



UNODC

United Nations Office on Drugs and Crime

SUPPORT TO CRIME PREVENTION IN THE KYRGYZ REPUBLIC

FINAL REPORT

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The project at a glance

Key facts & figures

TITLE:

Support to Crime Prevention in the Kyrgyz Republic

OBJECTIVE:

Strengthen public participation in crime prevention at national and community level

BUDGET:

USD 500,000

LOCATIONS:

1. Nookat town, Nookat district, Osh province;
2. Kara Suu town, Kara Suu district, Osh province
3. Ala Buka municipality, Ala Buka district, Jalalabad province
4. Kerben town, Aksy district, Jalalabad province
5. Suzak municipality, Suzak district, Jalalabad province;
6. Amanbaev municipality, Kara Bura district, Talas province;
7. Chaek municipality, Zhumgal district, Naryn province.
8. Uckorgon, Kadamjai district, Batken Oblast
9. Kulundu, Leilek district, Batken Oblast
10. Kara Kulja municipality, Osh Oblast
11. Octabr municipality, Alamedin district, Chui Oblast
12. Jeti Oguz municipality, Issyk Kul Oblast
13. Cholpon village, Naryn Oblast
14. Uzgen town, Osh Oblast
15. Nariman municipality, Kara-Suu district, Osh oblast
16. Kyzyl Tuu village, Jalalabad Oblast
17. Aksuu village, Batken oblast
18. Khalmion village, Kadamjai district, Batken oblast
19. Sverdlovskiy district, Bishkek

BENEFICIARIES:

Direct beneficiaries: 350 +

Indirect beneficiaries: 600,000 +

RESULTS:

59 teachers, local officials and police chiefs trained on the use of the crime prevention manual

200+ local stakeholders trained on crime prevention

8 exchange visits held prevention

6 police stations and local crime prevention centers Established

12 small grants on crime prevention implemented

IMPACT

15 local crime prevention plans endorsed and implemented 154,000 USD invested in police and LCPC presence and local crime prevention initiatives from local State budgets

DONOR(S)

USA/INL

Executive Summary

The United Nations Office on Drugs and Crime (UNODC) implemented the project “Support to Crime Prevention in the Kyrgyz Republic” during a two-year period from January 2016 – January 2018. With a 500,000 USD grant provided by the Government of the United States through the State Department’s Bureau for International Narcotics and Law Enforcement Affairs (INL), the project strengthened public participation in crime prevention at community and national level.

This report documents the main outputs, results and impact of the project. Follow up work and continued UNODC engagement on crime prevention beyond the duration of the project are also described.

Main outputs of the project are as follows:

- ▶ Methodological tool for participatory and inclusive public safety and crime prevention analysis and planning produced in Kyrgyz and Russian languages;
- ▶ Training manual on crime prevention analysis and planning produced;
- ▶ 59 teachers of the Management Academy under the President of the Kyrgyzstan, local government leaders and heads of police trained on the use of the manual;
- ▶ Training on crime prevention provided to more than 200 local government officials, police officers, members of local crime prevention centers (LCPC) and other community activists in 16 municipalities based on the manual;
- ▶ 8 exchange visits organized for 125 local government officials, heads of police and representatives of local crime prevention centers from 8 municipalities to exchange good practices on community-based crime prevention with successful neighboring communities;
- ▶ Small grants program implemented in 19 municipalities to support implementation of local crime prevention plans benefiting over 35,000 people;
- ▶ Presence of police and local crime prevention centers at community level strengthened through refurbishment and construction works in 6 municipalities benefiting a population of more than 40,000 people;
- ▶ Crime prevention plan developed and endorsed in the capital city, Bishkek (Sverdlovsk district, population: over 250,000);
- ▶ 2 national level crime prevention conferences organized to showcase successful crime prevention initiatives and discuss how social partnerships to promote public safety can be institutionalized.

Main results and impact of the project are as follows:

- ▶ The training manual on crime prevention has been introduced in the curriculum of the Management Academy under the President of the Kyrgyz Republic and the Police Academy. This ensures that those prepared for jobs in public administration and police will be sensitized and receive knowledge and skills on the need for comprehensive, participatory and social oriented crime prevention interventions on a permanent basis;
- ▶ UNODC's participatory crime prevention model has to date been piloted and replicated in Bishkek and 14 municipalities benefiting over 600,000 inhabitants; for the first time the approach has also been applied to Bishkek's urban setting with work under way to develop and implement crime prevention plans in all 4 districts, thus covering the whole city, including vulnerable populations in new settlements;
- ▶ Infrastructural support to enhance police and LCPC presence was implemented based on a successful cost-sharing model with 132,000 USD in investments made from local government and police budgets and police officers appointed to man the new police points.
- ▶ New community policing and public safety models were successfully introduced. These include:
 - a **the one-stop shop** (Nookat): the mayor's office, police and local crime prevention center are together in one building to provide easy access to services in a central location;
 - b **police and local crime prevention center under one roof** (Jety Oguz): this model facilitates easy access for the population in one place and encourages better coordination and partnership between these 2 core crime prevention actors;
 - c **mobile groups** (Kara Suu): these are inter-disciplinary groups covering a particular neighbourhood from where they report to the Mayor or other local authorities to bring safety issues, such as signs of radicalization, to the attention of decision makers;
 - d **youth-led crime prevention** (Kulundu): in this model a youth committee or center leads the development of the local crime prevention plan and supports healthy life styles and skills development through sports, cultural and other initiatives where police can participate, thus offering opportunities to establish better relations and build trust with youth and other vulnerable populations.

- ▶ Local authorities invested 22,000 USD in the small grants supported by the project. These interventions thus benefited from strong ownership and resulted in specific public safety gains and reduction of crime:
 - a a memorandum of understanding among local authorities in Kyrgyz and Tajik villages and an active youth center helped strengthen friendship among Kyrgyz and Tajik youth, improve inter-ethnic unity and avoid conflict in Batken's border area (Kulundu);
 - b a comprehensive approach to the prevention of cattle theft included registration of cattle, active police patrolling of pastures, video monitoring on key transit roads, awareness raising on preventive measures among shepherds and farmers; and introduction of a requirement to provide a certificate of registration in order to sell an animal. This raised the risk of getting caught and led to a reduction in the number of cases (Jeti Oguz);
 - c community-led advocacy resulted in new police-public partnerships to improve road safety through education of children on traffic rules, creation of youth volunteer groups working with police officers on public awareness raising on road safety, and installation of road signs, traffic lights and road bumps to reduce speeding in key locations, such as schools (Uch Korgon, Amanbaevo).

- ▶ The national crime prevention forum is now a recurring high-level event that is held every 2 years with all main national and international partners teaming up to advocate for crime prevention.

I. Context

The legal framework for crime prevention

Crime prevention in the Kyrgyz Republic is regulated by the 2005 Law on Crime Prevention. This law provides a legal basis for crime prevention work, describing the roles of law enforcement bodies, the education system, health care, social protection and employment services, civil society, the media, private business and individual citizens, and assigning local government bodies the lead role in developing and implementation crime prevention strategies and supporting local crime prevention centers.

From 2008 onwards more than 550 local crime prevention centers (LCPCs) have been created bringing together over 12,500 members of women's committees, youth councils and elderly courts.¹ There are positive examples of LCPCs, which have been able to resolve local level disputes, participate in patrolling and undertake public events with support from local governments and external donors. At the same time, LCPCs are ineffective in many places because they lack funding, proper facilities and equipment and able or motivated staff to perform their functions.²

In 2014, the Law on Crime Prevention was amended to allow LCPCs to receive NGO status and hence have the possibility of accessing various sources of funding beyond those provided from local state budgets.

In 2015, the Government of the Kyrgyz Republic approved a new Decree on police cooperation with civil society, as well as a standardized statute for the functioning of LCPCs. In 2015, the Government of the Kyrgyz Republic adopted a new policy on cooperation between the police and civil society, which includes provisions on the development of local crime prevention plans, as well as a Statute for the functioning of local crime prevention centers. These normative documents provide for the development of local crime prevention plans, which the project sought to institutionalize through the introduction of a methodological tool and training manual for the roll out and replication of such plans across the country.

Crime and public safety

Local crime prevention plans are called upon to address key crime and public safety issues identified based on official crime statistics and public perceptions and fear of crime. In Kyrgyzstan, between 25,000 and 30,000 crimes are reported to the police on an annual basis.

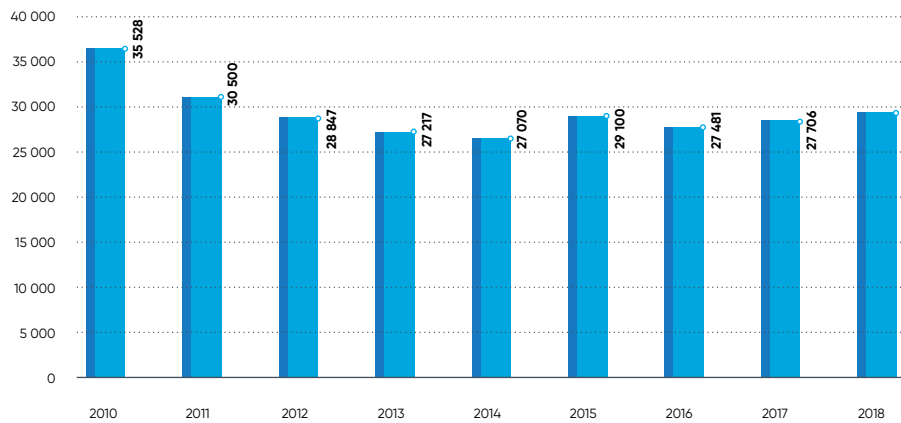
A peak occurred in 2010 with over 35,000 crimes registered. This can be largely attributed to the overthrow of the government in Bishkek in April and the ethnic violence in the south of the country in June 2010, which was accompanied by a surge in burglaries and violent crime.

1 Civic Union "For Reforms and Results", *The Population and the Police: Partnership through Dialogue*, 2013.
2 *Idem*.

Since then, the level of crime has stabilized with an average of ... crimes registered during the implementation period of the project (2016–2018).³

More than 50% of all crimes are committed in the capital city Bishkek and the surrounding Chuy province. Up to 20% of crimes occur in Osh city and the Osh province. Between 8 and 10% of crimes are registered in Jalalabad and Issuk Kul provinces with lower levels of crime in Naryn, Talas and Batken.⁴

Crime registered in the Kyrgyz Republic



Crime is underreported in the Kyrgyz Republic. This is due to deep-seated distrust in the police and the criminal justice system. A nationwide victimization survey conducted in 2015 found that only a relatively small percentage of crime victims report to the police. Among those who did report, satisfaction rates were very low.⁵

³ National Statistics Committee of the Kyrgyz Republic, Kyrgyz Republic in figures 2015, www.stat.kg

⁴ National Statistics Committee of the Kyrgyz Republic, Socioeconomic trends in the Kyrgyz Republic, January–December 2014, www.stat.kg

⁵ Kyrgyzstan Public Safety Survey 2015: <http://wp.unil.ch/icvs/files/2016/02/KyrgyzstanCrimeSurveyReport-ENG.pdf>

II. Results

Following pilot initiatives in Jalalabad city and Tash Tumshuk village in the Batken province in 2014 and 2015, and further replication of local crime prevention planning in 12 additional municipalities all around the country in 2016, this project aimed to further strengthen, consolidate and entrench public participation in crime prevention in the Kyrgyz Republic at community and national level.

The project implementation strategy consisted of 2 components:

- ▶ Strengthening the knowledge base for crime prevention;
- ▶ Strengthening the enabling environment for crime prevention.

The project piloted a range of initiatives at the community level, but also facilitated policy development on crime prevention and institutionalization of crime prevention mechanisms at the national level.

Component 1:

Strengthening the knowledge base for crime prevention

Cascaded training of crime prevention practitioners



Following an initial needs assessment, the project developed a training program to strengthen capacity of crime prevention practitioners in 19 pilot communities.

The pilot communities encompassed those where UNODC had already tested its model for participatory crime prevention assessments and planning and local crime prevention plans were in place, as well as several additional municipalities, which had during the needs assessment expressed an interest in replicating the model.

The training program was implemented in a cascaded manner:

- ▶ 34 heads (akims) of local government administrations and heads of district police overseeing crime prevention in 12 pilot municipalities completed a training-of-trainers course.
- ▶ With the support of the trained akims and police chiefs, 200 local self-government officials, police officers, members of local crime prevention centers and community activists from 12 pilot municipalities enhanced their knowledge and skills to organize and coordinate crime prevention work in their municipalities.



As a result of the training sessions completed in 7 oblasts of the country, local authorities, police and representatives of local crime prevention centers developed annual plans for crime prevention in each pilot community.



Exchange of experiences between crime prevention practitioners

To promote replication of good practices, the project facilitated 8 visits to municipalities with a record of successful crime prevention initiatives.

125 representatives of local crime prevention centers, police and local institutions from neighboring municipalities participated in



the study visits to: Djety-Oguz, Halmion, Tokmok, Tepe-Korgon, Amanbaevo, Yrys, Kadamjai and Uch-Korgon.

The exchange of experience between neighboring municipalities included familiarization with activities of the hosting party in planning and implementing plans for the prevention of various types of crimes, methods of working with the population, record keeping and reporting.

Component 2:

Strengthening the enabling environment for crime prevention

Public participation and advocacy for crime prevention through small grants

The municipalities involved in the training program had the opportunity to participate in a small grants program.

The small grants program supported local crime prevention initiatives included in crime prevention action plans adopted by the respective municipalities.

The competition was open to NGOs, local crime prevention centers and local institutions. To ensure a fair selection process a grants commission was established consisting of national counterparts from the Government Administration and the Ministry of Interior and various civil society representatives and independent experts.



The grants commission selected

12 projects.

Co-funding from local State budgets, a key requirement for the submission of projects, reached 22,000 USD with a total of 34,000 USD assigned in grants

The grants helped strengthen capacity of local crime prevention centers and enhance public participation in crime prevention. Activities aimed at improving road safety and preventing juvenile delinquency, violent extremism, violence against women and children and early marriages, and conflicts in border areas reached over 35,500 citizens.



In Kulundu, the small grant benefited the Youth Centre, which plays a lead role in crime prevention in this community on the border with Tajikistan. The Youth Centre conducted a range of dialogue platforms, information campaigns and sports events. A new football field was constructed as part of the implementation of the village's local crime prevention plan.

The Youth Center facilitated the signing of a memorandum of understanding between municipalities at each side of the border and actively involved Tajik youth in its activities. This helped reduce local tensions, build trust and increase legal awareness in these border communities.

The grants enabled increased advocacy and visibility for crime prevention with a nationwide radio channel dedicating 21 programs to different crime and public safety issues. Over 60 articles on crime prevention were published in newspapers and other media outlets.

2 public service announcements were disseminated in Kyrgyz and Russian languages to promote road safety and the importance of family and child support in prevention of juvenile delinquency. A campaign encouraged schools, parents and children to invest in reflective and fluorescent clothing and bags to increase children's visibility on the road. A documentary described the benefits of social partnerships on crime prevention, including through the development of local crime prevention action plans.⁶



⁵ Documentary on crime prevention action plans: <https://www.youtube.com/watch?v=RS4cebiJEhY>.
Public service announcements on youth crime prevention:
Kyrgyz - <https://www.youtube.com/watch?v=YfBh93Kenak&t=2s>;
Russian - <https://www.youtube.com/watch?v=3uaoAepWlUA>
Public service announcements on road safety:
Kyrgyz - <https://www.youtube.com/watch?v=V48T5AeSPqk>
Russian - <https://www.youtube.com/watch?v=EH03PZrv264>



Enhanced police presence and access to local crime prevention centers

The project provided technical assistance to improve office space for police officers and representatives of local crime prevention centers in 5 municipalities and in Bishkek. Only those locations were selected where local authorities expressed support and commitment to crime prevention by adopting a local crime prevention plan and allocating funding for its implementation including for social partnerships between police and population. Technical assistance was provided based on a cost-sharing model, according to which local authorities covered approximately 50% of the total cost, which was then matched by the project. Local authorities assumed full responsibility for the completion of the refurbishment. The Ministry of Interior and territorial police departments ensured appropriate staffing of the police stations in the communities.

Nookat, Osh Oblast

In Nookat, a town with a multi-ethnic population of 16,000 people, local authorities, police and civil society collaborate on the implementation of an action plan to prevent violent extremism, promote road safety and address the problem of family violence and early marriages.



In the city center, there is a bazaar where large numbers of people come together every day and traffic is congested. The main police department is located away from the center at the outskirts of the town. Upon the initiative of the Mayor of Nookat, a decision was made to accommodate a new police station and local crime prevention center in the Mayor's Office in the centre.



Jeti Oguz, Issyk- Kul Oblast

The refurbishment in Jeti Oguz improved working conditions for the police and local crime prevention center, which are housed in one common building in the village.

This enables a crime prevention working group, composed of local government officials, police officers, members of the local crime prevention center and civil society activists, to conduct regular consultations with the population to



identify crime and public safety issues of concern to the people in the municipality.



In 2018, they prioritized interventions to counter the risk of violent extremism, domestic violence and juvenile delinquency. In order to develop critical thinking and increase the resilience of youth to violent extremism, children and teenagers were involved in forum theater and sports activities. Jetti Oguz's achievements in addressing cattle theft and road traffic accidents, which are common occurrences in Kyrgyzstan, are worth noting. Livestock in Jetti-Oguz is actively being registered and measures have been taken to suppress illegal trade in livestock. Along the main provincial road video cameras have been installed. This deters speeding and promotes road and public safety more broadly.

Kara- Suu, Osh Oblast

Kara-Suu has a population of 22,580. The town is situated in the south of Kyrgyzstan in Osh Oblast, along the Bishkek-Osh motorway near the border with Uzbekistan. The wholesale and retail market attracts buyers from all southern oblasts of the country. Kara Suu is deemed to be vulnerable to threats of violent extremism and terrorism.

Local authorities, police and civil society have been implementing joint crime prevention plans since 2016. Along with violent extremism, violence against women and juvenile delinquency are priority areas for crime prevention.



Thanks to the project's support, the local authorities created a new police point in a heavily-populated neighborhood, which before had not had any police presence. 6 mobile teams were also



established, comprised of local officials, police, members of neighborhood committees, local crime prevention centers and youth committees. In total, 68 people participated in the mobile teams, which undertook advocacy and outreach efforts for the prevention of violent extremism. Over 500 secondary school students received information on the risks of violent extremism and zero tolerance towards violence and early marriages.



Amanbaevo, Talas Oblast

The project refurbished the police station in Amanbaevo as foreseen in the village's 2016-2017 crime prevention action plan. Given the high prevalence of traffic accidents, small grants were allocated in Amanbaevo to promote road safety. This allowed for the implementation of awareness raising activities, including the dissemination of brochures on traffic rules, work with school children and installation of road signs, better lighting/reflectors and life-size road safety silhouettes.



Suzak, Jalalabad Oblast

Suzak rayon is a densely populated area in Jalalabad oblast where 78.5% of a total population of 48,757 are Uzbeks and 16.9% are Kyrgyz. The project supported construction of the village police station as part of the adopted crime prevention action plan, which focused on prevention of school racketeering, bullying and suicides, violent extremism and interethnic clashes.



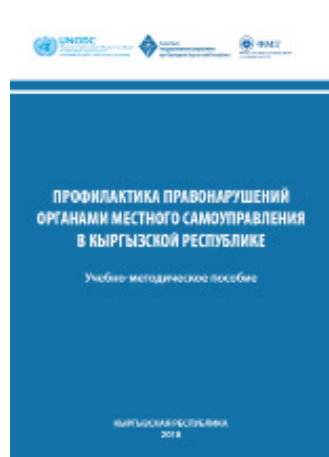
Kelechek new settlement, Bishkek

To support implementation of the crime prevention plan in the Sverdlovsk district (see below), the project supported the construction of a new police station in Kelechek, a densely populated new settlement.



III. Sustainability

Following pilot initiatives in Jalalabad city and Tash Tumshuk village in the Batken province in 2014 and 2015, and further replication of local crime prevention planning in 12 additional municipalities all around the country in 2016, this project aimed to further strengthen, consolidate and entrench public participation in crime prevention in the Kyrgyz Republic at community and national level.



Crime prevention course introduced in the curriculum of the Management Academy under the President of Kyrgyzstan

In order to institutionalize the crime prevention work piloted by the project, UNODC, its implementing partner “Foundation for Tolerance International” (FTI) and the Management Academy under the President of Kyrgyzstan signed a Memorandum of Understanding to introduce a crime prevention course in the curriculum of this academy, which is the main training institution for staff of local self-government bodies.

The project developed a comprehensive Manual on Crime Prevention containing legislation regulating crime prevention, basics of communication with population, coordination mechanisms and practical lessons on adoption of crime prevention action plans, and practical examples of previous similar work implemented in pilot municipalities.

25 professors of the Academy were trained to be instructors of the crime prevention course, which was officially introduced in the Academy's curriculum.



First crime prevention action plan endorsed in Bishkek

For the first time, UNODC piloted its model for inclusive and participatory crime prevention in an urban setting in the capital city Bishkek.

In 2017, a crime prevention assessment was conducted to gather crime data, analyze risk factors and study people's perceptions of crime and safety in Sverdlovsk district. Based on the research findings, which were published in an in-depth report, local government officials, members of the city council, school principals, police officers, representatives of local crime prevention centers and civil society came together to develop a crime prevention action plan for their district.

This plan was adopted in December 2017 and addressed crime and safety issues of concern of the local community (total population 251 500). The working group coordinating the plan continued to meet in 2018 and some funding was allocated to the implementation of the work plan.

The Sverdlovsk experience now forms the basis for further replication in the other 3 districts of Bishkek. This is expected to lead to a crime prevention plan covering the whole city.



National Crime Prevention Forum

The project teamed up with other national and international partners to initiate a national crime prevention forum. To date, 2 such large events have been held in 2016 and 2018. Both editions gathered over 100 representatives of local municipalities, police, experts, NGOs and government to discuss crime prevention legislation and related work at the local and national levels.

The forum provides an opportunity to showcase successful crime prevention initiatives and discuss how social partnerships to promote public safety can be institutionalized.

The 2018 Forum featured the participation of the Prime Minister. The Forum's outcome document and recommendations were submitted to the Government.

Annex 1

Publications

- 1 Educational Course on Crime Prevention
https://drive.google.com/open?id=1XRpnZBzRYbqdiulTP2rF1uW_q8P0p1q0
- 2 Infographics on Public Safety in Sverdlovsk District of Bishkek City
- 3 Infographics on Types of Crimes (Small Grants Programme)
- 4 Infographics on Joint Crime Prevention Action Plans
- 5 Media Coverage Report on Crime Prevention Activities
- 6 Report on Public Safety in Sverdlovsk District of Bishkek City
- 7 Methodological Tool on Crime Prevention
- 8 Documentary and public service announcements on crime prevention
<https://www.youtube.com/watch?v=RS4cebijEhY>
<https://www.youtube.com/watch?v=YfBh93Kenak&t=2s>
<https://www.youtube.com/watch?v=3uaoAepWIUA>
<https://www.youtube.com/watch?v=V48T5AeSPqk>
<https://www.youtube.com/watch?v=EH03PZrv264>
<https://www.youtube.com/watch?v=RS4cebijEhY>
<https://www.youtube.com/watch?v=YfBh93Kenak&t=2s>