 4 – 5

Please explain: Where do you see any main achievements/ evidence, facilitating or hindering factors?

11. Have there been any unintended results (positive or negative) of implementing the project?

## Sustainability

12. In how far do you think the project contributed to achieving strategic outcomes identified in national strategic plans, legislative agendas and policies?
13. What do you see as facilitating and hindering factors for the sustainability of the project or any of its results? How could sustainability be improved?

## Human Rights and Gender Equality/leaving no one behind

14. Do you think that HR and GE aspects have been adequately integrated into the project? How? Which results have been achieved in this regard? Do you see any room for improvement?

## Lessons Learned and Best Practices

15. Can you share with us any lessons learned or best practices for the formulation and/or implementation of future similar peacebuilding projects?

## Project catalytic effects

16. From your perspective, has this project concretely triggered scale-up of other peacebuilding work or additional investments? (Please provide examples)

## Risk-tolerance and innovation

17. From your perspective, has the project adequately identified and monitored any risks for implementation and achievement of results? And has it found innovative solutions to mitigate those risks? (Please provide examples).

## SEMI-STRUCTURED INTERVIEW GUIDE FOR NATIONAL AND LOCAL BENEFICIARY ORGANIZATIONS (E.G. PRISON SERVICE, PROBATION DEPARTMENT, STATE FORENSIC SERVICE, LAW ENFORCEMENT/JUDICIAL BODIES, LOCAL SELF-GOVERNANCE BODIES, COMMUNITY BASED ORGANIZATIONS)

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization	
Contact Details (Email / Tel)	

### Before starting the interview:

*Welcome and thank interviewee(s) for their participation and time. Explain the purpose of the interview:*

The Independent Evaluation Section of UNODC is in the process of undertaking a Final Independent Project Evaluation of UNODC's project Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic (XACZ61). The evaluation is undertaken in line with UNODC and UNEG norms and standards.

The evaluation is carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Ms. Nina Retzlaff); and two Substantive Experts (Mr. Paul English (international) and Ms. Chinara Esengul (national))

The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.

**All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

*Ask if the interviewee agrees to the interview being recorded for facilitation of data processing – all recordings will be deleted afterwards. If interviewee does not agree to record, DO NOT RECORD.*

### **Interview questions**

#### **Intro: General Description**

1. Please briefly introduce yourself and your position/tasks, a) in your organization, b) related to the project
2. Please briefly describe the nature of involvement of your organization in the project. In which specific activities did you participate?
3. Please briefly explain your level of knowledge overall about the project “Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic” and its different output areas.

(1=no knowledge at all, 5=completely familiar)

1 – 2 – 3 – 4 – 5

#### **Relevance:**

4. Do you believe the project has been designed to adequately address key drivers of radicalization to violence in prisons and probation settings in Kyrgyzstan?

*(Note: refer here to the specific activities the interviewee is familiar with; and if we talk to a local organization, refer to the local level instead of the country level.)*

(1=not at all, 5=completely)

1 – 2 – 3 – 4 – 5

Please explain:

- 4.a. Do you think the objectives of the project are well aligned with the key objectives and priorities of your organization? (If yes, how? If no, what would need to change in the future?)

*Note: only ask this question related to the specific output areas the interviewee is familiar with.*

#### **Risk-tolerance and innovation**

5. From your perspective to which extent was the project approach overall novel or innovative?

#### **Coherence**

6. Have you/ your organization been involved in the design process of the project?

yes  no

- 6.a. If yes, can you comment on the design process? Which stakeholders have been involved? Were any important stakeholders missing in the process? Have there been any challenges during design stage?

7. Do you see any overlaps, synergies or complementarities of the project with other projects/programmes or the work of other organizations in Kyrgyzstan?

(Please explain why/why not)

7.a. If yes, have synergies and collaboration during design stage and implementation with other actors been actively explored and promoted? (Please provide examples)

### Efficiency

8. On a scale from 1 (not efficient at all) to 5 (extremely efficient), how would you overall rate the efficiency of the project in terms of allocation of financial resources, staffing, and planning within the project?

1 – 2 – 3 – 4 – 5

Please explain: where do you see any main achievements or any hindering factors to efficiency?

8.a. How efficient has collaboration/coordination been between UNODC/UNDP and your organization? Were there any important bottlenecks? Do you see any room for improvement?

### Effectiveness

9. On a scale from 1 (not effective at all) to 5 (extremely effective), how would you rate the effectiveness (in terms of achievement of results) of the project related to its different output areas:

*Note: only ask for the output areas that the interviewee is familiar with.*

*Output 1: Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalisation to violence in prisons as well as on disengagement interventions for violent extremist offenders*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

*Output 2: Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

9.a. Do you believe that community initiatives contribute to the prevention of extremism and recidivism?

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

*Output 3: Forensic experts provide high-quality expertise in terrorism and extremism related cases*

1 – 2 – 3 – 4 – 5

Please explain: To which extent have project activities contributed to the output achievement? Where do you see any main achievements, as well as facilitating or hindering factors? Have any external factors played a role (e.g. other interventions)?

10. On a scale from 1 (no contribution at all) to 5 (very high contribution), how would you rate the contribution of the project's results in any or all of the output areas to the expected **outcome**, namely that "Penitentiary and probation officers as well as the police and forensic experts effectively prevent

and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards”?

1 – 2 – 3 – 4 – 5

Please explain: what have been the most important changes that the project brought about? Which developments may possibly be attributed directly to the project, and where might other factors have played a role?

### Impact

11. From your perspective to which extent has the project contributed to the final objective of “Reducing vulnerability to violent extremism in the Kyrgyz Republic”?

(1= not at all, 5= very much):

1 – 2 – 3 – 4 – 5

Please explain: Where do you see any main achievements/ evidence, facilitating or hindering factors?

12. Have there been any unintended results (positive or negative) of implementing the project?

### Sustainability

13. What do you see as facilitating and hindering factors for the sustainability of the project or any of its results? How could sustainability be improved?

### Human Rights and Gender Equality/leaving no one behind

14. Do you think that HR and GE aspects have been adequately integrated into the project? How? Which results have been achieved in this regard? Do you see any room for improvement?

### Lessons Learned and Best Practices

15. Can you share with us any lessons learned or best practices for the formulation and/or implementation of future similar peacebuilding projects?

### Project catalytic effects

16. From your perspective, has this project concretely triggered scale-up of other peacebuilding work or additional investments? (Please provide examples)

### Risk-tolerance and innovation

17. From your perspective, has the project adequately identified and monitored any risks for implementation and achievement of results? And has it found innovative solutions to mitigate those risks? (Please provide examples).

## SEMI-STRUCTURED INTERVIEW GUIDE FOR TRAINING PARTICIPANTS (E.G. PRISON STAFF, PROBATION STAFF, FORENSIC EXPERTS)

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization	

<b>Contact Details (Email / Tel)</b>	
--------------------------------------	--

**Before starting the interview:**

*Welcome and thank interviewee(s) for their participation and time. Explain the purpose of the interview:*

The Independent Evaluation Section of UNODC is in the process of undertaking a Final Independent Project Evaluation of UNODC’s project Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic (XACZ61). The evaluation is undertaken in line with UNODC and UNEG norms and standards.

The evaluation is carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Ms. Nina Retzlaff); and two Substantive Experts (Mr. Paul English (international) and Ms. Chinara Esengul (national))

The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.

**All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.**

*Ask if the interviewee agrees to the interview being recorded for facilitation of data processing – all recordings will be deleted afterwards. If interviewee does not agree to record, DO NOT RECORD.*

**Interview questions**

**Intro: General Description**

1. Please briefly introduce yourself and your position/tasks
2. Which training/capacity building provided by the project did you participate in?
3. Please briefly explain your level of knowledge overall about the project “Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic” and its different output areas.

(1=no knowledge at all, 5=completely familiar)

1 – 2 – 3 – 4 – 5

**Relevance:**

4. In how far did the activities you participated in adequately address your learning needs related to key drivers of radicalization to violence in prisons and probation settings in Kyrgyzstan?

(1=not at all, 5=completely)

1 – 2 – 3 – 4 – 5

Please explain, which needs:

- 4.a. How relevant did you perceive the training/capacity building to be for your daily work?

**Risk-tolerance and innovation**

5. Did you find the training/capacity building to be in any way novel or innovative? If yes, how?

**Coherence**

6. Have you ever participated in other trainings/capacity building provided by other organizations, that you found similar in terms of content to the training from UNODC/UNDP?

yes  no

6.a. If yes, which training/capacity building, provided by which organization? In which year?

### Efficiency

7. On a scale from 1 (not efficient at all) to 5 (extremely efficient), how would you overall rate the efficiency of the training/capacity building implementation in terms of planning and coordination, length of the training, etc.?

1 – 2 – 3 – 4 – 5

Please explain: where do you see any main achievements or any hindering factors to efficiency?

### Effectiveness

8. On a scale from 1 (low) to 5 (high), how would you rate the quality of training content?

1 – 2 – 3 – 4 – 5

Please explain: what did you like, what did you not like?

9. On a scale from 1 (low) to 5 (high), how would you rate the quality of the trainer and teaching methods?

1 – 2 – 3 – 4 – 5

Please explain: what did you like, what did you not like?

10. To which extent has your participation in the training/capacity building substantially improved your knowledge about the topics treated?

(1=not at all to 5= very much)

1 – 2 – 3 – 4 – 5

Please explain: what have been your key learnings?

11. As a result of your participation in the training/capacity building, how well prepared do you feel to apply the new knowledge in your work?

(1=not at all to 5= very much)

1 – 2 – 3 – 4 – 5

Please explain: are you already applying the knowledge/capacities acquired? If yes, in which way? If not, why not?

12. To which extent do you believe that the training/capacity building you participated in has directly contributed to:

*Note: only select one area, the one the training was about*

*Output 1: Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalisation to violence in prisons as well as on disengagement interventions for violent extremist offenders*

1 – 2 – 3 – 4 – 5

Please explain how:

*Output 2: Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism*

1 – 2 – 3 – 4 – 5

Please explain how:

Output 3: Forensic experts provide high-quality expertise in terrorism and extremism related cases

1 – 2 – 3 – 4 – 5

Please explain how:

12.a. Do you believe that community initiatives contribute to the prevention of extremism and recidivism?

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

13. As a result of your participation in the training/capacity building, do you think that you (and your colleagues) can more effectively prevent and/or address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards?

1 – 2 – 3 – 4 – 5

Please explain: what have been the most important changes that the training/capacity building brought about? Have there been any unexpected effects as a result of trainings/capacity building?

What are other factors that are important to take into account that either facilitate or hinder the effective prevention / handling of radicalization to violence?

### Sustainability

14. In how far do you think that the effects of the training/capacity building will be long-lasting? Are there still any knowledge/capacity gaps in your organization that would need to be addressed in the future?

### Human Rights and Gender Equality/leaving no one behind

15. Do you think that HR and GE aspects have been adequately integrated into the training/capacity building? How? Which results have been achieved in this regard? Do you see any room for improvement?

### Lessons Learned and Best Practices

16. Can you share with us any lessons learned or best practices from your participation in the training/capacity building? What could be improved in the future?

## SEMI-STRUCTURED INTERVIEW GUIDE FOR END BENEFICIARIES (PROBATION CLIENTS AND FAMILY MEMBERS, PARTICIPANTS OF REHABILITATION PROGRAMMES)

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization	
Contact Details (Email / Tel)	

### Before starting the interview:

Welcome and thank interviewee(s) for their participation and time. Explain the purpose of the interview:

We are independent researchers working with the UN. We are assessing the probation services to understand what is done well and what can be improved in the services they provide to you and your family. We would like to ask you a few questions about your experience.

**All information from the interview is treated confidentially, and no individual information will be disclosed.**

*Ask if the interviewee agrees to the interview being recorded for facilitation of data processing – all recordings will be deleted afterwards. If interviewee does not agree to record, DO NOT RECORD.*

### **Interview questions**

#### **Intro: General Description**

1. Please briefly introduce yourself
2. Which support services have you received as part of your participation in probation (or rehabilitation)?

#### **Relevance:**

3. How satisfied are you with the support that you received?

(1=not at all, 5=completely)

1 – 2 – 3 – 4 – 5

Please explain: what did you like, what did you not like?

4. Does the support you receive (or that you did receive) adequately address your needs?

(1=not at all, 5=completely)

1 – 2 – 3 – 4 – 5

Please explain, which needs? Do you have any other needs that are not addressed by the support services?

#### **Efficiency**

5. How well coordinated are the support services you receive?

(1=not at all, 5=completely)

1 – 2 – 3 – 4 – 5

Please explain: What has made them more or less convenient for you?

#### **Effectiveness**

6. What have been/are the most important changes that occurred due to the support that you received?

Please explain: how have support services helped you?

#### **Sustainability**

7. In how far do you think that the effects of the support you receive(d) are long-lasting?

7.a. Do you believe that initiatives with community members help to improve security and to reduce the vulnerability to unsafe influences?

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

Would you like to explain further about your experience?

#### **Closure**

8. Do you have any other comments for us that could help to improve the services you receive?

## SEMI-STRUCTURED INTERVIEW GUIDE FOR INDIRECT STAKEHOLDERS/INDEPENDENT EXPERTS

Date/ Location	
Interviewers	
Name of interviewee	
Position of interviewee	
Organization	
Contact Details (Email / Tel)	

### Before starting the interview:

*Welcome and thank interviewee(s) for their participation and time. Explain the purpose of the interview:*

<p>The Independent Evaluation Section of UNODC is in the process of undertaking a Final Independent Project Evaluation of UNODC’s project Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic (XACZ61). The evaluation is undertaken in line with UNODC and UNEG norms and standards.</p> <p>The evaluation is carried out by a team of external independent evaluators, consisting of an Evaluation Expert (Ms. Nina Retzlaff); and two Substantive Experts (Mr. Paul English (international) and Ms. Chinara Esengul (national))</p> <p>The aim of the evaluation is to assess the project implementation processes and achievement of results, as well as identify lessons learned that can inform future project designs and implementation modalities.</p> <p><b>All information from the interview is treated confidentially, and no individual information will be disclosed in the evaluation report.</b></p>
--

*Ask if the interviewee agrees to the interview being recorded for facilitation of data processing – all recordings will be deleted afterwards. If interviewee does not agree to record, DO NOT RECORD.*

### Interview questions

#### Intro: General Description

1. Please briefly introduce yourself and your position/tasks
2. Please briefly explain your level of knowledge about the project “Support to the Prevention of Radicalization to Violence in Prisons and Probation Settings in the Kyrgyz Republic” and its different output areas.

(1=no knowledge at all, 5=completely familiar)

1 – 2 – 3 – 4 – 5

3. Please briefly explain your organization’s key priorities and strategies on peacebuilding in Kyrgyzstan; if applicable, more specifically related to reducing vulnerability to violent extremism in the Kyrgyz Republic.

#### Coherence

4. Are you/is your organization somehow in contact with UNODC/UNDP to exchange information on your initiatives or coordinate any activities?

Which other organizations do you usually collaborate with?

5. Do you think that inter-agency cooperation usually works well in Kyrgyzstan? Where would you see main challenges, or do you have examples of best practices in this regard?

**Relevance:**

6. What would you define as key drivers of radicalization to violence in prisons and probation settings in Kyrgyzstan?

6.a. Do you think the objectives, expected outcome and outputs of the UNODC project are relevant to address these issues?

**Risk Tolerance and Innovation**

7. From your perspective to which extent was the UNODC project approach novel or innovative?

**Effectiveness**

8. From your perspective, what have been the most important (positive or negative) changes (if any) in Kyrgyzstan regarding CT trials, prison management, rehabilitation programmes and probation services?

Which factors (initiatives, other developments) do you think have caused these changes?

9. Do you believe that community initiatives contribute to the prevention of extremism and recidivism?

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

Please explain; what other approaches do you believe are important?

**Human Rights and Gender Equality/leaving no one behind**

10. From your point of view, which HR and GE aspects need to be addressed regarding prison management and probation/rehabilitation in Kyrgyzstan? Which standards/strategies should be applied?

**Sustainability**

11. In the current situation and foreseeable future, what do you see as facilitating and hindering factors for the sustainability of peacebuilding results in Kyrgyzstan? How could sustainability be improved?

**Lessons Learned & Best Practices**

---

12. Do you have any other comments on aspects of peacebuilding in Kyrgyzstan, any lessons learned or best practices from your organization/initiatives?
-

## II.B ONLINE SURVEYS FOR TRAINING PARTICIPANTS

---

The online surveys were set up in Survey Monkey and sent via email to participants of trainings and capacity building events conducted by the project. For this purpose, survey questions were translated into Russian and Kyrgyz; and respondents could select the language they feel most comfortable answering in. In addition, an introductory text was included in the email stating the purpose of the survey and informing about data protection standards and confidentiality of all data collected.

### SURVEY FOR PRISON STAFF

1. Please indicate the institution you work in (*text field*)
2. Please indicate your general job title (*text field*)
3. Please indicate the geographic level you work at (*multiple choice*)
  - Central level
  - Province level
  - District level
  - Local level
4. Please indicate your gender (*multiple choice*)
  - Female
  - Male
  - Other
5. Please indicate the specific training you participated in (*select all that apply*)
  - 2018: Training on implementation of new criminal and penal legislation, including provisions on management of high risk prisoners
  - 2018: Training on organization of work with Violent Extremist Prisoners
  - 2018: Training on penal legislation with a specific focus on probation
  - 2019: **Training of trainers** on organising work on rehabilitation of convicts for terrorist and extremist offences in penitentiary institutions and penal colony settlements
  - 2019: Training on the organization of work with Violent Extremist Prisoners and how to manage social rehabilitation programmes
  - 2021: Training on prisoners risk assessment and classification system
  - I have not participated in any of these trainings, but I participated in other training related to the management of high risk prisoners and/or prison-based rehabilitation programmes  
*Please briefly explain: which training (title, dates), provided by which organization?*
  - I have never participated in any training related to new criminal and penal legislation, probation, rehabilitation or management of high risk prisoners
6. Please indicate the location(s) (city) where the training(s) you participated in took place (*text field*)
7. Since you took part in the training(s), have you changed your job position?  
 Yes  No

*If yes, please briefly indicate what was your position at the time you took the training (optional text field)*

**8. Did you find the training to be in any way novel or innovative?**

Yes  No  I don't know

*If yes, please briefly explain: (optional text field)*

**9. How relevant did you perceive the training to be for your daily work?**

1 (not relevant at all), 2 (somehow relevant), 3 (fairly relevant), 4 (very relevant) – 5 (extremely relevant), I don't know

*Please briefly explain: (optional text field)*

**10. How would you overall rate the efficiency of the training implementation in terms of planning and coordination?**

1 (not efficient at all), 2 (somewhat efficient), 3 (fairly efficient), 4 very efficient, 5 (extremely efficient), I don't know

*Please briefly explain: What did you like, what could have been done better? (optional text field)*

**11. How would you rate the adequacy of training length?**

Too short  Just right  Too long  I don't know

**12. How would you rate the quality of training content?**

1 (not good at all), 2 (not so good), 3 (good), 4 (very good), 5 (excellent), I don't know

*Please briefly explain: What did you like, what could have been done better?*

**13. How would you rate the quality of the trainer(s) and teaching methods?**

1 (not good at all), 2 (not so good), 3 (good), 4 (very good), 5 (excellent), I don't know

*Please briefly explain: What did you like, what could have been done better? (optional text field)*

**14. To which extent has your participation in the training substantially improved your knowledge about the topics treated?**

1 (not at all), 2 (to a low extent), 3 (to some extent), 4 (to a significant extent), 5 (very much), I don't know

*Please state here there most important thing you learned through the training: (optional text field)*

**15. As a result of your participation in the training, how well prepared do you feel to apply the knowledge you acquired in your work?**

1 (not at all), 2 (somewhat prepared), 3 (prepared), 4 (well prepared), 5 (very well prepared), The knowledge I acquired is not applicable to my work, I don't know

**16. Did the training enhance your abilities to train others, e.g. colleagues?**

Yes, definitely  To some extent  No  I don't know

**17. Have you used the training yourself to teach others?**

Yes  No

*If yes, on what occasions and who did you train? (optional text field)*

**18. As a result of your participation in the training, do you think that you (and your colleagues) can more effectively prevent and/or address radicalization to extremist violence in prisons?**

Yes, definitely  To some extent  No  I don't know

*Please briefly explain why/why not: (optional text field)*

19. As a result of the training, do you know the UN Minimum Rules on Treatment of Prisoners (Nelson Mandela Rules) and how to apply them in your work?

- Yes I know the rules and how to apply them
- I know the rules, but I don't know how to apply them
- I don't know the rules or how to apply them

20. As a result of the training, do you know the rules for Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (Bangkok Rules) and how to apply them in your work?

- Yes I know the rules and how to apply them
- I know the rules, but I don't know how to apply them
- I don't know the rules or how to apply them

21. Have there been any other changes in your work, positive or negative, as a result of your participation in the training/capacity building?

Yes  No  I don't know

*If yes, please briefly explain (optional text field)*

22. Are there still any knowledge/capacity gaps in your institution that would need to be addressed in the future to prevent and/or address radicalization to extremist violence in prisons?

Yes  No  I don't know

*If yes, please briefly explain (optional text field)*

23. Do you believe that apart from prevention/rehabilitation work in prisons, reintegration work in the communities contributes to the prevention of extremism and recidivism of violent extremist offenders?

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

24. Do you have any other comment about the training(s) you participated in?

Yes  No

*If yes, please comment here (optional text field)*

**Thank you for your participation!**

#### **SURVEY FOR PROBATION SERVICE RELATED STAFF**

1. Please indicate the institution you work in *(text field)*

2. Please indicate your general job title *(text field)*

3. Please indicate the geographic level you work at *(multiple choice)*

- Central level
- Province level
- District level
- Local level

4. Please indicate your gender *(multiple choice)*

- Female
- Male
- Other

5. **Please indicate the specific training you participated in** (*select all that apply*)
- 2018: Training on organization of work with Violent Extremist Prisoners
  - 2018: Training on penal legislation with a specific focus on probation
  - 2019: Training on strengthening interagency cooperation on rehabilitation/reintegration of probation clients
  - 2020: Training on the organization of work with probation clients
  - 2021: Training on preventing extremism and terrorism ideology while working with probation clients
  - 2020-2021: In addition to training, I received technical and mentoring support on work with probation clients, including violent extremist offenders
  - I have not participated in any of these trainings, but I participated in other training related to the reintegration of probation clients, including violent extremist offenders
- Please briefly explain: which training (title, dates), provided by which organization?*
- I have never participated in any training related to new penal legislation or re-socialization of probation clients
6. **Please indicate the location(s) (city) where the training(s) you participated in took place:** (*text field*)
7. **Since you took part in the training(s), have you changed your job position?**
- Yes  No
- If yes, please briefly indicate what was your position at the time you took the training (optional text field)*
8. **Did you find the training to be in any way novel or innovative?**
- Yes  No  I don't know
- If yes, please briefly explain: (optional text field)*
9. **How relevant did you perceive the training to be for your daily work?**
- 1 (not relevant at all), 2 (somehow relevant), 3 (fairly relevant), 4 (very relevant) – 5 (extremely relevant), I don't know
- Please briefly explain: (optional text field)*
10. **How would you overall rate the efficiency of the training implementation in terms of planning and coordination?**
- 1 (not efficient at all), 2 (somewhat efficient), 3 (fairly efficient), 4 very efficient, 5 (extremely efficient), I don't know
- Please briefly explain: What did you like, what could have been done better? (optional text field)*
11. **How would you rate the adequacy of training length?**
- Too short  Just right  Too long  I don't know
12. **How would you rate the quality of training content?**
- 1 (not good at all), 2 (not so good), 3 (good), 4 (very good), 5 (excellent), I don't know
- Please briefly explain: What did you like, what could have been done better? (optional text field)*
13. **How would you rate the quality of the trainer(s) and teaching methods?**
- 1 (not good at all), 2 (not so good), 3 (good), 4 (very good), 5 (excellent), I don't know

*Please briefly explain: What did you like, what could have been done better? (optional text field)*

**14. To which extent has your participation in the training substantially improved your knowledge about the topics treated?**

1 (not at all), 2 (to a low extent), 3 (to some extent), 4 (to a significant extent), 5 (very much), I don't know

*Please state here the most important thing you learned through the training: (optional text field)*

**15. Did the training you participated in include any specific teaching on gender-sensitive post-release interventions, social support and risk management?**

Yes  No  I don't know

*Please briefly explain (optional text field)*

**16. As a result of your participation in the training, how well prepared do you feel to apply the knowledge you acquired in your work?**

1 (not at all), 2 (somewhat prepared), 3 (prepared), 4 (well prepared), 5 (very well prepared), The knowledge I acquired is not applicable to my work, I don't know

**17. As a result of the training, do you know the rules for Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (Bangkok Rules) and how to apply them in your work?**

- Yes I know the rules and how to apply them
- I know the rules, but I don't know how to apply them
- I don't know the rules or how to apply them

**18. Did the training enhance your abilities to train others, e.g. colleagues?**

Yes, definitely  To some extent  No  I don't know

**19. Have you used the training yourself to teach others?**

Yes  No

*If yes, on what occasions and who did you train? (optional text field)*

**20. If you participated in mentoring for work with probation clients, how helpful did you find these services to further enhance your expertise?**

1 (not helpful at all), 2 (somewhat helpful), 3 (helpful), 4 (very helpful), 5 (extremely helpful), not applicable

*Please briefly explain: What did you like, what could have been better? (optional text field)*

**21. As a result of your participation in the training, do you think that you (and your colleagues) can more effectively prevent and/or address radicalization to extremist violence in probation settings?**

Yes, definitely  To some extent  No  I don't know

*Please briefly explain why/why not: (optional text field)*

**22. How well do you perceive the collaboration with other agencies/authorities to work for the organization of probation services to probation clients?**

1 (not good at all), 2 (poorly), 3 (fairly well), 4 (good), 5 (excellent)

*Please briefly explain: what works well, where do you see room for improvement? (optional text field)*

**23. Have there been any other changes in your work, positive or negative, as a result of your participation in the training (and mentoring, if applicable)?**

Yes  No  I don't know

*If yes, please briefly explain (optional text field)*

**24. Are there still any knowledge/capacity gaps in your institution that would need to be addressed in the future to prevent and/or address radicalization to extremist violence in probation settings?**

Yes  No  I don't know

*If yes, please briefly explain (optional text field)*

**25. Do you believe that reintegration work in the communities contributes to the prevention of extremism and recidivism of violent extremist offenders?**

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

*Please briefly explain why/why not (optional text field)*

**26. Do you have any other comment about the training(s) you participated in?**

Yes  No

*If yes, please comment here (optional text field)*

**Thank you for your participation!**

### SURVEY FOR FORENSICS EXPERTS

**1. Please indicate the institution you work in (text field)**

**2. Please indicate your general job title (text field)**

**3. Please indicate the geographic level you work at (multiple choice)**

- Central level
- Province level
- District level
- Local level

**4. Please indicate your gender (multiple choice)**

- Female
- Male
- Other

**5. Please indicate the specific training you participated in (select all that apply)**

- 2019: Special aspects of Psychological-Linguistic and Religious Expertise of extremism related cases
- 2020: Mentoring services with Russian experts for the production of psycholinguistic expertise with a religious component
- I have not participated in any of these trainings/mentoring, but I participated in other training related to the psychological-linguistic and religious forensic analysis for extremism and terrorism related cases

*Please briefly explain: which training (title, dates), provided by which organization?*

- I have never participated in any training or mentoring related to psychological-linguistic and religious forensic analysis for extremism and terrorism related cases

**6. Please indicate the location(s) (city) where the training(s) you participated in took place: (text field)**

**7. Since you took part in the training(s), have you changed your job position?**

Yes  No

*If yes, please briefly indicate what was your position at the time you took the training (optional text field)*

**8. Did you find the training to be in any way novel or innovative?**

Yes  No  I don't know

*If yes, please briefly explain: (optional text field)*

**9. How relevant did you perceive the training to be for your daily work?**

1 (not relevant at all), 2 (somehow relevant), 3 (fairly relevant), 4 (very relevant) – 5 (extremely relevant), I don't know

*Please briefly explain: (optional text field)*

**10. How would you overall rate the efficiency of the training implementation in terms of planning and coordination?**

1 (not efficient at all), 2 (somewhat efficient), 3 (fairly efficient), 4 very efficient, 5 (extremely efficient), I don't know

*Please briefly explain: What did you like, what could have been done better? (optional text field)*

**11. How would you rate the adequacy of training length?**

Too short  Just right  Too long  I don't know

**12. How would you rate the quality of training content?**

1 (not good at all), 2 (not so good), 3 (good), 4 (very good), 5 (excellent), I don't know

*Please briefly explain: What did you like, what could have been done better? (optional text field)*

**13. How would you rate the quality of the trainer(s) and teaching methods?**

1 (not good at all), 2 (not so good), 3 (good), 4 (very good), 5 (excellent), I don't know

*Please briefly explain: What did you like, what could have been done better? (optional text field)*

**14. To which extent has your participation in the training substantially improved your knowledge about the topics treated?**

1 (not at all), 2 (to a low extent), 3 (to some extent), 4 (to a significant extent), 5 (very much), I don't know

*Please state here the most important thing you learned through the training: (optional text field)*

**15. Did the training you participated in include any specific teaching on gender-sensitive forensic analysis?**

Yes  No  I don't know

*Please briefly explain (optional text field)*

**16. As a result of your participation in the training, how well prepared do you feel to apply the knowledge you acquired in your work?**

1 (not at all), 2 (somewhat prepared), 3 (prepared), 4 (well prepared), 5 (very well prepared), The knowledge I acquired is not applicable to my work, I don't know

**17. Did the training enhance your abilities to train others, e.g. colleagues?**

Yes, definitely  To some extent  No  I don't know

**18. Have you used the training yourself to teach others?**

Yes  No

*If yes, on what occasions and who did you train? (optional text field)*

**19. If you participated in mentoring with Russian experts, how helpful did you find these services to further enhance your expertise?**

1 (not helpful at all), 2(somewhat helpful), 3(helpful), 4(very helpful), 5(extremely helpful), not applicable

*Please briefly explain: What did you like, what could have been better? (optional text field)*

**20. As a result of your participation in the training, do you think that you (and your colleagues) can provide better quality forensic analysis for extremism and terrorism related cases?**

Yes, definitely  To some extent  No  I don't know

*Please briefly explain why/why not: (optional text field)*

**21. Have there been any other important changes in your work, positive or negative, as a result of your participation in the training/mentoring?**

Yes  No  I don't know

*If yes, please briefly explain (optional text field)*

**22. How well do you perceive the collaboration with the judicial authorities to work for the provision of forensic analysis for extremism and terrorism related cases?**

1 (not good at all), 2 (poorly), 3 (fairly well), 4 (good), 5 (excellent)

*Please briefly explain: what works well, where do you see room for improvement? (optional text field)*

**23. In the past two years, have you noted an increase of requests from the judiciary for your professional services of providing forensic analysis for extremism and terrorism related cases?**

Yes  No  I don't know

**24. Are there still any knowledge/capacity gaps in your institution that would need to be addressed in the future to further improve forensic analysis related to radicalization to extremist violence?**

Yes  No  I don't know

*If yes, please briefly explain (optional text field)*

**25. Do you believe that reintegration work in the communities contributes to the prevention of extremism and recidivism of violent extremist offenders?**

Yes, completely agree  No, not at all  Only to a certain extent  I don't know

*Please briefly explain why/why not (optional text field)*

**26. Do you have any other comment about the training(s) you participated in?**

Yes  No

*If yes, please comment here (optional text field)*

**Thank you for your participation!**

## ANNEX III: DESK REVIEW LIST

### UNODC DOCUMENTS

Number	Title
1	List of PROJECT PARTNERS_upd June2021
2	XACZ61_ToR_Final Evaluation_suppl 12May2021
3	RCO 0210 2021 NV on PBE PVE final evaluation
4	Outcome 2 ProDoc_Kyrgyzstan PBF_7.12.2017_ENG_CLEAN
5	IPE Flow Chart Final
6	SP2_Project Document_5 Nov 2015_FINAL
7	UNODC Programme for Central Asia (2015-2019)
8	UNODC support to prison reform in the Kyrgyz Republic_upd Oct2019
9	UNODC-UNDP ME Plan_PBF PVE_upd Jun2021
10	IPE Flow Chart Final
11	RCO 0210 2021 NV on PBE PVE final evaluation
12	TOR_IC_Evaluator national
13	XACZ61_ToR_Final Evaluation_suppl 12May2021
14	Activities, beneficiaries and contacts_2021
15	FinReport_probation assessment_Jan2019_rus
16	FinReport_probation mentorship_rus
17	Independent expert survey-2
18	Indicators_radicalization level_rus
19	Monitoring visit to the prisons Oct_30_2019
20	Monitoring of interagency cooperation_rus

21	PBF end-line study_presentation
22	Prison system audit_Feb2020
23	Probation asesment findings_rus
24	Probation situational analysis_rus
25	Public monitoring of open-type colonies and probation 2019_rus
26	Public Monitoring Report in close-type prisons 2018_rus
27	Карта проведения опроса (3)
28	GSIN data_employment_legal aid_by Jun21_rus
29	Probation statistics_June2021+TOTALS_rus
30	Probation statistics_May2021+TOTAL_rus
31	VEPs statistics_KYR_June 2018
32	GSIN Plan 2019-2020_VEPS social rehabilitation_rus
33	prison gen.stat data 2020
34	SP2 deliverables 2018-2020_upd Mar2021
35	Prison Expert Report_BS_Oct2019
36	Regulations expertise_GA_Nov.2018
37	Religious Expert Report_IA_SeptOct2018
38	Religious Expert Report_YD_Feb2018
39	Training Expert Report_AA_Apr2018
40	Outcome 2 Presentation JSC Nov5_2019 ENG
41	Outcome 2 results 2019 UNCT
42	Outcome 2 Presentation JSC 12 June 2018_Draft_06.06_OT
43	PBF Outcome-2 Annual Report_Nov2018_rev21May2019
44	PBF KGZ Outcome-2 Annual Report 2019

45	PBF_Annual Project Progress Report 2020_UNODC 10112020_final
46	PBF_Semi-Annual Project Progress Report 2021_UNODC_UNDP_fin
47	SP2 XACZ61 APPR 2020 profi final
48	ROCA AR EN-2019_03.04.2020
49	Prisons and Probation Facilities and Units PBF PVE
50	RNA Tool
51	RNA presentation
52	3. Agenda Coordination Council_RUS_26.03.2018
53	Prison Reform Coordination Council members
54	Draft Agreement on Interagency Cooperation_rus
55	3. LOP Signed, 26 March Coordination Council
56	Joint work plan signed with State Prison Service_rus
57	Road Map_rus
58	Probation assessment report_2019_rus
59	Probation mentorship report
60	Social report instruction_rus
61	Methodical recommendations on probation_rus
62	Standard Rules on re-socialization programmes_rus
63	FinReport_probation mentorship_rus
64	Annex 2_Chapter 5 Training Module 1_rus
65	Annex 3_Chapter 1 Training Module 2_rus
66	Annex 4_Cases with answers_Training Module 2_rus
67	Annex 4_Economical capacity of clients 1 theme_rus
68	Annex 5_Economical capacity of clients 2 theme_rus

69	Annex 5_Measures table_rus
70	Annex 5_Psychological Research_rus
71	Annex 6_Economical capacity of clients 1 theme_rus
72	Annex 6_Economical capacity of clients 3 theme_rus
73	Annex 6_Training Agenda_rus
74	Annex 7_Economical capacity of clients 2 theme_rus
75	Annex 7_Economical capacity of clients 4 theme_rus
76	Annex 8_Economical capacity of clients 3 theme_rus
77	Annex 9_Economical capacities of clients 4 theme_rus
78	Annex 10_Economical capacity of clients Training Module_rus
79	Training Expert Report_AA_Apr2018
80	Training report 15-19 April 2019 Osh
81	Mission Report Osh 15-19 April 2019
82	Pre-post evaluation questionnaire_15-19 Apr 2019 Osh
83	Training Agenda 15-19 April 2019
84	Training evaluation results_15-19 Apr Osh
85	List of participants
86	Final_Meeting Agenda
87	LoP_MM
88	Meeting Agenda_23 Dec2019
89	LoP_24 Dec2019
90	LoP 23 Dec
91	Training Agenda_28-31 May2019
92	List of certified participants

93	pre-post test unified
94	Report training 2021
95	Приложение 1. Программа тренингов пробация_фин
96	Приложение 7. Список участников тренинга 29-30 сентября Ош
97	Приложение 8. Список участников тренинга 1-2 октября Ош
98	Приложение 9_Список участниов онлайн тренингов
99	Приложение 10. Список участников тренинга 19-20 октября
100	Приложение 11. Список участников тренинга 21-22 октября
101	Приложение 12_Список участниов онлайн тренингов
102	Модуль пробация адаптированный
103	Приложения к модулю
104	Приложение 3_Психолог.исследования
105	Приложение 4_Расширение экон.возможностей клиентов 1 тема
106	Приложение 5_Психолог.исследования
107	Приложение 6_Расширение экон.возможностей клиентов 1 тема
108	Приложение 6_Расширение экон.возможностей клиентов 3 тема
109	Приложение 7_Расширение экон.возможностей клиентов 2 тема
110	Приложение 7_Расширение экон.возможностей клиентов 4 тема
111	Приложение 8_Расширение экон.возможностей клиентов 3 тема
112	Приложение 9_Расширение экон.возможностей клиентов 4 тема
113	Приложение 10_Учебный модуль по расширению экон.возможностей
114	Приложение 14. Pre Test 2020
115	Приложение 15. Post Test 2020
116	Training report 2021 rus

117	Training module
118	Prob staff Karakol
119	Prob clients Karakol
120	Prob clients Osh
121	Prob staff Osh
122	ПРОТОКОЛ_КГ_27 февраля 2019 (1)
123	Instruction_psycholinguistic expertise_rus
124	ASSIGNMENT REPORT_Kulmatov Almaz
125	Brief description of the Guidebook eng_RusJR
126	Decree of SFS on establishment of EWG_August 2018
127	Обзорный документ о Межведомственном координационном совете
128	Work plans_PBF Forensic_2020_29.07.2020
129	Signed WP & BUDGET_Output 3
130	Forensic reference book_rus
131	Reference book for police_judicial_rus
132	Methodological guidelines_rus
133	КОНЦЕПЦИЯ БАЗЫ ДАННЫХ ЭКСТРЕМИСТСКИХ МАТЕРИАЛОВ_НОВ
134	Обзорный документ о Межведомственном координационном совете
135	Trainings for Forensics
136	Training concept_September2019
137	TrainingAgenda18-20.09.19 en-GB
138	LOP Smart Hotel 18 Sep2019
139	List of applicants forensics training
140	Список экспертов ГСЭС к тренингу

141	Training report_September2019
142	Pre-test 1
143	Post-test
144	RAR file
145	Current UN Peacebuilding Fund Projects_Final_
146	JSC Agenda_May 30 2019
147	JSC meetings schedule 2019
148	List of participants
149	PBF-funded projects_ENG
150	The Regulation on the Kyrgyz Republic Peacebuilding Fund (PBF) Joint Steering Committee (JSC)
151	Staffing table_VEP PBF
152	List of current PBF financed projects with a short description
153	Outcome 2 - PBF - Annex on budget - Updated by June 17, 2019
154	Outcome 2 PBF project document - Annex D annual 2021_EM_03062021
155	Outcome 2 UNDP PBF project document - Annex D semi annual 2020_ZhB
156	UNODC UNDP_Outcome 2 PBF project document - Annex D annual 2021_EM_03062021
157	Procurement list
158	RFP_2020-46_Mentoring_and_rehabilitation_support_final
159	ToR, RFP and contracts for: *Construction of production workshop *Construction of walking area in prison #27, Moldovanovka village, Alamedin district, Chui region
160	ToR, RFP and contracts for: *Development of Software for Psychological and Linguistic (Psycholinguistic) Processing of Texts and a Database of Materials Deemed Extremist

161	ToR, RFP and contracts for: *2019: Renovation of the premises of the Criminal Executive Inspectorate of Alamedin district, Chui region, at Lebedinovka village *2019: Renovation of premises of Probation Service in Bishkek city *2019: Renovation of premises in Kyzyl-Kiya probation department under the Ministry of Justice *2019: Renovation of premises in Osh probation department under the Ministry of Justice *2019: Renovation of premises of Jalalabad probation department under the Ministry of Justice
162	Crime Statistics Publication_Eng
163	RU_Handbook for Law Enforcement and Criminal Justice Practitioners on Forensic Expertise in Terrorism and Extremism Cases in the Kyrgyz Republic
164	RU_Methodological guide for conducting religious studies and complex judicial psychological and linguistic expertise in the Kyrgyz Republic
165	Legal analysis
166	Management of work_coordination in probation
167	Management of work_rehabilitation programme
168	Online media platform_rus
169	Calendar of Events_January2021_Eng
170	VEPs infographics 2019_eng
171	VEPs infographics 2018_rus
172	various images from different activities of the project (trainings, provision of infrastructure)
173	Stories from September Central Asia KYR_Probation

**Total number of UNODC documents reviewed: 173**

## EXTERNAL DOCUMENTS

Number	Title
1	Implementation plan of the state programme on extremism and terrorism
2	Kyrgyzstan National Strategy
3	National_Development_Strategy_of_KR_2018-2040
4	PVE State programme in English
5	Criminal Code of KR_rus
6	Criminal Code of KR_rus
7	Government Decree on Probation and Clients Management_rus
8	Law on Counter Extremism_rus
9	Law on Counter Terrorism_rus
10	Law on Probation_rus
11	Government Decree on Probation and Clients Management_rus
12	Law on Counter Extremism_rus
13	Law on Counter Terrorism_rus

Number	Title
14	Law on Probation_rus
15	PBF Priority Plan_FULLY SIGNED
16	Joint UNDAF Report eng
17	SG PBF Report 2020
18	UNDAF Kyrgyzstan 2018-2022
19	2020 UN Country Annual Results Report Kyrgyzstan
20	Prison Service Activity Plan
21	Decree and Activity Plan on Probation Law implementation_rus
22	A threat inflated? The countering and preventing violent extremism agenda in Kyrgyzstan, Saferworld March 2019
23	Uneven 'Extremism' Justice in Kyrgyzstan HRW, March, 2020
24	Preventing Violent Extremism in Kyrgyzstan, US Institute of Peace (2014)
25	Violent Extremism in Central Asia. Instrument Contributing to Stability and Peace (IcSP) 2018
26	Preventing Violent Extremism in Kyrgyzstan: the Role of the International Donor Community, OSCE, 2020

Number	Title
27	Socioeconomic vulnerabilities as a factor in long-term risk of radicalization: prevention potential of local communities and official assistance in selected Central Asian countries, IOM/UNDP 2020
28	Final Evaluation “Women and Girls as Drivers of Peace and the Prevention of Radicalization”, 2019
29	Voluntary National Review on the Implementation of the Sustainable Development Goals in the Kyrgyz Republic, 2020
30	Monitoring of the Sustainable Development Goal Indicators in the Kyrgyz Republic 2014-2018, National Statistical Committee of the Kyrgyz Republic/UNICEF 2020
31	Evaluation of the Peacebuilding Fund (PBF) Project Portfolio in Kyrgyzstan, 2017
32	Learning and Adaptation Strategy for the Peacebuilding Priority Plan 2018-2021, UN/PeaceNexus,
33	Learning and adaptation for effective peacebuilding: lessons from the PVE project in Kyrgyzstan, 2020
34	Kyrgyz Republic 2020 Human Rights Report, United States Department of State

**Total number of external documents reviewed: 34**

## ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION

Number of interviewees	Organisation	Type of stakeholder (see note below)	Sex disaggregated data	Country
7	UN agencies (UNODC, UN Women, OHCHR, PBF)	General project stakeholders (not directly involved in project implementation)	Male: 3 Female: 4	Kyrgyzstan & Austria (UNODC HQ staff)
9	UNODC, UNDP	Project staff, incl. current and former project managers	Male: 6 Female: 3	Kyrgyzstan
9	UNODC, UNDP, Religious Studies Center, Public Technology Center, Generation Insan	Individual experts (in some cases NGO staff) contracted by the project	Male: 2 Female: 7	Kyrgyzstan
16	State Prison Service, Probation Department, State Forensic Service	Government recipient	Male: 11 Female: 5	Kyrgyzstan
3	Probation Department, State Forensic Service	Government recipient, specifically training participants	Male: 2 Female: 1	Kyrgyzstan
10	n/a	End beneficiaries (probation clients)	Male: 5 Female: 5	Kyrgyzstan
13	Foundation for Tolerance International, Penal Reform International, Safer World, IOM, OSCE, Hedaya,	Indirect stakeholders (not involved in the project) from Civil Society Organizations, Donors, Academia	Male: 5 Female: 7	Kyrgyzstan, UAE, Ukraine

	Oasis, EU, PeaceNexus, British Embassy, ICRC, independent experts			
Total: 67			Male: 34 Female: 32	

# ANNEX V: ADDITIONAL PROJECT INFORMATION

## V.A PROJECT M&E PLAN

Most updated version of the project M&E Plan, an extended version of the project log frame.

INDICATOR	INDICATOR TYPE AND SOURCE	DEFINITION, UNIT OF MEASUREMENT, DISAGGREGATION, CLASSIFICATION	DATA SOURCE, COLLECTION, AND ANALYSIS METHOD	ANALYSIS, USE AND REPORTING	BASELINE (2017/2018)	Year 1 (2019)		Year 2 (2020)		Year 3 (2021)	
						TARGET	ACTUAL	TARGET	ACTUAL	TARGET	ACTUAL
				USE OF DATA	FREQUENCY OF COLLECTION, RESPONSIBLE FOR DATA COLLECTION						
<b>Indicator 1:</b> Recidivism rate among violent extremist offenders	<b>Outcome</b>	<b>Definition:</b> Numerator: Percentage of violent extremist offenders who repeatedly committed crime. <b>Denominator:</b> Percentage decrease in the number of repeatedly committed crimes by VEPs <b>Unit:</b> Percent change <b>Disaggregated by:</b> gender, age <b>Indicator classification:</b> level	<b>Data Source:</b> judiciary statistics, General Prosecutor's Office and Prison Service data  <b>Collection &amp; Analysis Method:</b> Review of results of pre-post self-organizational assessment by partners CSOs.	<b>Use of Data:</b> official data on the actual recidivism rate will allow to measure efficiency of the prison rehabilitation/ social reintegration programmes in place	<b>Frequency:</b> twice during the project cycle - project beginning/end <b>Responsible:</b> UNODC project staff, nat. partners <b>Indicator Classification:</b> Cumulative	50% recidivism rate	on track	5% decrease	10% decrease	20% decrease by 2020	40% decrease (10% actual recidivism rate for VEPs) ; 30% decrease (vs.2018) for the total prison population (21% actual recidivism rate)

<p><b>Indicator 2:</b> Ratio of violent extremist offenders enjoying social and economic rights (enrolled in educational institutions, employed, etc.) to the total number of VEPs</p>	<p><b>Outcome</b></p>	<p><b>Definition:</b> Percentage of VEPs (in prisons and released) special emphasis on outreach and engagement  <b>Denominator:</b> Percent increase in the number  <b>Unit:</b> Percent change  <b>Disaggregated by:</b> gender, age  <b>Indicator classification:</b> coverage level</p>	<p><b>Data Source:</b> Official (municipal, law enforcement data) and non-official statistics (UNODC-UNDP, independent assessment/evaluation data)  <b>Collection &amp; Analysis Method:</b> Review of project monitoring records.</p>	<p><b>Use of Data:</b> To demonstrate the support provided by government and non-government sector in the offenders' reintegration process</p>	<p><b>Frequency:</b> annual  <b>Responsible:</b> UNODC/UNDP project staff &amp; nat. partners  <b>Indicator Classification:</b> Cumulative</p>	<p>200 prs. out of total 483 (43 women)</p>	<p>300</p>	<p>300</p>	<p>350</p>	<p>400</p>	<p>15% (at least 3% women) increase by 2020</p>	<p>435 (20 percent women) out of 560</p>
<p><b>Indicator 3:</b> Perception of key stakeholders (experts in the area, civil society, human rights organizations) on adherence to fair trial standards in terrorism/extremism related cases as a result of forensic examinations in line with national/international standards</p>	<p><b>Outcome</b></p>	<p><b>Definition:</b> Numerator: Number of interviewed experts, percentage of positive and negative answers  <b>Denominator:</b> percentage increase in the positive answers  <b>Unit:</b> Percent  <b>Disaggregated by:</b> type of experts, CSOs  <b>Indicator classification:</b> cumulative</p>	<p><b>Data Source:</b> Survey among the experts in the area  <b>Collection &amp; Analysis Method:</b> Random interviews with usage of the experts data</p>	<p><b>Use of Data:</b> To assess the level of adherence to fair trial standards in extremism/ terrorism based on the independent expert views</p>	<p><b>Frequency:</b> twice during the project cycle - project beginning/end  <b>Responsible:</b> UNODC project staff, attracted experts  <b>Indicator Classification:</b> Cumulative</p>	<p>40%</p>	<p>on track</p>	<p></p>	<p></p>	<p>20% increase in average score by 2020</p>	<p>60% (20% increase)</p>	
<p><b>Indicator 1.1:</b> Number of laws and policies on prevention of radicalisation to violence &amp; management of violent extremist offenders endorsed</p>	<p><b>Output</b></p>	<p><b>Definition:</b> number of regulatory documents developed with the project expert support, endorsed  <b>Unit:</b> Number  <b>Disaggregated by:</b> type of a regulatory document  <b>Indicator classification:</b> cumulative</p>	<p><b>Data Source:</b> Official and project records  <b>Collection &amp; Analysis Method:</b> Review of official and project records</p>	<p><b>Use of Data:</b> To assess effectiveness of the legislative reforms in the area</p>	<p><b>Frequency:</b> semi-annual  <b>Responsible:</b> project staff  <b>Indicator Classification:</b> Number per year</p>	<p>0</p>	<p>at least 1</p>	<p>2</p>	<p>at least 2</p>	<p>9</p>	<p>Up to 5 by 2020</p>	<p>2 laws and 13 regulatory documents: 1 draft law on combatting terrorism; 1 draft law on countering extremism; 13 regulations relating to probation and management/or ganization of penitentiary</p>

												system, incl. work with VEPs
<b>Indicator 1.2:</b> Number of prison staff effectively applying new policies and procedures in management of violent extremist prisoners.	<b>Output</b>	<b>Definition:</b> Number of prison staff trained and applying the received knowledge <b>Unit:</b> Number <b>Disaggregated by:</b> gender <b>Indicator classification:</b> cumulative	<b>Data Source:</b> Prison Service Training Centre records, training reports, monitoring reports and independent evaluation data <b>Collection &amp; Analysis Method:</b> Review of the project and national partners' data	<b>Use of Data:</b> To demonstrate the professional capacity building level and its sustainability	Frequency: semi-annual  <b>Responsible:</b> project staff <b>Indicator Classification:</b> number per year	0	at least 50	66 (24 female)	at least 100		200 staff (100 % staff) working with VEPs (15 % female) by 2018	260 (97 women)
<b>Indicator 1.3:</b> Number of individualized sentencing plans developed for violent extremist prisoners based on risk assessment and classification	<b>Output</b>	<b>Definition:</b> Total number of plans on rehabilitation work with VEPs in place <b>Unit:</b> Number <b>Disaggregated by:</b> gender, age, type of sentence <b>Indicator Classification:</b> cumulative	<b>Data Source:</b> Prison Service data, project monitoring and independent evaluation data <b>Collection &amp; Analysis Method:</b> Review of data from comparative analysis	<b>Use of Data:</b> To support implementation of prison rehabilitation programmes	Frequency: annual <b>Responsible:</b> project staff <b>Indicator Classification:</b> cumulative	0		on track	100		200 plans (at least 50 for women offenders) by 2020	150 plans for VEPs (46 women)
<b>Indicator 1.4:</b> Number of violent extremist offenders and members of their families involved in social reintegration programmes	<b>Output</b>	<b>Definition:</b> Number of VEPs and family members receiving social services aimed at reintegration <b>Unit:</b> Number <b>Disaggregated by:</b> by place, type of services received, gender and age of the services beneficiaries <b>Indicator classification:</b> cumulative level of coverage	<b>Data Source:</b> Prison Service and local municipalities data, monitoring and independent evaluation data <b>Collection &amp; Analysis Method:</b> Review of the project monitoring data	<b>Use of Data:</b> To demonstrate the level of VEPs reintegration in the community	Frequency: annual <b>Responsible:</b> UNODC/UNDP project staff <b>Indicator Classification:</b> Number per year	0		on track	at least 100		150 persons (at least 50 women) by 2020	23 probation clients (13 men, 10 women) and 10 vulnerable families (selected cases) underwent through the pilot rehabilitation and resocialization programme
<b>Indicator 2.1:</b> Number of vulnerable persons who benefited from community initiatives to prevent extremism and recidivism	<b>Output</b>	<b>Definition:</b> Number of communities' beneficiaries  <b>Unit:</b> number <b>Disaggregated by:</b> place, type of initiative, gender	<b>Data Source:</b> data collected from criminal executive inspections, police departments, local authorities, local crime prevention centres, civil society,	<b>Use of Data:</b> To demonstrate the level of communities involvement in reintegration process	Frequency: annual <b>Responsible:</b> UNODC/UNDP project staff <b>Indicator Classification:</b>	0%		on track	at least 100	100	250 (at least 30% women) by 2020	554 probation clients (305 women), including 101 (41 women, 40%) sentenced for extremism/

		<b>Indicator classification:</b> coverage level	monitoring and independent evaluation data <b>Collection &amp; Analysis Method:</b> Review of all the sources above		cummulative per year							terrorism related crimes, employed, documented, received legal aid and placed in rehabilitation centres
<b>Indicator 2.2:</b> Number of probation offices effectively applying new policies to manage violent extremist offenders and prevent violent extremism and recidivism	<b>Output</b>	<b>Definition:</b> number of capacitated probation units  <b>Indicator classification:</b> cummulative	<b>Data Source:</b> Probation service reports, training reports, monitoring and independent evaluation data	<b>Use of Data:</b> To demonstrate the institutional capacity building level and its sustainability	<b>Frequency:</b> annual <b>Responsible:</b> UNODC project staff <b>Indicator Classification:</b> number per year	0%	0	on track	8 probation offices by 2019	8	10	8
<b>Indicator 2.3:</b> Percentage of duty bearers and rights holders who believe that community initiatives contribute to prevention of extremism and recidivism	<b>Output</b>	<b>Definition:</b> Percentage of the interviewed who believes that community initiatives are effective <b>Unit:</b> percentage <b>Disaggregated by:</b> duty bearers and rights holders, gender	<b>Data Source:</b> Survey results, monitoring and independent evaluation data <b>Collection &amp; Analysis Method:</b> Review of the sources above	<b>Use of Data:</b> To show the improvement in the community perceptions	<b>Frequency:</b> twice during the project cycle - project beginning/end <b>Responsible:</b> UNODC/UNDP project staff <b>Indicator Classification:</b> cummulative	16% duty bearers and 3.9% right holders		on track			15% increase in positive perception by 2020	progress indicator will be set based on the final evaluation results
<b>Indicator 3.1:</b> Number of forensic examinations conducted by the State Forensic Service in relation to terrorism and extremism related crimes in line with national and international standards	<b>Output</b>	<b>Definition:</b> Total number of extremism/terrorism related forensic examinations (complex religious and linguistic expertise) produced <b>Unit:</b> number <b>Disaggregated by:</b> type of expertise <b>Indicator classification:</b> cummulative	<b>Data Source:</b> State Forensic Service data, project monitoring data <b>Collection &amp; Analysis Method:</b> Review of project records	<b>Use of Data:</b> To demonstrate increase in high quality forensic expertise relating to terrorism/extremism cases	<b>Frequency:</b> semi-annual <b>Responsible:</b> UNODC project staff <b>Indicator Classification:</b> number per year	0		on track	50	74	100	176

<b>Indicator 3.2:</b> Number of forensics experts effectively applying new methodological guidance on provision of psycholinguistic and religious expertise	<b>Output</b>	<b>Definition:</b> Total number of forensics experts trained and effectively applying new methodological guidance relating on provision of psycholinguistic and religious expertise <b>Unit:</b> Number <b>Disaggregated by:</b> gender <b>Indicator classification:</b> cumulative	<b>Data Source:</b> State Forensic Service data, training reports data, project monitoring and evaluation data <b>Collection &amp; Analysis Method:</b> Review of project records	<b>Use of Data:</b> To demonstrate the professional capacity building level and its sustainability	<b>Frequency:</b> semi-annual <b>Responsible:</b> UNODC project staff <b>Indicator Classification:</b> Number per year	20%				50% forensic experts	100% (15% women) by 2019	100% forensic experts (28 people, incl. 20 women) capacitated to apply psycholinguistic and religious expertise in criminal cases involving signs of extremism and terrorism
--	---------------	--	--	--	--	-----	--	--	--	----------------------	--------------------------	--

## V.B SUMMARY OF PROJECT ACTIVITIES

---

### Output 1

**Activity 1.1: Convene a high-level dialogue platform to share promising international practices and to develop concrete measures for the prevention of radicalization to violence in prisons.**

At least one event was conducted, according to an expert report, in May 2019 where results of the public monitoring of penal colonies and penitentiary inspectorates in dealing with inmates for terrorist and extremist crimes were presented at a UNODC conference in Bishkek with 40 participants.<sup>91</sup>

**Activity 1.2: Provide expert advice on improving the applicable legislative framework and policies on the prevention of radicalization to violence in prisons and on the management of violent extremist prisoners, including women and children**

This has been done in expert working groups that have provided recommendations and input on legislation, resulting in two laws and 13 regulatory documents developed.

**Activity 1.3: Facilitate needs assessment on the capacities and skills of prison officials to recognize violent extremist behaviour (including its differentiation from religious practice), profile recruiters and vulnerable individuals and manage them safely within the prison setting.**

An initial assessment has been done financed by a previous pilot project with funding from Japan in 2018 focusing on closed-type prisons, and another monitoring visit to open-type prisons has been conducted in 2019. Reports assess both prison capacities for VEP management and provide a needs assessment analysis based on qualitative interviews with prisoners sentenced for extremism and terrorism related cases. In addition, in February 2020 monitoring visits were done to identify the security needs of the penitentiary system, develop rehabilitation programmes for prisoners and identify pilot correctional facilities.<sup>92</sup>

**Activity 1.4: Support the institutionalization of prison staff capacity development on the management of violent extremist prisoners and the prevention of radicalization to violence in prisons as part of the curriculum of the Prison Service Training Centre, including by developing a computer-based learning course.**

In August 2019, the project has provided a training of trainers with 15 participants and developed training materials to be used by the prison service training centre. No evidence has been found regarding a computer-based learning course.

**Activity 1.5: Build the capacity of the existing pool of trainers and roll out training for different categories of prison staff (e.g. operative staff, psychologists, social workers) applying UNODC's "Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons" and in line with the United Nations Standard Minimum Rules for the Treatment of Prisoners ("the Nelson Mandela Rules") and the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders ('the Bangkok Rules')**

A number of trainings have been implemented with prison staff, including:

- 2018: Training on implementation of new criminal and penal legislation, including provisions on management of high risk prisoners
- 2018: Training on organization of work with Violent Extremist Prisoners
- 2018: Training on penal legislation with a specific focus on probation
- 2019: Training on the organization of work with Violent Extremist Prisoners and how to manage social rehabilitation programmes
- 2021: Training on prisoners risk assessment and classification system (pilot)

---

<sup>91</sup> No further documentation has been received on this activity.

<sup>92</sup> The 2020 monitoring visits and related report were done with funding from the United States Department of State.

**Activity 1.6: Facilitate roll-out of the unified risk and needs assessment as well as classification system for violent extremist prisoners by developing guidelines/methodological tools and training prison staff on electronic prisoner file management and security auditing.**

The needs and risk assessment (RNA) tool has been developed but is pending finalisation, which is now done under another UNODC project. A pilot application has been conducted in 2021 involving five prisons, and staff has been trained for that purpose. Given the further work that still needs to go into the development of the tool, finalisation and roll-out is now planned for 2022.

**Activity 1.7: Design disengagement from violence/rehabilitation programmes for violent extremist prisoners and provide related mentoring support on faith-based, psychological, cultural and sports-based interventions, legal aid and contacts with the outside world.**

The project has supported prison-based rehabilitation programmes, however mostly by providing infrastructure for different workshops in several prisons and a recreational space. No evidence has been found on the implementation of mentoring support.

In addition to these activities, other support provided by the project that was not planned initially but requested by the government was provision of equipment and infrastructure for a prison monitoring centre in Bishkek and a prison call centre.

## **Output 2**

**Activity 2.1: Conduct a needs assessment and public monitoring on the management of male and female violent extremist offenders in open-type prisons and on probation and supervision upon release and support policy development in this area**

Needs assessments and public monitoring have been conducted in 2018 (focusing on closed-type prisons) and 2019 (focusing on open-type prisons), in synergy with output 1.

**Activity 2.2: Conduct empirical research that addresses both male and female motivations for joining violent extremism and their terrorist trajectories into and out of violent extremism and terrorism.**

This has been covered by activity 2.1; no evidence of further research through the project has been identified.

**Activity 2.3: Develop a training module and implement a capacity-building programme for probation and police officers on the management of violent extremist offenders, including women, their reintegration into society, supervision upon release and the prevention of recidivism**

**Activity 2.4: Implement a capacity-building programme for local self-government bodies and other relevant community-based stakeholders on gender-sensitive post-release interventions, social support and risk management**

Under these two activities, the following trainings have been conducted:

- 2018: Training on organization of work with Violent Extremist Prisoners
- 2018: Training on penal legislation with a specific focus on probation
- 2019: Training on strengthening interagency cooperation on rehabilitation/reintegration of probation clients
- 2020: Training on the organization of work with probation clients
- 2021: Training on preventing extremism and terrorism ideology while working with probation clients
- 2020-2021: In addition to training, mentoring support on work with probation clients, including violent extremist offenders was provided to 23 probation officers

The evaluation has however not found evidence on participation of community based organisations in trainings and participation of LSG seems to have been limited.

**Activity 2.5: Develop multi-agency coordination and social partnerships and facilitate information-sharing and joint planning on the prevention of violent extremism among vulnerable men and women involving local authorities, the police, local crime prevention centres and civil society**

According to self-reporting from UNODC, the project supported different interagency meetings at the regional level and contributed to the formation of probation councils at the local/regional levels; however supporting evidence to further assess the scope of activities is missing. Participation of police has apparently been limited and there is no evidence that local crime prevention centres or civil society organisations have been involved.

**Activity 2.6: Facilitate the development of gender-sensitive interventions aimed at involving the offender’s social network in the social reintegration process, with a focus on families, including women and children, in order to avoid their stigmatization and strengthen support for desistance**

**Activity 2.7: Facilitate the exchange of promising practices on the implementation of mentoring programmes for violent extremist offenders who have expressed a wish to abandon violent extremism, as well as theological, mental health and other social interventions aimed at providing them with positive role models and guidance upon**

Under these two activities, the implementation of a pilot training and mentoring with 23 probation officers and 23 probation clients, including women, can be highlighted.

In addition to these planned activities, the project refurbished and equipped eight probation offices to accommodate 41 probation staff in Alamedin<sup>93</sup>, several districts in Bishkek, Osh, Jalal-Abad and Batken. This included two interregional probation offices to cover the north and the south of the country, as a basis for the roll out of probation services at the local level.

### **Output 3**

**Activity 3.1: Provide legal advice to bring legislation governing the provision of forensic expertise in terrorism and extremism related cases in line with international standards**

According to coordination group meeting minutes and an expert report, in 2018/2019 the project contracted a criminal law expert to revise current legal acts regulating issues related to forensic examinations to identify signs of extremism/terrorism, and to produce psychological, linguistic examinations, with the aim to provide recommendations for necessary amendments to current legislation. An expert report was submitted by end of 2018 and consultations were held with different state authorities including the State Commission on Religious Affairs, the State Judicial Expert Service under the Government of the Kyrgyz Republic and participants of the expert coordination group. Final recommendations related to five legal acts were sent to the Ministry of Justice of the Kyrgyz Republic in 2019.

**Activity 3.2: Implement a capacity building programme for forensic experts on the provision of psycho-linguistic and religious expertise in terrorism and extremism related cases, including through training, mentoring, methodological support and technical assistance**

A three-day training was implemented 18-20 September 2019 in Bishkek on “Peculiarities of psychological, linguistic and religious expertise in extremist cases” with a group of 27 experts, including SFS staff and independent external experts. Following the training, participants were offered mentoring services with the Russian experts contracted, to further support forensic experts with methodological guidance on examinations.

National and international experts developed a second updated version of the methodological guidelines on religious and complex forensic psychological and linguistic expertise in the Kyrgyz Republic, finalized in 2021. This update was necessary due to some amendments in legislation that had to be reflected in the already existing guidebook.

The project contracted an expert for the development of a Russian-Kyrgyz Dictionary of Basic Concepts in Forensic Linguistic, Religious and Psychological Expertise. The necessity for this was based on a previous analysis conducted that showed a lack of clarity of terms and concepts that are used in procedural documents. In addition, most definitions were only available in Russian. The dictionary is supposed to provide guidance to forensic experts in Kyrgyz language on the correct use of expert terminology, as well as to law enforcement

---

<sup>93</sup> A suburb in the north of Bishkek.

and judicial bodies on the correct interpretation of forensic examinations. The development of this tool underwent a consultation and revision process and the final version was delivered in May 2021.<sup>94</sup>

In addition, under this activity the project contracted IT experts for the development of software for linguistic text processing.

**Activity 3.3: Facilitate strengthened cooperation and coordination between the State Forensics Service, law enforcement and judicial bodies to ensure proper requests for and management of forensic expertise in terrorism and extremism related cases.**

An overview paper on an inter-agency coordination council was produced. Furthermore, experts developed a handbook for law enforcement officials and the judiciary on the appointment and conduct of forensic examinations in cases involving extremism and terrorism, finalized in 2021.

The project also organized awareness raising events in March 2021 in seven oblasts for representatives from law enforcement and the judiciary to present the materials developed (methodological guidelines from activity 3.2 and the handbook under this activity).

**Activity 3.4: Establish a quality control and management system for the provision of psycho-linguistic and religious expertise.**

This included the development of a concept for a database of extremist materials, as well as provision of general guidelines and standards included in the handbook covered under above activities.

In addition to these activities, the project supported the SFS with equipment, which made up 40% of the total budget spent in this area.<sup>95</sup>

---

<sup>94</sup> Expert progress report on the development of Russian-Kyrgyz Dictionary of Basic Concepts in Forensic Linguistic, Religious and Psychological Expertise, 2021

<sup>95</sup> Based on financial reporting as of June 2021, USD 179,899,50 have been spent.