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United Nations Office on Drugs and Crime



CRIME PREVENTION IN THE KYRGYZ REPUBLIC

Mission report

**CRIME PREVENTION
IN THE KYRGYZ REPUBLIC**

Mission report

2-6 December 2013

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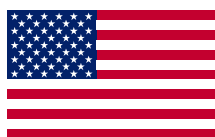
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This publication contains the findings and recommendations of a crime prevention scoping mission to the Kyrgyz Republic undertaken by the United Nations Office on Drugs and Crime (UNODC) within the framework of the project “Support to Criminal Justice and Prison Reform in the Kyrgyz Republic”. This project is implemented by UNODC with generous support of the Government of the United States of America and the U.S. Department of State Bureau of International Narcotics and Law Enforcement Affairs.

The publication is intended for use by all relevant stakeholders involved in crime prevention in the Kyrgyz Republic, including representatives of government and civil society organizations, as well as any other individuals interested or active in the field of crime prevention and criminal justice.

The contents of this publication do not necessarily reflect the views or policies of UNODC, its projects/programs, donors or governments.



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GENERAL ABBREVIATIONS

SSEP	State Service for Execution of Punishment under the Government of the Kyrgyz Republic;
MIA	Ministry of Internal Affairs;
NSC	National Statistics Committee;
OSCE	Organization for security and co-operation in Europe;
LCPC	Local crime prevention center;
UNODC	United Nations Office on Drugs and Crime;
UNICEF	United Nations Children`s Fund;
USAID	United States Agency for International Development.

EXECUTIVE SUMMARY

This report presents the findings and recommendations of a crime prevention scoping mission to the Kyrgyz Republic undertaken by the United Nations Office on Drugs and Crime (UNODC) within the framework of the UNODC project KGZ/T90 “Support to Criminal Justice and Prison Reform in the Kyrgyz Republic”. The objectives of the mission, which took place from 2 to 6 December 2013, were to:

- Discuss the concept of crime prevention with representatives from the Government of the Kyrgyz Republic, civil society and other stakeholders and gather information on implementation of the Law on Crime Prevention of the Kyrgyz Republic and existing programmes and initiatives in the area of crime prevention at the national level;
- Discuss crime prevention needs and challenges with representatives of local government, law enforcement and justice institutions, key public services, local crime prevention centres and civil society in the city of Jalalabad.

The mission recommends the following:

To the Government of the Kyrgyz Republic and other stakeholders at the national level:

- Assess the implementation of the Law on Crime Prevention and consider strengthening provisions for situational crime prevention, support to victims of crime and coordination on crime prevention at all levels
- Establish a coordination council on crime prevention with the involvement of all relevant stakeholders, including civil society, and assign responsibility for coordinating and monitoring implementation of crime prevention programmes to a specific Government department, such as the Government Department for Defence, Law Enforcement and Emergency Situations
- Develop a national crime prevention strategy with short, medium and long term objectives and related measures to support implementation of the Law on Crime Prevention
- Undertake analytical studies on root causes of crime and victimization surveys to enhance data collection and analysis on crime trends
- Strengthen situational crime prevention, in particular in locations most affected by crime¹
- Target groups at risk of offending or victimisation with programmes on education, family skills, structured leisure time and employment
- Enhance support to victims of crime, including by ensuring the sustainable functioning of non-state shelters, orphanages, crisis centres and other types of

¹ *Situational crime prevention, which aims at reducing the opportunities for people to commit crimes, increasing the risks and costs of being caught and minimizing the benefits*

rehabilitation and support centres for women and children who are victims of violence

- Improve the social reintegration prospects of offenders by expanding in-prison vocational training, income-generating and other rehabilitation activities, by ensuring prisoners have identification documents, and by establishing social rehabilitation centres for released offenders combined with the implementation of vocational training, employment and apprentice schemes in partnership with the private sector
- Develop new initiatives to foster a culture of lawfulness, involving the media and well known public figures in a national crime prevention campaign and other awareness raising and legal education programmes focusing on the prevention of specific types of crime (e.g. theft) targeted at both victims (e.g. by providing information on self-protection techniques, ways to report crime, locations of police facilities or other support structures) and offenders (by raising awareness on the risk of apprehension and related penalties for crime).

To the Mayor of Jalalabad and other stakeholders in the city of Jalalabad:

- Strengthen coordination on crime prevention by creating a coordination council on crime prevention under the Mayor's Office involving all relevant stakeholders, including civil society, the private sector and media;
- Develop a local crime prevention strategy, which identifies concerns about community safety and priority actions to prevent crime in the city;
- Enhance data collection and analysis on crime and victimisation, including by conducting local safety audits and population surveys to identify particular crime problems;
- Strengthen police capacity to engage with the public by making police stations more accessible, providing training to police officers on how to interact with the local population, and strengthening collection, analysis and dissemination of official police statistics on crime reporting during regular reporting meetings with citizens;
- Provide sustainable funding to local crime prevention centres, including for situational crime prevention initiatives, public awareness raising campaigns on crime prevention, and the facilitation of police-public partnerships;
- Target groups at risk of offending or victimisation with employment, family skills and leisure programmes;
- Enhance social reintegration of offenders by supporting applications for identification documents, developing new income generating activities and preparing individual training and rehabilitation plans in the Jalalabad penal colony and open type prisons in the province, and by supporting shelters for

released offenders, setting up vocational training, apprentice and employment schemes and providing other forms of social support upon release, including access to housing and health care.

1. INTRODUCTION

Since 2009, UNODC has been implementing a technical assistance project aimed at advancing prison reform and promoting overall law and policy development on crime prevention and criminal justice in the Kyrgyz Republic. Within the framework of this project (KGZ/T90 “Support to Criminal Justice and Prison Reform in the Kyrgyz Republic”), UNODC is currently implementing a series of activities aimed at strengthening crime prevention efforts at the provincial level in the Kyrgyz Republic. These activities are implemented with funding provided by the Government of the United States of America through the Department of State’s Bureau of International Narcotics and Law Enforcement Affairs.

Based on a joint assessment mission with representatives of the Ministry of Internal Affairs conducted in July 2013, two police stations were selected for refurbishment and training work to enhance capacity of police officers to engage with the public and prevent crime. One of these police stations is in the Sputnik district in the city of Jalalabad.

With a view to supporting the implementation of these ongoing technical assistance activities, from 2 to 6 December 2013, UNODC conducted a crime prevention scoping mission to assess how UNODC can provide effective support to crime prevention efforts. The specific objectives of the mission were to:

- Discuss the concept of crime prevention with representatives from the Government of the Kyrgyz Republic, civil society and other stakeholders and gather information on implementation of the Law on Crime Prevention and existing programmes and initiatives in the area of crime prevention at the national level;
- Discuss crime prevention needs and challenges with representatives of local government, law enforcement and justice institutions, key public services, local crime prevention centres and civil society in the city of Jalalabad.

The mission was conducted by Estela Máris Deon and Johannes de Haan, Crime Prevention and Criminal Justice Officers from the Justice Section in the Division for Operations at UNODC Headquarters in Vienna (Austria) with the support of Vera Tkachenko, International Project Manager, Koen Marquering, International Project Coordinator, and Madina Sarieva, National Project Officer, from the UNODC Programme Office in the Kyrgyz Republic.

The mission team conducted a desk review of relevant laws and policies and held round table discussions and individual meetings in both Bishkek and Jalalabad (See

Annexes 1 and 2 for a list of interlocutors). In January 2014, a crime victimization survey was also carried out in Jalalabad to gather additional information on people's experiences with crime, their perceptions of safety in the community and confidence in the police.

The team would like to express its appreciation for the excellent support received from the Government of the Kyrgyz Republic and in particular the Ministry of Internal Affairs, which greatly facilitated its work. Consultations with senior government officials, police staff and other counterparts were very constructive and information on all inquiries was readily provided, including respective documentation.

2. METHODOLOGY

*The 2002 UN Guidelines for the Prevention of Crime*² define crime prevention as comprising "strategies and measures that seek to reduce the risk of crimes occurring, and their potential harmful effects on individuals and society, including fear of crime, by intervening to influence their multiple causes". The scoping mission focused on gaining a general understanding of crime prevention policies and practices in the Kyrgyz Republic based on this definition and related categories of crime prevention, which include:

- *Prevention through social development*, which aims at developing resilience and social skills among children and their families;
- *Community or locally-based crime prevention*, which targets areas where risks of becoming involved in crime or being victimized are high;
- *Situational crime prevention*, which aims at reducing the opportunities for people to commit crimes, increasing the risks and costs of being caught and minimizing the benefits; and
- *Reintegration programmes*, which focus on support measures for offenders in order to enhance their successful social reintegration and to prevent recidivism.

Effective crime prevention has long-term benefits by reducing the costs associated with the formal criminal justice system and other social costs that result from crime. Well-planned crime prevention strategies not only prevent crime and victimization, but also promote community safety and contribute to the sustainable development of countries. Crime prevention was traditionally considered a responsibility of the police and based on the deterrent effect of the law and repression of offenders.

Yet, there are considerable limitations to the ability of the police, however well trained and equipped, to prevent crime. It is now broadly recognized that many other sectors of society play a role in crime prevention and that crime and victimization are the result of a variety of underlying factors, which influence the lives of individuals, families, communities and societies. Such risk factors can include the following:

2 *Guidelines for the Prevention of Crime - ECOSOC resolution 2002/13, annex*

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- *individual issues*, including early aggressive behavior;
- *family and relationship issues*, including violence, conflict, poverty or unemployment;
- *school and local community factors*, including lack of access to good facilities and infrastructure or the presence of violence and gangs; and
- *wider national / global influences*, including income disparities, weak governance and rule of law, economic recession³, conflict, environmental disasters, or large population movements.

The mission broadly assessed which of these crime risk factors are present in the Kyrgyz Republic. These will be presented in the next section together with an overview of available statistical data on crime and violence at the national level and in Jalalabad. The results of the mentioned victimisation survey in Jalalabad are also summarized in this section. Section 4 gives a non-exhaustive overview of key legislation and policies in the area of crime prevention in the Kyrgyz Republic. Sections 5 and 6 discuss key observations and recommendations to enhance crime prevention action at the national level and in the city of Jalalabad, based on the meetings and consultations held in Bishkek and Jalalabad during the mission.

3. CRIME AND VIOLENCE IN THE KYRGYZ REPUBLIC

The Kyrgyz Republic has one of the youngest populations in the world. Out of a total population of more than 5.5 million people, over 30% per cent is between the ages of 0 and 14 years, nearly 20% is between the ages of 15 and 24, and 39% between 25 and 54.

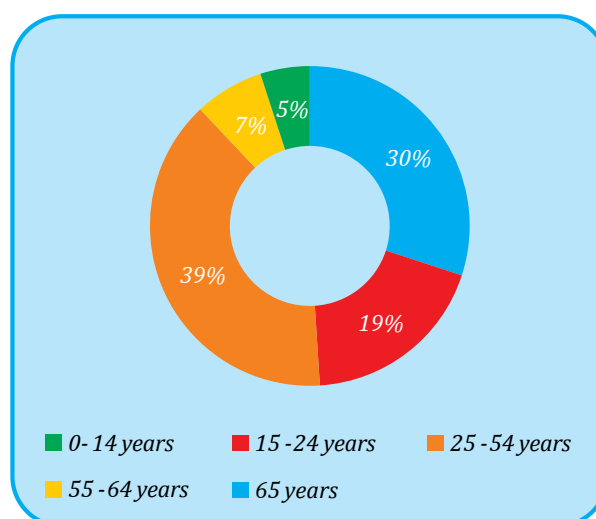


Figure 1 - Population distribution by age group⁴

³ UNODC 2012 report on Monitoring the Impact of the Economic Crisis concludes that crime may increase during periods of economic stress, which is an indicator for exacerbated risk factors

⁴ Index Mundi 2013

Since gaining independence after the dissolution of the Soviet Union in 1991, the Kyrgyz Republic has been going through an at times turbulent transformation process. Civil unrest caused by popular dissatisfaction with nepotism and corruption in March 2005, known as the “Tulip Revolution”, led to the removal of the first President Askar Akayev. In April 2010, violent clashes triggered by public anger at price rises and corruption resulted in the ouster of the second President Kurmanbek Bakiyev. This was followed by an outbreak of ethnic violence in the south of the country in June 2010, which left at least 470 people dead and 400,000 displaced, of who 75,000 fled to Uzbekistan.⁵ Cases of rape, arson and looting were also reported.

In 2010, a new Constitution was adopted signalling the start of a transition from a presidential to a more parliamentary system of governance. Parliamentary, presidential and municipal elections took place in 2010, 2011 and 2012 respectively.

Economically, the Kyrgyz Republic remains a low-income country with a per capita gross national income of \$2,009 in 2012.⁶ Over one third of the population lives in poverty. Poverty rates increased from 33.7% of the population in 2010 to 36.8% in 2011.⁷ Unemployment, which officially stood at 8.5% in 2011, but in reality is estimated between 14-16%⁸, mostly affects young people, in particular those between 20 and 29 as shown in Figure II. Over 70% of the employed population work in the informal sector.⁹

Lack of decent employment has pushed many skilled workers to migrate abroad in search of a better life. This also involves so-called ‘double migration’ where both parents migrate to work, leaving children behind with neighbours or relatives, often with little or no supervision.

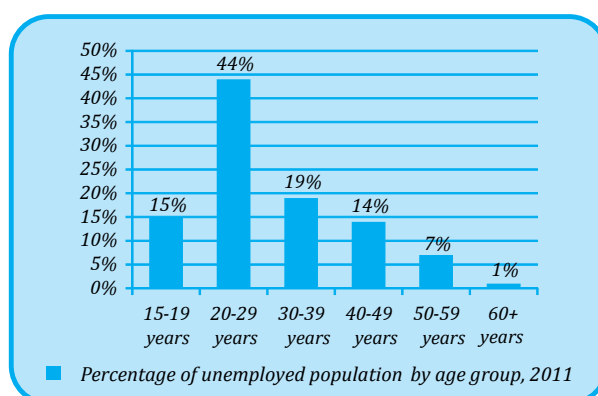


Figure II - Percentage of unemployed population by age group 2011¹⁰

5 Peacebuilding Needs and Priorities Assessment in the Kyrgyz Republic, July 2013.

6 Idem.

7 Idem.

8 National Sustainable Development Strategy 2013-2017.

9 Development Partners Coordination Council, Paper on the Macroeconomic Sector presented at the High Level Development Conference 10-11 July 2013.

10 National Committee of Statistics of Kyrgyzstan, Publication

Organized crime is considered a threat to security in the country. According to a Peace Building Needs and Priorities Assessment conducted in 2013, “violent and coercive methods for solving socio-economic problems have become quite common in daily life (e.g. racketeering, crime, blocking roads, raid, violent protests, etc.)”. This is also related to drug trafficking, as the porosity of sections of the Tajik and Kyrgyz borders is exploited by organised crime groups to traffic drugs overland, mostly using Osh city as a hub. From Osh the opiates are smuggled to Kazakhstan and further on to the Russian Federation either through the Northern Talas province or alternatively via Bishkek, as shown in Figure III¹¹.

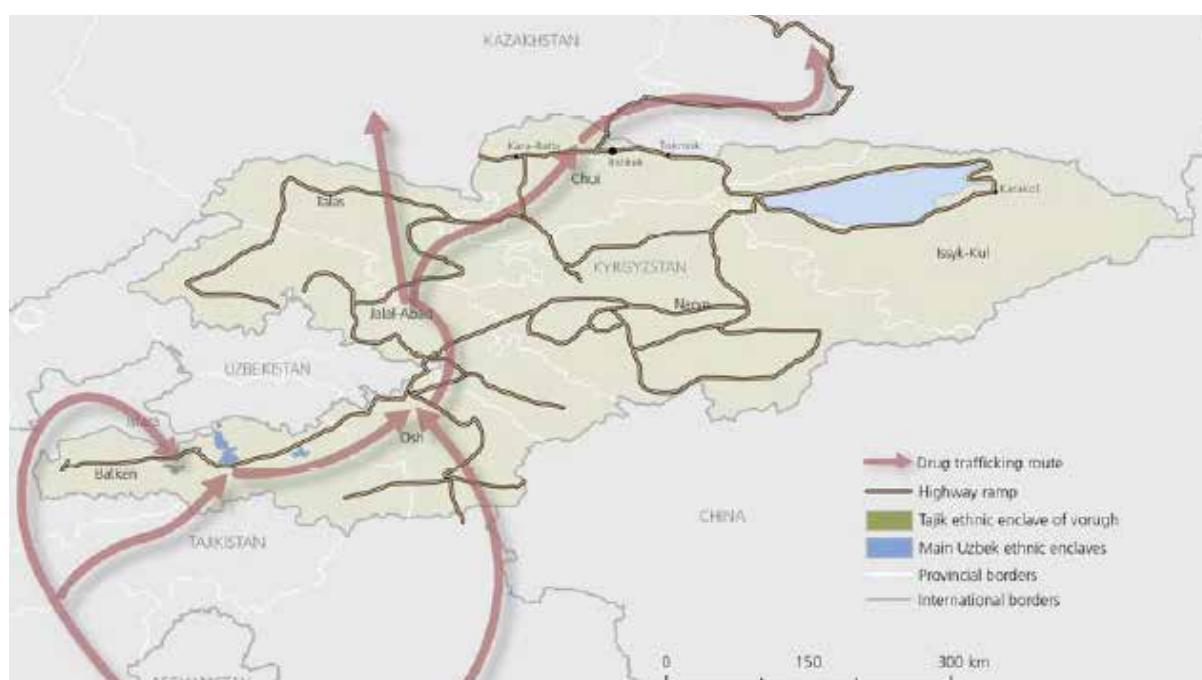


Figure III - Main drug routes and transportation corridors in Kyrgyzstan¹²

Approximately 10,000 drug users are registered with governmental drug dependence treatment services in the Kyrgyz Republic. However, the total number of drug users (mostly men) is thought to be much higher (e.g. at least 25,000 according to some estimates).¹³ Around 5% of the prison population (9,832 in 2012) are registered drug users with some estimates placing the total number of injecting drug users at 19%.¹⁴

¹¹ UNODC, *Opiate Flows through Northern Afghanistan and Central Asia – A Threat Assessment, 2012*, pages 68, 72 and 73

¹² *Idem.*

¹³ *Counternarcotics Programme of the Government of the Kyrgyz Republic, Decree No. 54 of the Government of the Kyrgyz Republic, 27 January 2014.*

¹⁴ *Idem.*

3.1 NATIONAL LEVEL

To an extent, the abovementioned demographic, politico-security and socioeconomic trends are reflected in the crime situation in the country. As reported by the National Statistics Committee of the Kyrgyz Republic and reflected in Figure IV, the highest number of crimes in recent years were committed in 2010 with a total of 35,528 crimes registered.¹⁵ Most serious crimes during that year were committed in Osh province and city, as well as in Jalalabad province.¹⁶

Since 2010, a downward trend in the level of crime is noticeable with registered crimes falling from 30,500 in 2011 to 28,847 in 2012 and 27,217 in 2013.¹⁷ The highest rates of registered crimes during these last three years occurred in the major cities, in particular Bishkek and to a lesser extent Osh, and in the Chui and Issuk Kul provinces¹⁸.

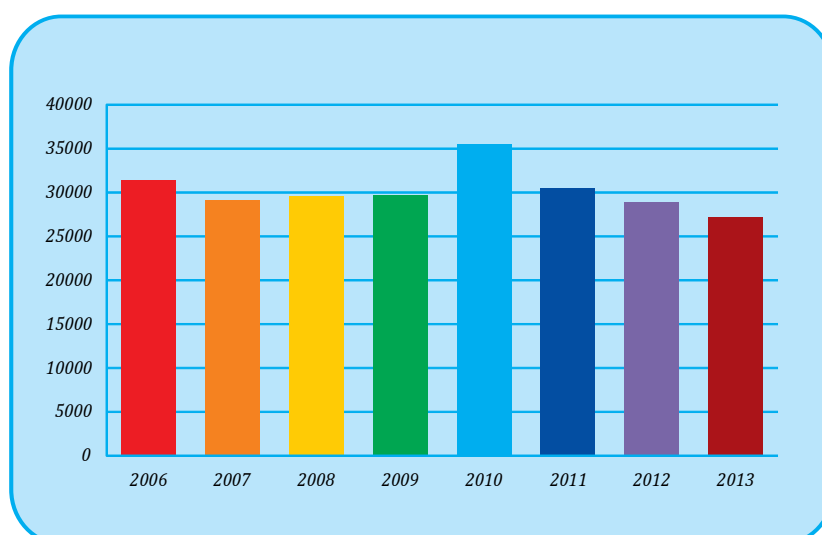


Figure IV – Crime registered in the Kyrgyz Republic

Figure V shows trends in selected types of crime reported to the police between 2010 and 2013.

¹⁵ National Statistics Committee of the Kyrgyz Republic, *Social Trends of the Kyrgyz Republic 2006-2010*.

¹⁶ *Idem*.

¹⁷ National Statistics Committee of the Kyrgyz Republic, *Socioeconomic Trends of the Kyrgyz Republic, annual reports for 2011, 2012 and 2013*.

¹⁸ *Idem*.

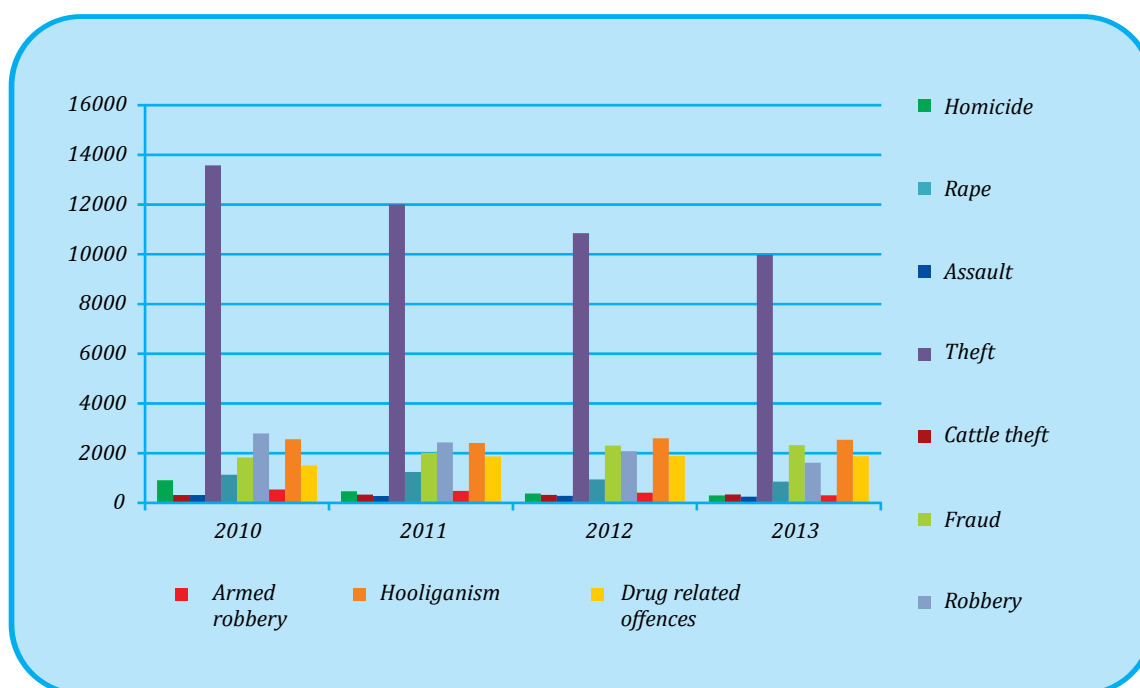


Figure V – Trends in selected types of crime

The most commonly reported crimes are property crimes, which amount to over 60% of all crimes registered. This includes mostly theft (approximately 40% of all crimes reported) and a smaller number of robberies, armed robberies, fraud and theft of cattle. Personal crimes, including i.a. homicide, assaults and rape, cover nearly 10% of all crimes registered. According to a global study on homicide, published by UNODC in 2011, the homicide rate in the Kyrgyz Republic was around 6.5 per 100,000 inhabitants. This is slightly below the world average of 6.9 per 100,000 (2010), but above Asia’s average of between 3 and 4 per 100,000 (2010).¹⁹

Public order related crimes, such as hooliganism, fluctuate around 10% of the total number of crimes committed. The share of public health related crimes (e.g. drug related offences) and economic crimes (e.g. misappropriation, bribery, abuse of office) is slightly lower (between 6 and 8% of the total depending on the year).

OFFENDERS

The overwhelming majority of offenders in the Kyrgyz Republic are male (see figure VI below). Out of a total number of offenders of 15,691 in 2012 and 16,875 in 2013, 87% were male and 13% female.²⁰ Men are mostly involved in theft (21.5% of all crimes committed by men in 2011), hooliganism (11.1%), illicit drug trafficking (8.4%) and

¹⁹ UNODC Global Study on Homicide, 2011.

²⁰ National Committee of Statistics of Kyrgyzstan, 2013 Annual Report “Social and economic situation of the Kyrgyz Republic”.

robbery (7.9%).²¹ Theft is also the most common crime committed by women (18.7% of all crimes committed by women in 2011), followed by hooliganism (17.4%), fraud (10.9%) and illicit drug trafficking (5.5%).²²

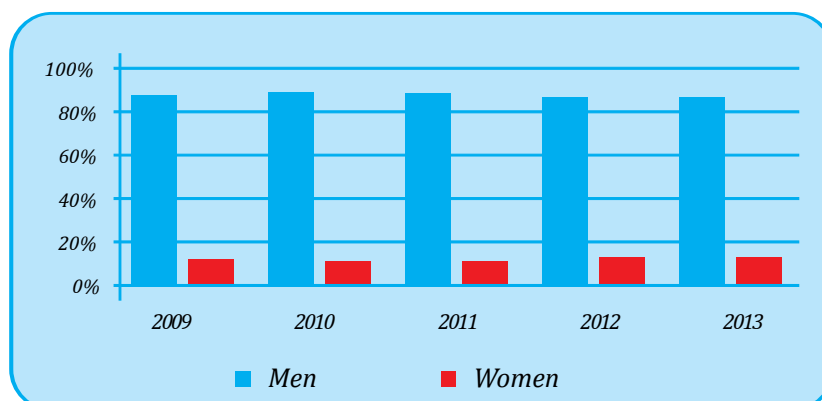


Figure VI - Offenders by gender²³

As shown in Figure VII, the age group 30 and above tops the categories of offenders (51% of all offenders), followed by those in the 18 to 24 years age group (26%). 15% of all crimes are committed by people who are between 25 and 29 years old. 8% of offenders are juveniles between the age of 14 and 17. According to statistics provided by the Ministry of Interior, the number of minors registered by juvenile delinquency inspectors has been steadily increasing from 1,975 in 2008 to 3,691 in 2012 and 3,799 in 2013.²⁴ The most common crimes committed by minors are theft, robbery and hooliganism.²⁵

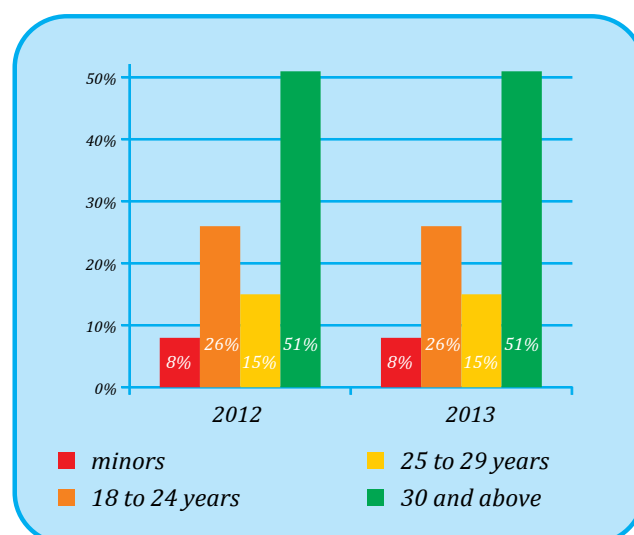


Figure VII - Offenders by age

21 National Statistics Committee of the Kyrgyz Republic, *Women and Men in the Kyrgyz Republic, 2007-2011*.

22 *Idem*.

23 *Idem*.

24 Letter from the Ministry of Interior to UNODC dated 23 January 2014.

25 Caritas France, *Children in conflict with the law, 2013*.

Crime statistics (see figure VIII) further indicate that unemployment is strongly associated with offending. In 2013, 77% of all offenders were persons without a job.

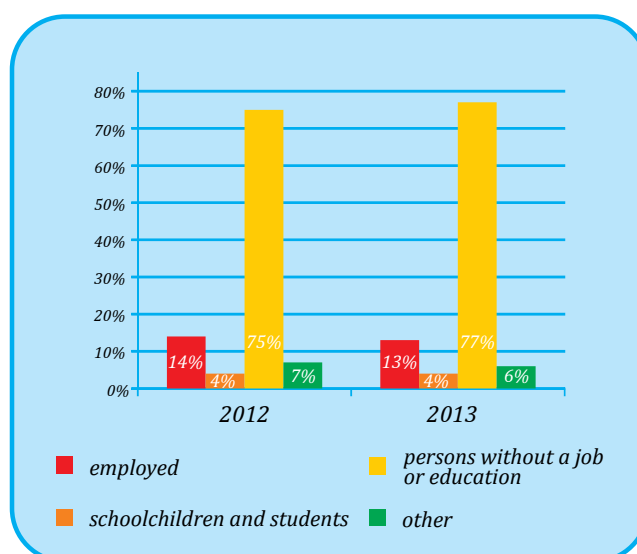


Figure VIII – Offenders by employment status

As in other countries, it is likely that crime is underreported in the Kyrgyz Republic. This may be related to a range of factors, such as lack of awareness on how and where to report crime, lack of trust in the police and justice institutions, and sensitivity, fear and stigma associated with certain offences. A recent survey conducted by research centre El Pikir found that 36% of a total of 1,200 respondents trusted the police and 64% do not or only partly. Another survey conducted by the International Republic Institute in February 2013 found that 26% of respondents positively evaluated police work and that 59% gave a negative assessment.²⁶ Official crime statistics may thus not present the full scale of crime problems in the country.

Domestic violence is an example of an underreported crime, as shown in Figure IX. The police register 2,000-2,500 cases of domestic violence every year. However, the number of requests for support made to the police on domestic violence (8,458 times in 2011), as well as complaints of domestic violence brought to other institutions, such as crisis centres and aksakal courts (8,906 cases in 2011), is much higher.²⁷

²⁶ El Pikir, *The police in the eyes of citizens of the Kyrgyz Republic, 2013*. Civic Union “For Reform and Results”, *Trust through Public Accountability, 2014*.

²⁷ Association of Crisis Centres, *Research report on domestic violence published within the framework of the EU/UN project „Strengthening good governance for social justice“, 2012*. National Statistics Committee of the Kyrgyz Republic, *Women and Men in the Kyrgyz Republic, 2007-2011, Socioeconomic trends in the Kyrgyz Republic, 2012 and 2013*

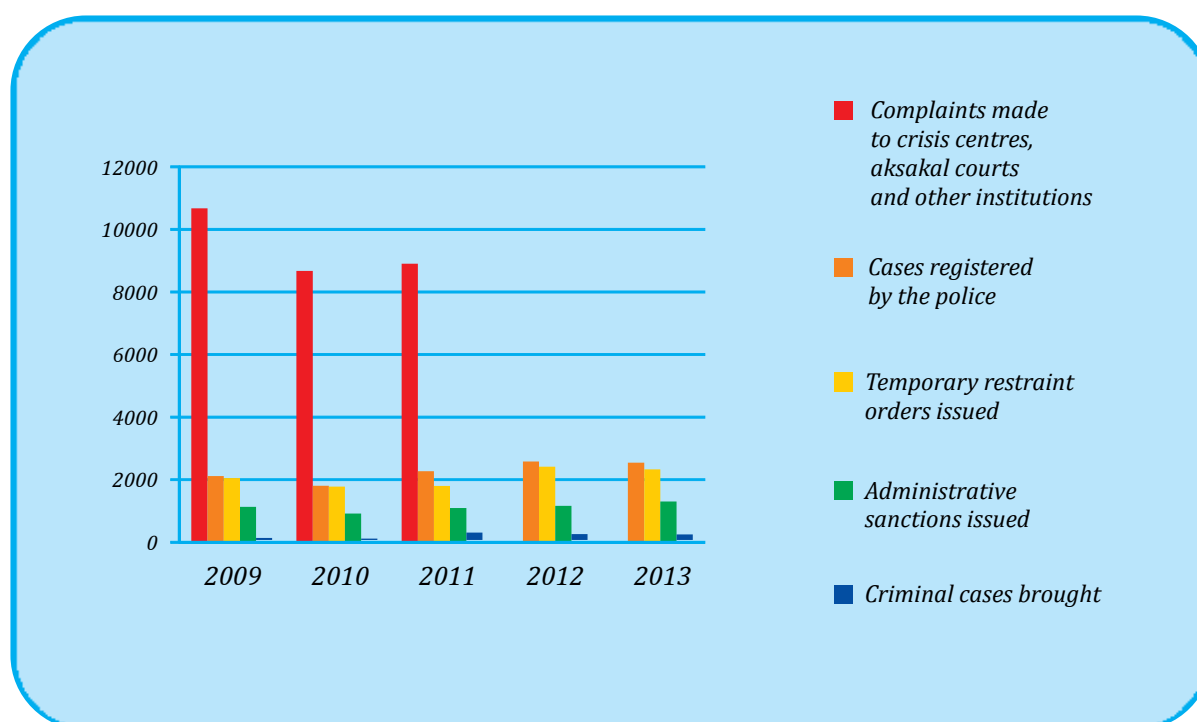


Figure IX – Domestic violence

A similar situation applies to human trafficking and the practice of bride kidnapping. Trafficking occurs mostly for the purpose of forced labour in agriculture, construction or housekeeping, as well as for sexual exploitation. As reported by the Government of the Kyrgyz Republic to the UN Human Rights Committee, in 2012, 60 criminal cases related to human trafficking were brought to court. 8 of these cases were considered in court against 10 suspects, resulting in convictions of 7 people. In 2013 (as per data covering January-November) 40 trafficking cases were filed, of which (up to October) 6 cases against 8 people were considered in court resulting in 6 convictions.²⁸

According to data collected by the NGO Women Support Centre, 11,800 cases of forced abduction occur in the Kyrgyz Republic on an annual basis, with more than 2,000 women and girls reportedly being raped.²⁹ New legislation approved by the Parliament in December 2012 and signed by the President of the Kyrgyz Republic in January 2013 raises the maximum sentence for bride kidnapping from 3 to 10 years.³⁰ However, only one out of 700 cases are reportedly pursued in court and only one in 1,500 cases of abduction are said to lead to a judicial sentence in the Kyrgyz Republic.³¹ In 2012, 27 criminal

²⁸ United Nations Human Rights Committee, *Answers of the Kyrgyz Republic to the List of Issues*, www.ohchr.org.

²⁹ UN Women, *New law in Kyrgyzstan toughens penalties for bride kidnapping*, www.unwomen.org/en/news/stories/2013/2/new-law-in-kyrgyzstan-toughens-penalties-for-bride-kidnapping.

³⁰ Office of the Secretary-General's Envoy on Youth, accessed on 7 January 2014 (<http://www.un.org/youthenvoy/news/new-law-in-kyrgyzstan-toughens-penalties-for-bride-kidnapping/>)

³¹ *Idem*.

cases related to forced marriages were considered in court, including 15 cases involving children. In 12 cases a verdict was reached leading to the conviction of 15 people. During the first 9 months of 2013, 22 cases came before court (4 involving children). Half of these cases led to a verdict and 31 perpetrators were convicted.³²

VICTIMS

Official crime statistics focus largely on the number and type of crimes registered and the characteristics of offenders. Little information exists on the victims of the most prevalent types of personal and property crime. Available information on the number of users of crisis centres and other institutions providing social and psychological assistance to victims of violence, offers a possible general indication of the profile of victims in the Kyrgyz Republic.

With a peak of over 20,000 applicants in 2009, the services of crisis centres are generally used by between 10,000 and 15,000 people every year. While crisis centres are visited by people from all age groups, educational level and occupation status, most users are women (e.g. 70% in 2011, 74.5% in 2010), victims of domestic violence (66% in 2011, 55% in 2010), between the ages of 18 and 39 (57.5% in 2010, 49% in 2011), mostly with secondary education (43% in 2010, 42% in 2011) and often unemployed (50% in 2010, 45% in 2011).³³

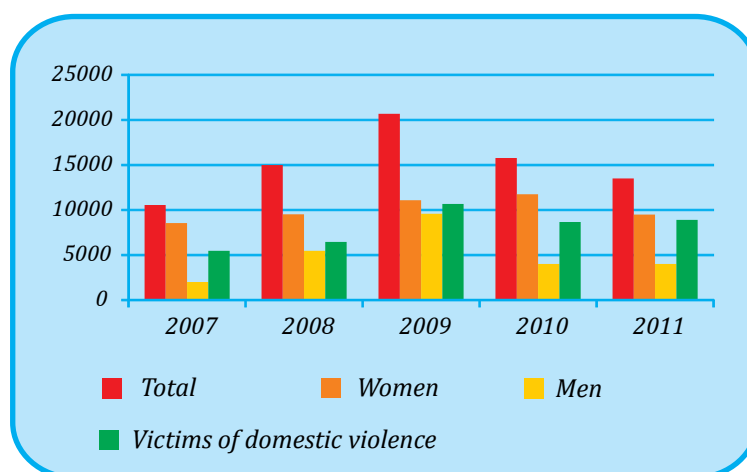


Figure X – Crisis centre users

32 United Nations Human Rights Committee, List of Issues in relation to the consideration of the second periodic report of the Kyrgyz Republic - Answers of the Kyrgyz Republic, CCPR/C/KGZ/Q/2/Add.1, 5 February 2014.

33 National Statistics Committee of the Kyrgyz Republic, Women and Men in the Kyrgyz Republic, 2007-2011.

3.2. JALALABAD

After Bishkek and Osh, Jalalabad is the third largest city in the Kyrgyz Republic with approximately 90,000 inhabitants. Located close to the border with Uzbekistan in the southern part of the country, Jalalabad has a diverse population, including a sizable ethnic Uzbek minority of almost 35%.³⁴ Jalalabad was one of the sites where violent clashes occurred between ethnic Kyrgyz and Uzbek residents in June 2010.

The economy of Jalalabad city and the surrounding province is dominated by agriculture and fisheries, with over one third of all employed people working in this sector. Wholesale and retail trade, vehicle repair and construction are the major sources of employment, as well as to a lesser extent education, transport, industry and public administration.

During consultations held with stakeholders in Jalalabad, the following risk factors associated with crime in Jalalabad were identified:

- Factors related to the socioeconomic situation, including poverty and income disparities, population movements from rural areas to the city, weak governance and rule of law and experiences of discrimination amongst minority populations.
- Factors related to family and relationships, including alcohol abuse, unemployment and limited parental control of children, which is partly the result of labor migration of parents.
- Factors related to local communities and schools, including lack of social control in neighborhoods and bullying and racketeering amongst school children.

Available socioeconomic data for Jalalabad province confirms some of these risk factors. For example, poverty rates are high. According to a 2012 Household Food Security Assessment conducted by the World Food Programme, Jalalabad province has the highest rate of food insecurity in the country with 48% of households found to be food insecure.³⁵ The level of unemployment in Jalalabad reflects national trends with 8.4% of the population out of work according to National Statistics Committee data.³⁶ The unemployed are mostly between the age of 20 and 34 with no education beyond secondary school.

In Jalalabad province, 2,744 crimes were registered in 2012 and 2524 in 2013. This amounts to approximately 9-10% of all crimes reported in the Kyrgyz Republic.³⁷

³⁴ Based on the 2009 census. See International Crisis Group, *Kyrgyzstan: Widening Ethnic Divisions in the South*, Asia Report Nr. 222, 29 March 2012.

³⁵ World Food Programme, *Monthly Price and Food Security Update, Kyrgyz Republic, February 2013*.

³⁶ National Statistics Committee of the Kyrgyz Republic, *2012 Study on Employment*.

³⁷ National Statistics Committee of the Kyrgyz Republic, *Socioeconomic Trends in the Kyrgyz Republic, 2013*.

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In line with the overall situation in the country, theft is the most prevalent form of crime reported in Jalalabad city, with a peak of 926 reported cases in 2010 and a downward trend since then with 455 thefts registered in 2012. In 2013, 34 homicides were reported to the police, 35 cases of rape, 11 cases of sexual assault, 30 armed robberies and 18 cases of vehicle theft (see Figure XI). The mission learned that crime hotspots in Jalalabad city are located in and around the largest market area (bazaar) in the centre of town as well as in areas where there is limited social control, such as neighborhoods with flat buildings and the railway station.

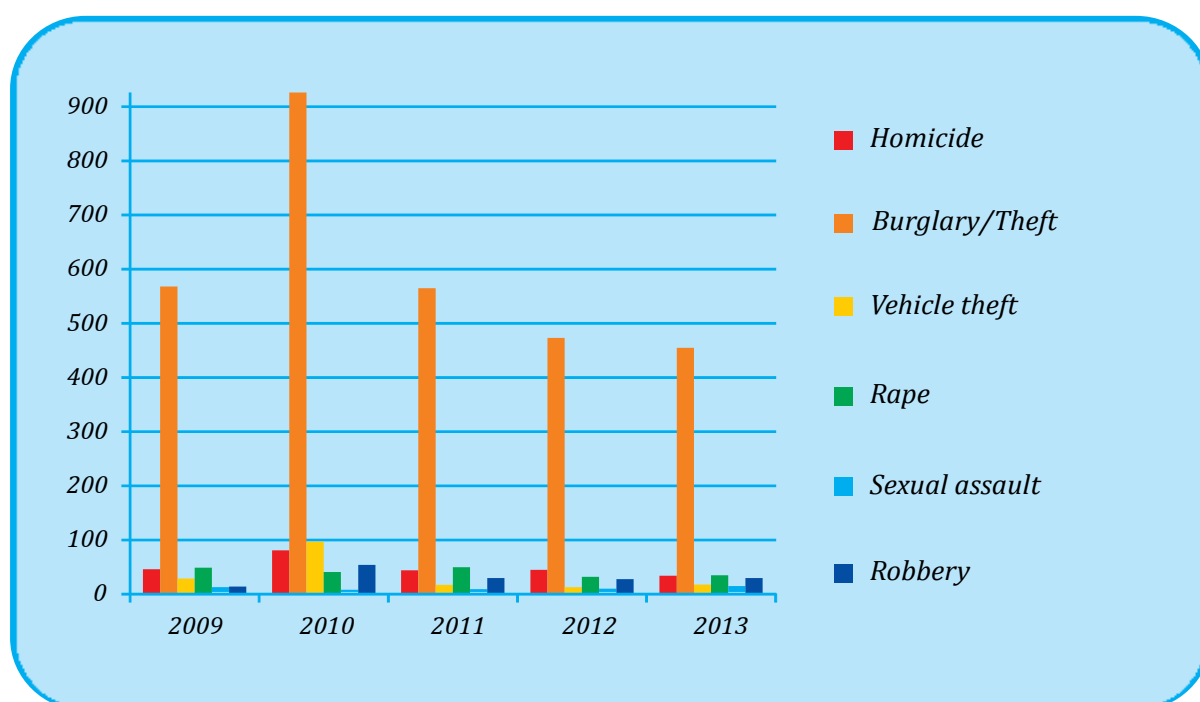


Figure XI - Reported crime in Jalalabad per crime and year³⁸

A survey conducted by UNODC amongst a random sample of 400 inhabitants of Jalalabad city in January 2014 gathered additional information on the crime situation and people's perceptions of safety in Jalalabad (see annex 3 for the full survey results). A majority of the respondents (57.5%) stated that the city is safe and that they feel quite comfortable outdoors in the evening. 20.3% felt that the city is somewhat unsafe and a fraction (0.8%) consider the city unsafe. Relatively more women (80%) were amongst those who perceive such a lack of safety.

³⁸ Data provided by the Ministry of Interior to UNODC (January 2014)

4. THE LEGAL AND REGULATORY FRAMEWORK FOR CRIME PREVENTION IN THE KYRGYZ REPUBLIC

Crime prevention in the Kyrgyz Republic is regulated by the 2005 Law on Crime Prevention. This law defines crime prevention as encompassing “activities [...] aimed at identifying, studying, removing and neutralizing the causes and conditions that lead to crime; providing support to groups at risk of offending in order to increase their standard of living and level of individual education and personal development; promoting law-abiding behaviour of citizens; and developing and implementing legal, socioeconomic, organizational, educational, and other special measures to prevent crime” (article 1).

The law acknowledges the involvement of a wide range of stakeholders in crime prevention, including “state agencies, local governments, public organizations and associations, enterprises, institutions and other entities, regardless of ownership, officials as well as individual citizens of the Kyrgyz Republic, foreign citizens and stateless persons residing in the territory of the Kyrgyz Republic” (article 6). Specific roles of law enforcement bodies, the education system, health care, social protection and employment sectors, civil society, the media, local self-government, private business and individual citizens are also set out in the law.

The law prescribes the establishment of coordination mechanisms on crime prevention at the provincial, district, city and municipal level. Law enforcement bodies are assigned the lead role in organising coordination meetings to plan and coordinate crime prevention activities of all relevant stakeholders. Coordination meetings can be used i.a. as a forum for training and research on crime trends; development, implementation and monitoring of integrated crime prevention programs; and the organisation of legal education and legal assistance to the population.

The crime prevention law distinguishes between “general” and “individual” crime prevention. General crime prevention (article 18) is aimed at eliminating causes of crime in society and involves all relevant state and non-state actors. Specific measures in this area can include the development of crime prevention strategies, legal education and public awareness raising and support to families and children at risk. Individual crime prevention (article 19) targets offenders or those at risk of offending. Action in this area, which can include registration of individuals at risk of offending and various forms of supervision, is the exclusive prerogative of law enforcement bodies.

In addition to the Law on Crime Prevention, the Government of the Kyrgyz Republic has adopted a range of policies that directly or indirectly support and promote crime prevention. The National Strategy for Sustainable Development 2013-2017 provides an overarching vision for the development of the country, including strengthening the rule of law, inter-ethnic unity and socioeconomic development. Linked to this overall development plan are other government strategies, which have a bearing on addressing

risk factors for crime and improving criminal justice responses. These include the 2012 – 2014 Medium-Term Development Plan, the 2012 - 2014 Social Protection Strategy, the 2012 – 2020 Gender Equality Strategy, the 2012 – 2015 Youth Policy, the 2012 – 2016 Prison Reform Strategy, as well as the Concept on Inter-Ethnic Unity and Police Reform Measures, which were adopted in 2013. A new Juvenile Justice Strategy for 2014 -2018, which includes provisions for the prevention of juvenile delinquency, is awaiting approval.

In November 2013, the Government of the Kyrgyz Republic also adopted an Action Plan for the Prevention of Juvenile Delinquency. This Action Plan foresees a wide range of measures, i.a. aimed at:³⁹

- Enhancing the moral education of young people, including training on law, ethics, healthy living and patriotism;
- Preventing unaccompanied minors from visiting internet clubs and parks at night without adult supervision;
- Providing psychological and legal assistance to children who are abused and mistreated by teachers, parents, guardians or other children;
- Holding monthly inspections in public places with the participation of police officers, teachers, representatives of parents' associations and the media;
- Developing a system to monitor juvenile offenders or children at risk of offending;
- Preventing tobacco, alcohol and drug use amongst minors;
- Promoting sports and other leisure activities for young people.

The main actors responsible for implementation of the Action Plan are the Ministry of Education and Science, which has been tasked to report on implementation twice a year, as well as the Ministries of Interior, Health and Justice, heads of educational establishments, local governments and the media. The time frame for implementation varies in accordance with the actions envisaged. Some of the activities are scheduled to take place in the first half of 2014, while others are planned to be conducted on a quarterly or on an ongoing basis. The Government Administration, and in particular the governmental Department on Education, Culture and Sports, the Department on Organisational-Supervisory Work and Local Self Government, and the Department on Defence, Law and Order and Emergency Situations, have been instructed to monitor implementation of the Action Plan.

³⁹ *Informal translation from the Russian original.*

5. MISSION OUTPUTS

5.1. KEY OBSERVATIONS - NATIONAL LEVEL

Crime prevention legislation. The 2005 Crime Prevention Law provides a solid legal basis for crime prevention work, as the law foresees actions aimed at addressing the root causes of crime and the risk factors that make individuals more prone to engage in criminal activity or become victims of crime. As mentioned in section 4, the law prescribes the roles of a wide range of relevant stakeholders and thus counters traditional views of crime prevention as being primarily the responsibility of law enforcement agencies.

During the mission, the team was informed that concrete implementation of the law started only from 2008 onwards with the creation of local crime prevention centres (LCPCs). 553 LCPCs currently exist in the country bringing together 12,611 members of women's committees, youth councils and elderly courts.⁴⁰

Although the Law on Crime Prevention foresees the allocation of budget funds and other financial assistance to LCPCs, this has not materialised in practice. There are positive examples of LCPCs, which have been able to resolve administrative violation cases, family conflicts and other issues and have undertaken crime prevention initiatives with support from local governments and external donors.⁴¹ At the same time, LCPCs are considered ineffective in many places because they lack funding, proper facilities and equipment and able or motivated staff to perform their functions. LCPCs have also lacked capacity to play a coordinating role in developing police-public partnerships, for example by hosting consultations between the police and the public on community safety.⁴²

During the consultations with various interlocutors, it was suggested that the status of LCPCs could be raised, either by amending the 2005 Law on Crime Prevention or by developing a specific law on LCPCs, which would allow LCPCs to receive NGO status and hence have the possibility of accessing various sources of funding beyond those provided from local state budgets.⁴³ If an amendment to the law is considered, this opportunity could be used to include better provisions for situational crime prevention and support to victims of crime, which are currently lacking.

Crime prevention policies. The Kyrgyz Republic currently does not have a dedicated national crime prevention strategy in place to advance the implementation of the Law on Crime Prevention and tackle its crime challenges in a comprehensive manner.

The adoption of the Plan of Action for the Prevention of Juvenile Delinquency in November 2013 is a useful step to coordinate crime prevention amongst youth. During

⁴⁰ Civic Union "For Reforms and Results", *The Population and the Police: Partnership through Dialogue*, 2013.

⁴¹ *Idem.*

⁴² *Idem.*

⁴³ *Idem.*

consultations held in Bishkek, some interlocutors expressed concern that the Action Plan does not allow for innovative approaches to crime prevention amongst youth. The measures are considered repressive in nature (e.g. inspections of public places, internet clubs etc.). Moral education may not be effective if this is done only in the form of lectures, which do not attract the interest of youth targeted.

Some of the other national policies mentioned in section 4 contain crime prevention objectives, such as the provision of assistance to groups most at risk of offending or victimisation. The National Sustainable Development Strategy 2013-2017 and the 2012 – 2014 Mid-Term Development Plan prioritise social protection and employment and can thus play a key role in supporting crime prevention through social development. The 2012-2014 Social Protection Strategy has a major focus on supporting families and children living in poverty, as well as specific vulnerable groups, such as minors who leave orphanages, released offenders, and internal migrants. The 2012 – 2016 Prison Reform Strategy prioritises social reintegration of offenders.

Crime prevention is also a major objective of the Police Reform Measures, adopted by the Government of the Kyrgyz Republic in April 2013. Measures proposed include: strengthening the role of neighbourhood police and juvenile delinquency inspectors; introducing the so-called “Safe city” system, which involves the installation of video cameras to monitor traffic and the establishment of an efficient road patrol service; providing law enforcement services and other assistance to the population, including through mobile police receptions and other forms of police patrolling; gathering, analyzing and applying operational information related to public safety, in cooperation with the population; enhancing and developing new mechanisms of cooperation between civil society institutions and law enforcement agencies for assessment of police activities; and creating effective mechanisms for strict compliance of police officers with the norms of professional ethics and human rights.

While these policies form a sound basis for the implementation of crime prevention measures, their implementation needs to be monitored and analyzed in terms of their impact on crime prevention.

Crime prevention coordination. As mentioned in section 4, the Law on Crime Prevention includes specific provisions for the establishment of coordination mechanisms for crime prevention at the province, district, city and municipality level. The mission received information that coordination meetings, which include discussion on public order, are held under the aegis of the Mayor’s Office in many locations, although the effectiveness of these coordination meetings for the purposes of crime prevention is unclear. Regional Coordination Councils also exist to discuss a range of regional problems. These are organised by the representatives of the Prime Minister in each province.

In addition, Community Safety Working Groups have been established in a number of districts in Batken, Jalalabad and Osh with the support of Saferworld and ACTED.⁴⁴

The law does not provide for a crime prevention coordination mechanism at the national level. This gap should be addressed in order to strengthen monitoring and supervision and to report regularly on implementation of the law, which is currently lacking. Provisions for coordination of crime prevention at the local level could also be amended to transform the “coordination meetings of law enforcement” into broad-based local level crime prevention coordination councils under the auspices of local self-government bodies.

Crime data collection and analysis. Yearly data on crime is being published by the National Statistics Committee of the Kyrgyz Republic (NSC), based on a variety of sources, including the Ministry of Interior, the prosecution services, the judiciary and the prison service. The Committee also receives data from sources outside the formal criminal justice system, including on domestic violence, for example from crisis centers, elderly courts and hospitals. Challenges faced by the NSC and other national institutions in collecting data, as mentioned during consultations, include the lack of modern equipment, absence of unified electronic databases and the submission of data to the NSC in hard copy rather than electronically. NSC offices in the provinces reportedly face difficulties in accessing information directly, thus hampering data collection and analyses at the local level.

Official crime statistics mostly focus on the level of crime with breakdowns by types of crime and geographic location. Data on the number and profile of offenders is also included. There is no established practice of collecting data on victims of crime. Nationwide victimisation surveys or local safety audits aimed at gathering information related to the level and nature of crime and victimisation, as well as people’s perceptions of safety in the community and their confidence in law enforcement agencies and other state bodies are not conducted.

Children and Youth. During the consultations held, a general sense emerged that more action needs to be taken to prevent crime amongst youth. Some interlocutors expressed concern about unresolved issues, such as school racketeering and children dropping out of school. Others indicated that progress has been made in addressing youth crime and negative behaviour since the adoption of the National Youth Strategy and other crime prevention related policies and measures. The establishment of Youth Centres and Youth Houses after the 2010 events were mentioned as a good practice. These centres, which were set up jointly by the Ministry of Youth and local authorities with funding from USAID, offer civic education, computer classes and other leisure activities for youth.

⁴⁴ Civic Union “For Reforms and Results”, *The Population and the Police: Partnership through Dialogue*, 2013

The important role of police inspectors for juvenile delinquency was stressed. These inspectors face considerable challenges as they have to cover a large territory with many schools (e.g. in Bishkek 13 schools per inspector) and lack needed office space, vehicles, phones and other equipment to carry out their work. The juvenile delinquency inspectors were felt by some as performing punitive rather than preventive work. This is due to the current performance evaluation system, which prioritises crime detection and thus reduces the motivation of these inspectors to focus on preventive action. In addition to amending performance evaluation criteria, professional requirements for these inspectors should be adapted in order to include the need for pedagogical knowledge and skills. Capacity development and improvement of working conditions are necessary to enable juvenile delinquency inspectors to give more attention to the root causes of crime and youth at risk. More cooperation with local self-government bodies and non-governmental organizations at the local level would be helpful for this purpose.

There was a plea for more attention to primary prevention (before the crime occurs), including attention to tobacco and alcohol consumption by youth, work to support families, and establishment and expansion of public leisure centres and clubs where children can go after school. It was indicated that more work with the media is needed to promote positive values and to communicate that it is shameful to be part of a criminal group. Role models for youth, such as singers and other well-known public figures, should be involved in such awareness raising. More work to disseminate legal knowledge is also needed, as some do not know what is against the law and therefore do not report wrongdoings and crime to the police.

Health, social development and vulnerable populations. The health sector contributes to crime prevention with education on health issues, the identification of children who abuse drugs, the organisation of parents meetings, lectures and seminars on health, and the establishment of centres on health and lifestyle. The mission was told that around 16,000 children have recently been identified as neglected, including 7,000 from single parent families. Alcohol abuse among youth is thought to have increased since 2010, mostly in the capital. In the consultations held, it was observed that activities from the health perspective are insufficient outside the capital. It was indicated that doctors have little knowledge to identify and document abuse of children and that there is a lack of medical personnel at the local level.

The Ministry of Social Development noted that regulations have been developed on how to identify families in vulnerable situations. It was reported that the number of working children from poor families not attending schools is 10,662. The Ministry of Social Development is also responsible for measures to support social rehabilitation of children in contact with the law. As part of its crime prevention efforts, the Ministry supports centres for children who are victims of violence in partnership with UNICEF.

Various interlocutors stressed the need to increase efforts at the local level to improve social protection. It was felt that poverty allowances were very low and that children in vulnerable situations should be given priority. In addition, it was pointed out that adoption measures of children being neglected by their families were not appropriate and did not address the root causes of the problem of child neglect (e.g. social and economic exclusion, extreme poverty, alcoholism, single parents, internal migration, and external migration of one of the parents to work in neighboring countries). Tools to detect crimes against children, such as hotline numbers and better child support services at local levels, are deemed necessary.

Preventing recidivism. The recidivism (re-offending) rate is estimated at around 40% in the Kyrgyz Republic.⁴⁵ This implies that from the over 15,000 identified offenders every year, more than 6,000 are repeat offenders and from the 9,000 first time offenders some 3,600 are likely to re-offend. Comprehensive crime prevention efforts need to include the prevention of re-offending as a key objective.

The Government of the Kyrgyz Republic has in recent years paid greater attention to social support, including through drug and alcohol abuse treatment for prisoners. Professional training opportunities for prison staff have been strengthened and a social-psychological support unit has been established within the prison service. Prisoners, nevertheless, continue to face a number of structural obstacles, which hamper their prospects for social reintegration. First, possibilities for prisoners to engage in productive activities are limited due to a lack of funds, equipment and infrastructure. Vocational training and other social rehabilitative work reaches few prisoners.

The number of released prisoners floats around 1,000 annually. In accordance with Article 150 of the Criminal Executive Code, released prisoners are entitled to receive food, clothes, shoes, a ticket to the place of residence and a one-off subsistence allowance. In practice, however, none of these benefits are provided.⁴⁶

In closed type prisons, over 95% of prisoners do not have a passport. Those who do not have a passport in the first place or have to apply for a new one, struggle to collect the required documentation, in particular birth certificates in case they are registered in other parts of the country. The cost associated with a passport application also discourages ex-prisoners.

The lack of identification documents effectively blocks ex-prisoners from receiving social benefits and accessing social support services, including housing and health care. Without any suitable vocational training or work experience, finding a job is also difficult for ex-prisoners.

⁴⁵ *National Prison Reform Strategy 2012-2016.*

⁴⁶ *Idem.*

5.2. RECOMMENDATIONS – NATIONAL LEVEL

Recommendation 1: Assess the implementation of the Law on Crime Prevention

The mission recommends that the level of implementation of the Law on Crime Prevention is assessed by the Parliament or other relevant stakeholders. This could lead to amendments to the law in order to address certain gaps, such as the lack of specific provisions to regulate situational crime prevention, support to victims of crime and coordination on crime prevention at the national level. Provisions for coordination of crime prevention at the local level could also be made clearer by transforming the “coordination meetings of law enforcement” into broad-based local level crime prevention coordination mechanisms under the auspices of local self-government bodies.

Recommendation 2: Strengthen coordination on crime prevention

The mission recommends that coordination on crime prevention is strengthened. This can be done by regularly discussing crime prevention in existing coordination mechanisms, such as the Coordination Council on Police Reform, the Coordination Council on Human Rights, the Coordination Council on Prison Reform and other fora, such as the Defence Council under the President of the Kyrgyz Republic or the Security Council under the Government of the Kyrgyz Republic. As these bodies often have a narrow focus on security and law enforcement and do not necessarily involve all relevant government ministries and agencies involved in crime prevention, consideration can also be given to the establishment of a dedicated coordination council on crime prevention with the involvement of all relevant stakeholders, including the law enforcement and judicial sector, but also those responsible for health, housing, education, social protection and support to vulnerable groups, including civil society. The mission also recommends assigning responsibility for coordinating and monitoring the implementation of crime prevention programmes to a specific Government department, such as the Government Department for Defence, Law Enforcement and Emergency Situations.

Recommendation 3: Develop a national crime prevention strategy

The mission recommends the Government of the Kyrgyz Republic to develop a national crime prevention strategy and action plan with short, medium and long term objectives for crime prevention, accompanied by concrete indicators of achievement to support implementation of the Law on Crime Prevention. The strategy should make appropriate linkages to relevant crime prevention measures in existing policy documents, as noted in section 4. The abovementioned coordination council or other coordination mechanism can be used to facilitate a participatory consultation process to develop the strategy.

Recommendation 4: Enhance data collection and analysis on crime and victimisation

The mission recommends that the National Statistics Committee, in partnership with the Ministry of Interior and other interested stakeholders, takes the lead in the production of analytical studies on root causes of crime to inform crime prevention policies and programs. This includes the organisation of crime victimization surveys amongst the population to complement criminal justice and health statistics. Such surveys should be conducted nationwide and in provinces and cities most affected by crime. The mission also recommends that crime statistics are not only submitted to the NSC's head office in Bishkek, but also shared with the NSC's regional offices. This would allow for city and oblast level information on crime trends to be more readily available for analysis and use as a baseline for the development of local level crime prevention measures and programmes.

Recommendation 5: Strengthen situational crime prevention

The mission recommends the mainstreaming of situational crime prevention objectives in the country's socio-economic and urban development plans with a particular focus on locations, which are most affected by crime. Such measures may include the installation of street lights and the restoration, improvement and maintenance of public spaces, such as parks, roads, and sidewalks and other preventive measures to improve safety in selected neighbourhoods. This could be done in partnership with private businesses within the framework of their corporate social responsibility activities. Crime prevention measures at the individual, household and business level, such as secure door locks, could be laid down in building regulations and other relevant normative acts.

Recommendation 6: Target groups at risk of offending or victimisation

The mission recommends the mainstreaming of social crime prevention objectives in the country's socio-economic plans. This should lead to the development of vocational training and work placement programmes targeting those most at risk of offending, such as unemployed men between 18 and 30 and above. These programmes should actively involve people living in the most vulnerable communities in education, family skills training, entrepreneurship and job creation, in order to build resilience against involvement in crime (as offenders or victims) by providing people with alternative lifestyles and livelihoods.

Recommendation 7: Enhance support to victims of crime

The mission recommends the Government of the Kyrgyz Republic to consider ways and means to increase state support to meet the needs of victims of crime, in particular vulnerable groups such as women and children. Consideration could be given to creating or strengthening partnerships with the private sector and increasing state support to existing non-state shelters, orphanages, crisis centres and other types of rehabilitation

and support centres. Support to victims of crime should be included as a key element of the proposed national crime prevention strategy. Women deserve particular support given the prevalence of domestic and other forms of violence targeting them. Support to vulnerable children is also crucial as this contributes to the prevention of repeat victimization and of victims becoming offenders as they grow up. This is particular the case for victims of sexual abuse and violence.

Recommendation 8: Improve the social reintegration prospects of offenders

The mission recommends that priority attention is given to removing key obstacles to the reintegration of offenders into society following release, such as their lack of access to identification documents. This should be combined with additional efforts to implement the National Prison Reform Strategy 2012-2016, which includes the development of income generating activities, vocational training and other rehabilitation activities for prisoners. Progress on the establishment of a probation service and increased application of alternative forms of punishment to avoid the harmful effects of incarceration and increase chances of rehabilitation is also a core priority. Action outside prison could focus on implementation of relevant provisions of the Law on Crime Prevention, in particular as related to the establishment of social rehabilitation centres for released offenders, in combination with vocational training, employment and apprentice schemes in partnership with the private sector. The National Social Protection Strategy also includes useful measures to support released offenders, which should be prioritised.

Recommendation 9. Develop new initiatives to foster a culture of lawfulness

The mission recommends that new and innovative approaches to raising awareness on crime prevention amongst the population, and in particular youth, are explored. The traditional mass media (TV, radio, newspapers) and new web-based social media should be much more involved in such efforts, as the skills and expertise of media professionals in reaching out to groups in society with targeted messages that speak the language of the audience can be an important element in changing perceptions about what is right and wrong and promoting law abiding behaviour. Young people, in particular, need to have positive role models that they can identify with. These can be people who succeeded in life due to hard work and dedication. In this regard, the implementation of a national media campaign for a country without crime and violence with the involvement of positive role-models (singers, actresses/actors, and sports personalities) could be considered. More specific campaigns could focus on the prevention of specific types of crime (e.g. theft) and be targeted at both victims (e.g. by providing information on self-protection techniques, ways to report crime, locations of police facilities or other support structures) and offenders (by raising awareness on the risk of apprehension and related penalties for crime).

5.3. KEY OBSERVATIONS - JALALABAD

Crime prevention policy and coordination. In Jalalabad, the Mayor's Office, the police, various local government departments (e.g. social development, education, health care) and Local Crime Prevention Centres are all involved in crime prevention. However, no comprehensive local crime prevention action plan exists to coordinate the interventions of these and other relevant stakeholders, such as the private sector, civil society and media present in the city.

The Mayor's Office hosts weekly coordination meetings of all relevant local government departments, including the police. These meetings focus on the implementation of local government policies and plans and can include issues related to public order and safety. In addition, regular meetings between representatives from the Mayor's Office, the city police department and local crime prevention centres representatives take place, which offer an opportunity to discuss crime trends and crime prevention. No dedicated coordination mechanism for crime prevention, which would bring together all relevant state and non-state actors, currently exists in Jalalabad.

Police. In line with official crime data presented in section 3, consultations held in Jalalabad confirmed that the crime situation in Jalalabad is considered relatively stable with cases of theft and burglary most prevalent and lower levels of serious violent crimes and hooliganism. The capacity of the police to prevent and resolve these crimes is hampered by a lack of staff and proper facilities. During the mission, the team learned that funding for the posts of 12 police officers from the local state budget had been cut in 2013. This decision was made not due to lack of funds but to comply with legal requirements, which no longer allow funding of the police from local government budgets.

Traffic accidents have been on the rise in Jalalabad, as a result of the presence of increasing numbers of vehicles, bad roads, limited road signs and other infrastructure, low standards and corruption in issuing driving licenses and related poor driving skills and lack of respect for traffic rules. With a total of 63 traffic police officers servicing the whole province, the police are struggling to address this challenge, although there are plans to install video cameras as part of the "safe city" initiative (a core objective of the Police Reform Measures, mentioned in section 4).

The team visited the Sputnik police station, which serves an area of around 30,000 inhabitants. 10 police officers work at the police station, which is temporarily housed in a university building. 4 neighbourhood police officers are stationed in specific neighbourhoods, each covering around 7,500 inhabitants. Interlocutors noted that trust in the police had gone down as a result of the 2010 events and that efforts were now made to regain this trust, in particular in cooperation with the LCPCs. Examples of engagement

with the public include the organisation of open days, reporting meetings with citizens, educational activities in school, and involvement in sports events and other leisure activities for youth.

The victimisation survey conducted by UNODC in Jalalabad in January 2014 showed that most of 400 respondents were satisfied with the work of the police. However, the survey also revealed that victims do not necessarily report crime to the police, indicating that further steps may be needed to strengthen police engagement with communities and to increase public trust in the police.

Local Crime Prevention Centres. LCPCs in Jalalabad play a crucial role in crime prevention and broader efforts to restore trust and prevent conflict following the 2010 events. The LCPCs have in recent years received funding from the local state budget and additional financial support from OSCE and other international organizations, enabling them to foster interaction among the police, local authorities and communities to promote public security and crime prevention. The centres i.a. resolve disputes amongst residents, address bullying and racketeering in schools, conduct legal awareness raising amongst students in universities (e.g. on how to prevent or respond to bride kidnapping), provide support to victims of domestic violence and implement situational crime prevention activities.

In the Sputnik district, the LCPC is housed at the police station. This has proved to be a positive model, allowing the LCPC to closely collaborate with the head of the police station and designated police officers, who transfers certain cases to the aksakal courts or the women's council. The Sputnik LCPC has been instrumental in developing and implementing concrete community safety initiatives, which have placed situational crime prevention on the political agenda in Jalalabad. Examples of the latter include initiatives to improve street lighting, to place new house number plates on buildings and to install new traffic signs, road bumpers and zebra crossings. These efforts are particularly commendable, as they have targeted specific problems caused by the 2010 events (e.g. many facades with house numbers were destroyed; people continue to be afraid to go out, in particular at night when the streets are poorly lit), as well as emerging community safety concerns, such as the mentioned increase of road accidents.

Despite the voluntary and unpaid nature of the work, the Sputnik LCPC has benefited from the presence of proactive and motivated representatives of women's committees and aksakals. The mission was informed, however, that centres, such as the one in the Sputnik district, continue to rely on limited ad hoc funding from local state budgets or external donors, which does not guarantee sustainability.

Aksakal courts. Aksakal courts are embedded in LCPCs and comprise between five and nine community elders, elected for three-year terms. In accordance with the 2002 law on the aksakal courts, the courts judge on family, land, property and employment related disputes, or other matters referred to them by the court, prosecutor's office or police. A 2012 research report by the Eurasia Foundation suggests that the use of aksakal courts is declining with most courts receiving less than ten cases a year.⁴⁷ However, a court member in the Sputnik neighbourhood of Jalalabad informed the mission that his court deals with approximately 200 cases per year. This suggests that there is still a fairly large part of the population making use of the aksakal courts. The courts provide free mediation, and thus widen access to justice, especially for the poor. At the same time, aksakal courts have significant shortcomings, as court members lack legal knowledge, basic guarantees of a fair trial are not in place, and enforcement of rulings is poor. There are concerns related to the capacity of aksakals to guarantee the rights of the most vulnerable persons when they are accused of or are victims of wrongdoings. The extent to which aksakals are able to recognise certain acts (i.e. violence against women and children) as crimes, which should be handled by the regular criminal justice system, is also of concern.⁴⁸

Children and Youth. Reflecting demographic trends at the national level, Jalalabad's population is very young. In Jalalabad province over 470,000 people (approximately 44% of the population) are between 0 and 19 years old. Another 350,000 people, over one third of the total, are between the age of 20 and 39.⁴⁹

During consultations in Jalalabad, the mission was informed that the city hosts approximately 1,000 families affected by labour migration, over 500 single parents with children, and 646 orphans. These children are considered at-risk of becoming involved in violence and crime. Of particular concern to the authorities are children working in and around the market area (bazaar), school children involved in racketeering and bullying, youth gathering at the railway and other hotspot areas where they may get into fights, as well as youngsters visiting Internet cafes (especially during the evening and at night) where they are exposed to violent games and possibly get acquainted with petty criminals.

To address the aforementioned issues, preventive activities are implemented in line with the 2013 Action Plan for Prevention of Juvenile Delinquency, focusing on school-based events and moral (and patriotic) education, the monitoring of youth and preventing them from visiting internet clubs and parks at night as well as measures to provide immediate psychological and legal assistance to children who are abused and

47 Azita Ranjbar, 'The declining use of aksakal courts in Kyrgyzstan', Eurasia Foundation (May 2012).

48 With regard to the latter, the primary goal of the aksakal courts, is maintaining the family structure and encouraging reconciliation, which can place undue pressure on the wife to stay within an abusive marriage.

49 National Statistics Committee of the Kyrgyz Republic, Annual demographical report, 2013.

mistreated by teachers, parents and guardians. Various local government departments (e.g. responsible for education, social development) are involved in these efforts, as well as the city police (in particular juvenile delinquency inspectors), LCPCs and civil society organisations.

Despite the activities foreseen in the Action Plan, it is clear that more efforts are needed to address the root causes of child neglect and youth crime. During consultations, counterparts called for additional efforts to develop safe and stable relationships between children and their parents (including attention for alcohol and drugs abuse amongst parents) and for a revival of youth clubs offering free after-school enrichment and recreational activities for at-risk children and youngsters. It was also indicated that youth often consider criminals as role models and that this needs to change. Media campaigns could help to offer alternative role models that promote positive values and emphasize that crime does not pay.

Preventing recidivism. A penal colony No.10 accommodating 612 first time offenders for serious and violent crimes is located in the city of Jalalabad. In the prison, some limited work opportunities exist, including the production of bricks, furniture and bread. In 2012, 273 offenders were transferred from the penal colony to open type prisons and 182 offenders were released on parole. In 2013, 156 offenders were moved to an open type prison and 71 offenders were granted parole.⁵⁰ The mission learned that recidivism is considered a problem in Jalalabad, where unemployment is high and many former offenders have difficulties making a living. In line with the overall situation in the country, there is a shortage of pre- and post-release services for prisoners that support them to reintegrate in the community (e.g. vocational training, work placements, substance abuse treatment and psychosocial assistance). There is an example of an NGO run shelter, but this shelter is in need of support to operate sustainably. Reintegration is further hampered by the fact that many of the released prisoners do not have identification documents.

5.4. RECOMMENDATIONS - JALALABAD

Recommendation 1: Strengthen coordination on crime prevention

The mission recommends the creation of a coordination council or other dedicated coordination mechanism on crime prevention under the Mayor's Office. This coordination mechanism should involve all relevant state and non-stakeholders, including civil society, the private sector and media, and would complement existing coordination mechanisms, which either have a broader focus on socioeconomic development (such as the weekly

⁵⁰ Data provided by the Prison Service of the Kyrgyz Republic.

coordination meetings of all relevant local government departments currently held) or are not fully inclusive (e.g. regular meetings between representatives from the Mayor's Office, the city police department and local crime prevention centres). The establishment of such a mechanism would provide for a consultative platform where information is shared and crime prevention work is coordinated between communities and decision makers at the city level.

Recommendation 2: Develop a local crime prevention strategy

The mission recommends the development of a comprehensive local crime prevention strategy, which identifies and prioritizes concerns about community safety and crime prevention in the city, and identifies key action areas and responsibility for these actions. This strategy could be developed under the leadership of the Mayor's Office, using the abovementioned coordination mechanism on crime prevention as a forum for inclusive and transparent consultations.

Recommendation 3: Enhance data collection and analysis on crime and victimisation

The mission recommends that efforts are made to strengthen data collection and analysis of local crime trends, as a basis for the development of the abovementioned local crime prevention strategy. This will serve to identify particular crime problems and hotspot areas (e.g. railway station, residential areas with flat buildings) and analyse the profile of offenders and victims. Based on this information, objectives for crime prevention can be set and tailored to identified needs. Such data collection can take the following forms:

- **Local safety audits:** Local safety audits aim to provide a detailed picture of the crime situation in a city, social problems and other risk factors for crime and violence, and who are the offenders and victims. Such safety audits are based on both qualitative and quantitative data, including available police statistics and strategic plans of local government departments, as well as consultations and interviews with relevant stakeholders in order to assess the effectiveness of public services in relation to prevention and to identify opportunities for developing preventive action. In Jalalabad, such consultations could be conducted within the framework of the proposed coordination mechanism and bring together the mayor, the police, those responsible for housing, infrastructure, transport, health, education and social services as well as civil society, the private sector and media.
- **Victimisation and self-reported delinquency surveys:** Victimisation surveys, such as the one conducted by UNODC for the purpose of this study, help to understand people's experiences with crime, their perceptions of safety in the community and confidence in the police and other state bodies. Self-reported delinquency surveys study specific types of crime and deviance, such as juvenile delinquency, school violence and substance use. In Jalalabad, the latter could be carried out

in schools to examine the prevalence of different types of delinquent behavior and risk factors for youth delinquency, such as alcohol and drug use, the quality of parent-youth relationships, parental supervision and peer pressure from delinquent friends.

Recommendation 4: Strengthen partnerships between the police and the population

The mission recommends enhanced investment in police capacity to engage with the public. This could involve refurbishment aimed at improving the accessibility of neighborhood police stations to the public and the provision of specialized training to police officers on how to interact with the local population, including sessions on urban policing concepts and strategies, specific community- and problem-oriented approaches to policing, and respect for human rights in police matters. Training activities could also focus on police responses to violence against women and children, including specific vulnerability and needs of victims and first response considerations to ensure effective service delivery and referral of cases.

The mission also recommends that police capacity to analyze crime data is enhanced, aimed at developing a deeper understanding of specific crime problems and their root causes and assessing resources available to address them. Such police data and statistics on crime should be more widely disseminated and discussed during reporting meetings with citizens, open days at police stations, educational activities in schools and other existing forms of police engagement with the public in Jalalabad. Reporting meetings by neighbourhood police officers and other public events organised by the police in Jalalabad should be used to discuss crime problems with citizens and to mobilise public support for crime prevention and detection.⁵¹

Recommendation 5: Provide sustainable funding to local crime prevention centres

The mission recommends that regular funding is allocated from the local state budget for the sustainable functioning of LCPCs in Jalalabad. Such funding should be partly earmarked for situational crime prevention initiatives. These can include campaigns to raise awareness of personal and household security measures, improving street lighting and other infrastructural changes, and organising community events and cultural programs to help build a sense of community. Support should also be provided to public awareness raising campaigns by LCPCs on sensitive issues, such as domestic violence and bride kidnapping.

⁵¹ Civic Union “For Reforms and Results”, *Trust through Public Accountability*, 2014. See this briefing for a comprehensive analysis of reporting meetings conducted by neighbourhood police officers.

Given the presence of LCPCs at police stations, as is the case in the Sputnik neighbourhood, LCPCs could be asked to facilitate broad discussions on community safety between the heads of police stations and neighbourhood police officers and the local population. Regular support to LCPCs is also intended to improve the mediation function of the individual aksakal courts, women's committees and youth groups. This should be combined with investment in legal education of members to improve their capacity to resolve disputes in a fair manner. The system of referrals by the police or prosecutors should also be reviewed in order to clarify which cases could be handled by aksakal courts and women's committees and which cases should be handled by the regular criminal justice system.

Recommendation 6: Target groups at risk of offending and victimisation with employment, family skills and leisure programmes

The mission recommends that the city of Jalalabad works towards increased employability of those who are most at risk of offending (e.g. unemployed men over 30 and young adults between 18 and 30) and victimisation, including through vocational training, courses on more general healthy life skills, and work placement programs.

The mission recommends the design and implementation of family skills training programmes focusing on vulnerable families, such as single parent households and families affected by labour migration. These programmes are intended to help protect children from risky behaviour, such as drug use and delinquency. This is done by promoting active parental involvement, developing adolescents' social skills and responsibility among children and adolescents, involving youth in family activities and strengthening family bonds.

The mission recommends the organisation of consultations and surveys amongst Jalalabad's youth on crime prevention with a focus on their preferences and needs in terms of after school leisure activities. Based on the results of these consultations and surveys, cultural, sports and other leisure programmes should be developed for, with and by youth.

Recommendation 7: Enhance social reintegration of offenders

The mission recommends that the prevention of recidivism becomes an integral part of the proposed local crime prevention strategy and a regular item on the agenda of coordination meetings hosted by the Mayor's Office and any future coordination mechanism on crime prevention. Action inside the Jalalabad penal colony and in open type prisons in the province could include support to applications for identification cards, the development of new income generating activities, and the preparation of individual training and rehabilitation plans, with a focus on literacy, vocational training and social skills development. Action outside prison could include setting up employment and

apprentice schemes and vocational training, where possible in partnership with the private sector, and other social support, including access to housing and health care. Existing civil society led projects on the rehabilitation of offenders, including through a shelter for released offenders, should also be supported and further expanded, in line with the requirements of the Law on Crime Prevention.

ANNEX 1: MISSION AGENDA

2 December 2013, Monday

- 09:00 – 09:45 Briefing with UNODC Programme Office staff
UNODC Programme Office
- 10:00 – 11:00 Meeting with Mr. Mamyrkulov Alik Beishenovich, Head of the Government Department for Defense, Law Enforcement and Emergency Situations *Government Administration, 207, Abdymomunov Str., Bishkek*
- 11:00 – 12:00 Meeting with Mr. Muratov Abdimannap Attokurovich, Head of the Government Department for education, culture and sport
Government Administration, 207, Abdymomunov Str., Bishkek
- 12:00 – 13:00 Meeting with Ms Djoldosheva Nuriyla Kimsanovna, Head of the Government Department for social development
Government Administration, 207, Abdymomunov Str., Bishkek
- 14:30 – 17:30 Roundtable discussion amongst government bodies, law enforcement agencies, prosecutors, judiciary, international organizations and civil society
Park Hotel, 87, Orozbekov Str., Bishkek

3 December 2013, Tuesday

- 09:00 – 10:30 Meeting with Mr. Orozbekov Bolot Tentievich, Head of the Information and Analytical Center and Mr. Moldokmatov Almazbek Moldokmatovich, Head of the Department on Community Policing, Ministry of Interior of the Kyrgyz Republic
UNODC office, 31-2 Razzakov Str., Bishkek
- 11:00 – 12:00 Meeting with Mr. Osmonaliev Akylbek Sharipovich, Chairperson of the National Statistics Committee (NSC)
premises of NSC, 374, Frunze str., Bishkek
- 12:00 – 13:30 Lunch with Ms. Sabine Machl, Representative of UN Women in Kyrgyzstan
- 14:00 – 15:30 Visit to Child Rehabilitation Center in Bishkek

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4 December 2013, Wednesday

- 11:30 – 12:30 Meeting with Mr. Arapbaev Mukhtarbek Abdullajanovich, Mayor of Jalalabad city
Mayor's Office
- 14:00 – 15:00 Meeting with Mr. Djorobekov Jenishbek Mamayunusovich, Head of Jalalabad Oblast Police Department
Jalalabad Oblast Police Department
- 15:30 – 16:30 Visit to Sputnik neighbourhood and meeting with representatives from the Sputnik Police Station and Local Crime Prevention Centre
- Mr. Nasyrkulov Nurdin Kadyrbekovich, Head of the Jalalabad City Police Department
- Mr. Daliev Sabyr, Head of Sputnik Police Station
- Ms. Kudaiberdieva Gulmira, Representative of the Sputnik Local Crime Prevention Centre
- 17:00 – 18:00 Meeting with Mr. Ljubisa Draskovic, Community Security Initiative Representative, OSCE Jalalabad Field Office
OSCE Field Office

5 December, Thursday

- 09:30 – 13:00 Round table discussion amongst government bodies, law enforcement agencies, prosecutors, judiciary, international organizations and civil society
Provincial Government Administration

6 December 2013, Friday

- 09:30 – 10:30 Debriefing with UNODC Programme Office staff
UNODC Programme Office
- 11:00 – 12:00 Mission results meeting with the representatives of the Government Department for Defense, Law Enforcement and Emergency Situations
- 14:00 – 17:00 Steering Committee of the Project KGZ/T90 "Support to Prison Reform and Criminal Justice in the Kyrgyz Republic"

ANNEX 2: EXPERT MEETING ON CRIME PREVENTION, BISHKEK

Date and time: 2 December 2013, 2:15 pm

Venue: Park Hotel, (87 Orozbekov Street, Bishkek)

Time	Activity
Moderator: Ms. Vera Tkachenko, UNODC International Project Manager	
14:15 – 14:30	Registration of participants
14:30 – 14:45	Welcoming remarks
14:45 – 15:00	Presentation: <ul style="list-style-type: none"> ▪ Ms. Estela Maris Deon, Crime Prevention and Criminal Justice Officer, UNODC Discussion
Implementation of the 2005 Law on Crime Prevention – Overview of general and individual crime prevention measures targeting adults and minors	
15:00 – 16:20	Presentations (5-7 min): <ul style="list-style-type: none"> • Mr. Moldokmatov Almaz Moldokmatovich, Head of the Department on community policing of the Ministry of Interior of KR • Ms. Kylychbekova Roza Akmoloevna, Head of the department on minors, of the Ministry of Interior of KR • Ms. Abdylbaeva Gulshan Kushubekovna, Key specialist of Department on school education of the Ministry of Education and Science of KR • Mr. Kolotov Iliays Seksenbaevich, Key specialist of the Department on family and child protection of the Ministry of Social Development of KR • Ms. Duishenbekova Kanyshai, Specialist on law provision department, Ministry of Labour, Migration and Youth of KR • Ms. Ibraeva Gulmira Abitovna, Deputy Head of the Department on organization of medical service and licensing, Ministry of Health of KR • Ms. Guljan Bekembaeva, Director of Public Foundation “Generation – Insan” • Representatives of international organizations Discussion

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Crime prevention at the local level – Experiences from Bishkek	
16:20 – 16:50	Presentations (5-7 min): <ul style="list-style-type: none">• Representative of Bishkek Mayor’s Office• Representative of Bishkek City Kenesh (Parliament)• Representative of Chui Obalst State Government Administration Discussion
16:50 – 17:15	Recommendations
17:15 – 17:30	Wrap up and closure

ANNEX 3: EXPERT MEETING ON CRIME PREVENTION, JALALABAD

Date and time: 5 December 2013, 09:30 am

Venue: Jalalabad Oblast Government Administration

Moderator: Ms. Vera Tkachenko, UNODC International Project Manager	
09:30 – 10:00	Registration of participants
10:00 – 10:20	<p>Welcoming remarks:</p> <ul style="list-style-type: none"> • Mr. Djorobekov Jenishbek Mamayunusovich, Head of Jalalabad Oblast Police Department • Ms. Estela Maris Deon, Crime Prevention and Criminal Justice Officer, UNODC
10:20 – 10:35	<p>Presentation:</p> <ul style="list-style-type: none"> • Mr. Johannes de Haan, Crime Prevention and Criminal Justice Officer, UNODC, Vienna
10:35 – 10:45	Discussion
Implementation of the 2005 Law on Crime Prevention – Overview of general and individual crime prevention measures targeting adults and minors	
11:00 – 12:20	<p>Presentations (5-7 minutes) and discussions:</p> <ul style="list-style-type: none"> • Jalalabad Mayor’s Office • Jalalabad City Kenesh (Parliament) • Jalalabad City Police Department • Jalalabad City Department of Education
11:40 – 12:20	<p>Presentations (5-7 minutes) and discussions:</p> <ul style="list-style-type: none"> • Jalalabad City Department of Health (5-7 min) • Jalalabad City Department of social development (5-7 min) • Jalalabad City Department of labor, employment and youth (5-7 min) • Representative of local crime prevention center (LCPC)
12.20 – 12.35	Recommendations
12:35 – 12:45	Wrap up and closure

ANNEX 4: VICTIMISATION SURVEY IN JALALABAD

INTRODUCTION

This report presents the findings of a crime victimization survey carried out in the city of Jalalabad in January 2014. The aim of the survey was to gather information related to the level and nature of crime in Jalalabad, which is the third largest city in the Kyrgyz Republic with a population of 89,000 people. The survey also focused on people's perceptions of safety in the community and their confidence in Jalalabad's police.

The survey was conducted by consulting company M-Vector within the framework of the UNODC KGZ/T90 project (Support to Criminal Justice and Prison Reform in the Kyrgyz Republic). With funding provided by the US Department of State's Bureau of International Narcotics and Law Enforcement Affairs, this project aims to enhance multi-agency coordination and policy development on crime prevention and criminal justice at the central level and improve integrity and transparency of selected police stations at the local level, in particular in Jalalabad. The findings of the victimization survey will serve as a source of information for a crime prevention needs assessment and the development of a crime prevention strategy for the city of Jalalabad.

METHODOLOGY

The survey targeted a sample of 400 respondents. 67% of respondents were female and 33% male. 71% of respondents were of Kyrgyz ethnic origin, 25% were Uzbek and 4% from other ethnicities.

Households were chosen using a random walk procedure focusing on the largest micro district "Sputnik" (200 respondents) and covering 20 other precincts around the city (200 respondents). Respondents were chosen using the birthday method (that is, the person was selected whose birthday was next). An introductory letter was presented to each respondent describing the general purpose of the survey. Respondents were interviewed face-to-face in their own homes using a questionnaire, which had been piloted with a sample of 12 respondents in December 2013.

The survey focused on a selected number of household and personal crimes (vehicle theft, burglary, kidnapping, robbery, theft, assaults and threats, and fraud). Data on the prevalence of these crimes, the level of crime reporting, opinions about police work, feelings of safety and crime prevention measures is presented both for the period between 2010 and 2013 and for the last 12 months. A high refusal rate (i.e. a total of 698 households were visited to interview 400 respondents) and general reluctance of respondents to answer all

questions indicate that issues related to crime and how it affects people's lives of people are sensitive. Given this sensitivity and the limited sample of interviews conducted, the results of the survey may not accurately reflect victimization rates in the city of Jalalabad.

Summary of main findings:

- Fraud (i.e. lending money which is never returned or participation in fraudulent pyramid schemes) was the most commonly cited crime by respondents, in addition to a very small number of burglaries, personal theft (pick pocketing), assaults and theft of vehicles.
- With the exception of vehicle theft, most crimes are not reported to the police. The most common reason for not reporting is that the crime caused little damage and was not worth reporting or that the respondents managed to resolve the problem on their own (e.g. fraud cases). Some respondents noted that they did not report a crime because they do not believe that the police would take sufficient action to find the perpetrators. Cases of assaults were not reported, as victims were afraid and did not want any one to know about it.
- Most respondents are satisfied with the work of the police. Those who are dissatisfied mostly believe that the police service is corrupt or that the police does not do a good job.
- Most respondents stated that the city is safe and that they feel quite comfortable outdoors in the evening. Nevertheless, public drunkennes and fights appear relatively common. Respondents also mention that thefts from vehicles, robbery, burglary, assaults based on race or ethnicity of the victim, and vehicle thefts do occur, albeit not frequently. Sexual assault, domestic violence and distribution of drugs are considered rare occurrences by respondents.
- Most respondents use affordable crime prevention measures, such as special doors. Many people also have arrangements with their neighbors to watch each other's houses. Advanced technologies, such as burglar alarms, security guards and CCTV are not used.

RATES OF VICTIMIZATION

Table 1 shows the prevalence rate for different types of crime during the last three years (2010-2013). A total of 47 crimes were noted by respondents, 24 of which occurred during the 12 months preceding the survey.

Almost 36% of respondents owned a vehicle. 4 of them or 2.8% had their vehicle stolen, while 6 people or 4.2 % experienced theft from their car or car vandalism. Burglaries were reported by 6 respondents (1.5% of the total number of respondents) with the financial loss caused by stolen goods estimated in the range from 600 to 1500 Euro in most cases.

One incident of kidnapping (i.e. bride kidnapping) was acknowledged during the survey. Amongst personal crimes, fraud is most common with 20 respondents (5%) indicating that this had happened to them. Most often, respondents indicated that money they had lent had not been returned or that they had participated in fraudulent financial pyramid schemes. Most (13 out of 20) of the fraud cases happened during the 12 months preceding the survey (2013).

Personal theft (e.g. pick pocketing) occurred to 8 respondents (2%). 3 of these cases happened during the last year. Victims stated that they were robbed in different places, particularly in public transport, at work, on the street, or in the market.

2 respondents said they had been assaulted or threatened. Both these cases occurred during the last 12 months preceding the survey (2013) and related to conflicts in the personal sphere, one of which took place directly at the house of the victim. None of the respondents were the victim of personal robbery (using force).

MISSION REPORT

*Table 1– Prevalence of victimization in Jalalabad
(2010-2013; and during the past 12 months preceding the survey)*

Type of crime	(3 years)		(12 months)
	Frequency	Percentage	Frequency
Household crimes			
Theft of vehicle (car, motorcycle, bicycle)	4	2,8*	2
Theft from car/car vandalism	6	4,2*	-
Burglary	6	1,5	4
Kidnapping	1	0,3	-
Crimes against the individual respondent			
Robbery	0	0,0	0
Personal theft	8	2,0	3
Assault / threat	2	0,5	2
Fraud	20	5,0	13

Note: * Prevalence rates for theft of vehicle and theft from car/car vandalism are calculated as the number of respondents experiencing these crimes as a percentage of the total number of respondents owning a vehicle (i.e. 36% of respondents).

Out of the total of 47 crimes noted by respondents, 22 occurred in the Sputnik micro district and 25 in other precincts covered by the survey. No particular hotspots of crime, i.e. parts of the city where crime prevalence appears to be higher than in other parts, were revealed by the survey.

REPORTING CRIME TO THE POLICE

Table 2 reflects the extent to which victims reported crime to the police. Theft of a vehicle was the most frequently reported crime, with 3 out of 4 cases (75%) reported to the police. 2 out of 6 burglary cases (33%) were reported to the police, as well as the kidnapping case mentioned by one respondent. This was a case of bride kidnapping, in

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which the perpetrator was reportedly caught and punished. Fraud was reported only in 4 out of 20 cases (20%) with only one case resulting in a conviction of the perpetrator. Other crimes (i.e. theft from car/car vandalism, personal theft, assaults and threats) were not reported at all.

Table 2– Crime reporting rates amongst Jalalabad respondents (2010-2013)

Type of crime	Number reported to the police	Percentage
Household crimes		
Theft of vehicle (car, motorcycle, bicycle)	3	75%
Theft from car/car vandalism	0	0%
Burglary	2	33%
Kidnapping	1	100%
Personal crimes		
Robbery	0	0%
Personal theft	0	0%
Assault / threat	0	0%
Fraud	4	20%

Reasons for non-reporting vary depending on the crime. The most common reason is that the crime caused little damage and was not worth reporting. This is particularly the case with theft from vehicles and personal theft, such as pick pocketing. Victims of these crimes also stated that they do not believe that the police will take sufficient action to find the perpetrators.

The ability to resolve the problem without police intervention is another main reason not to report a crime. This mostly concerns fraud cases, such as unpaid debts, where the victims normally know the person who borrowed money and may be able to recover the debt on their own eventually. The two cases of personal assaults were not reported to the police, because the victims did not want anyone to know about this.

MISSION REPORT

Table 3 – Reasons for not reporting crime in Jalalabad (2010-2013) (multiple answer)

Type of crime	Frequency	Percentage of all unreported cases
The loss was not serious	12	32,4%
Solved the problem myself / I know who did it	11	29,7%
Useless / The police will not do anything	6	16,2%
I do not want anyone to know about it	4	10,8%
Do not trust / Do not want to involve the police	3	8,1%
Afraid to report	1	2,7%
Other	3	8,1%

OPINIONS ABOUT POLICE WORK

Most respondents are satisfied with the work of the police. 4.1% of survey participants rated the work of the police as very good. 44% of respondents evaluated the work of the police as good and another 38% as normal.

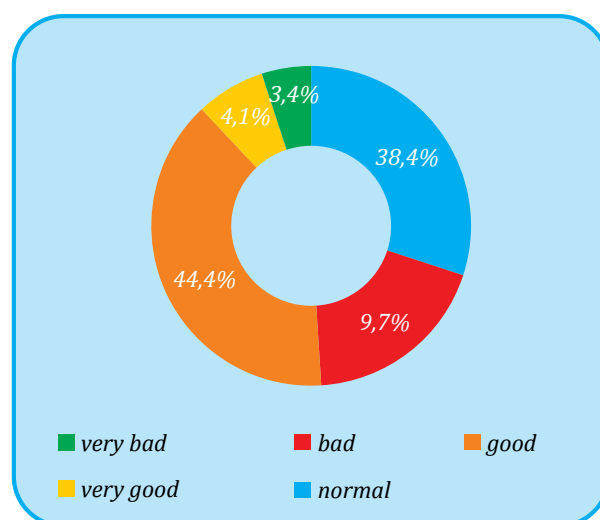


Figure 1 – Attitude towards police force, Jalalabad (2010-2013)

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As reflected in Figure 1, approximately 13% of the respondents are dissatisfied with the work of the police. In terms of age, dissatisfaction is proportionally similar for all groups, except for survey participants between the age of 25 and 35, who are relatively more satisfied with the work of the police.

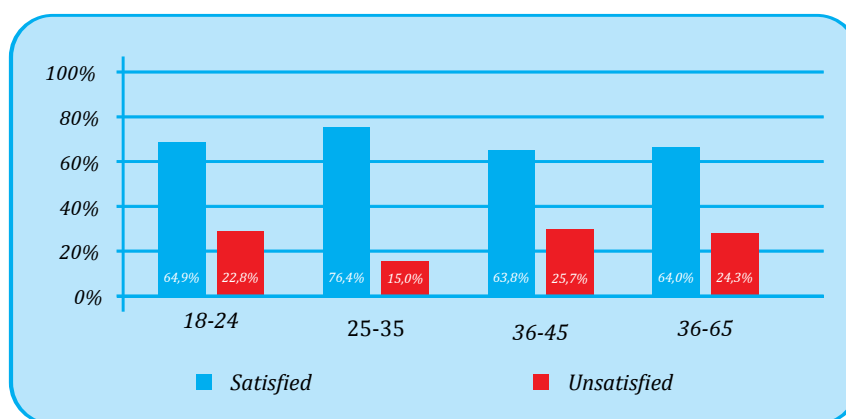


Figure 2 – Attitude towards police force by age, Jalalabad (2010-2013)

Corruption was mentioned most often as reason for dissatisfaction with the police. 42% of respondents believe that the police service is corrupt. Nearly 35% of respondents generally feel that the police does not do a good job, whilst another 10% criticize the police for its inability to find and arrest alleged criminals.

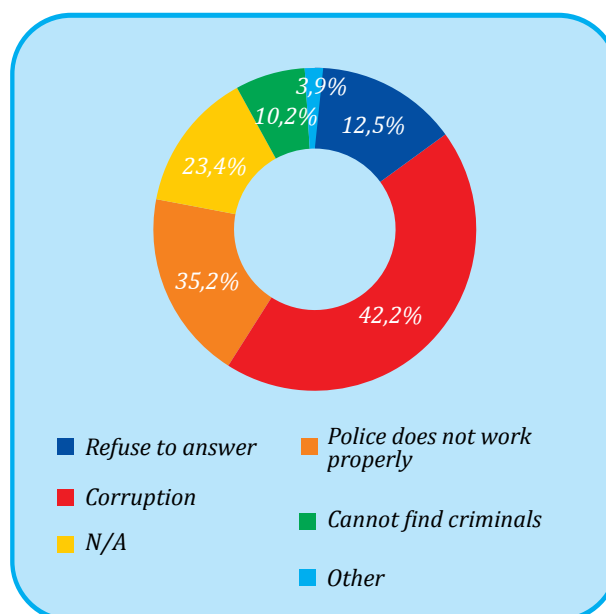


Figure 3 – Reasons for dissatisfaction with the police in Jalalabad (2010-2013)
(multiple answer)

Although corruption was recognized as the main reason for dissatisfaction with the police, only one incident of bribery during the past 12 months was noted by survey participants. According to the concerned respondent, this incident was not reported to the police or other authorities, due to the insignificant amount of the bribe.

SAFETY

A majority of the respondents (57.5%) stated that the city is safe and that they feel quite comfortable outdoors in the evening. 20.3% felt that the city is somewhat unsafe and a fraction (0.8%) consider the city unsafe. Relatively more women (80%) were amongst those who perceive such a lack of safety. Also part of respondents (24.4%) mainly consisting of women, generally don't go out in the evenings.

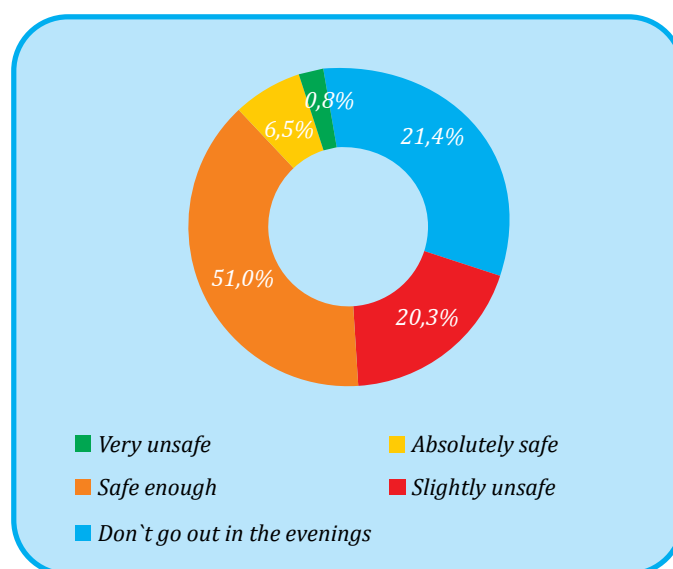


Figure 4 – Perception of safety on the streets in Jalalabad (2010-2013)

In relation to safety and fear of crime, respondents acknowledged that some offences occur from time to time in their neighborhoods. For instance, public intoxication, or drinking in public places, happens sometimes according to over 60% of respondents and often according to almost 20% of survey participants. Fights also appear relatively common, with 43% of respondents declaring that fights happen from time to time in their neighborhoods. Respondents also mention that thefts from vehicles, robbery, burglary, assaults based on race or ethnicity of the victim, and vehicle thefts do occur, albeit not frequently. Sexual assault, domestic violence and distribution of drugs are considered rare occurrences by respondents.

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Table 4 – Perceptions of crime, Jalalabad (2010-2013)

Type of offence	Often	Sometime	Never	Don't know	Total
Fight	2,8	42,7	32,0	22,5	100%
Vandalism		0,3	84,7	15,0	100%
Burglary	0,3	12,5	60,7	26,5	100%
Vehicle Thefts		5,0	76,5	18,5	100%
Thefts from automobiles	0,3	18,5	52,0	29,2	100%
Domestic Violence		4,5	78,5	17,0	100%
Public intoxication	19,5	60,5	14,5	5,5	100%
Distribution / use of drugs		1,0	61,5	37,5	100%
Robbery	1,3	13,0	60,0	25,7	100%
Sexual assault or rape		1,3	84,0	14,7	100%
Assaults based on the race or ethnicity of the victim	0,3	11,5	80,5	7,7	100%

Additionally, respondents were asked, if they feel safe when they stay at home alone in the evening. It is worth noting, that the majority of respondents do not feel safe at home. This is especially common amongst male survey participants. More than 70% of them are uncomfortable staying home alone in the evening.

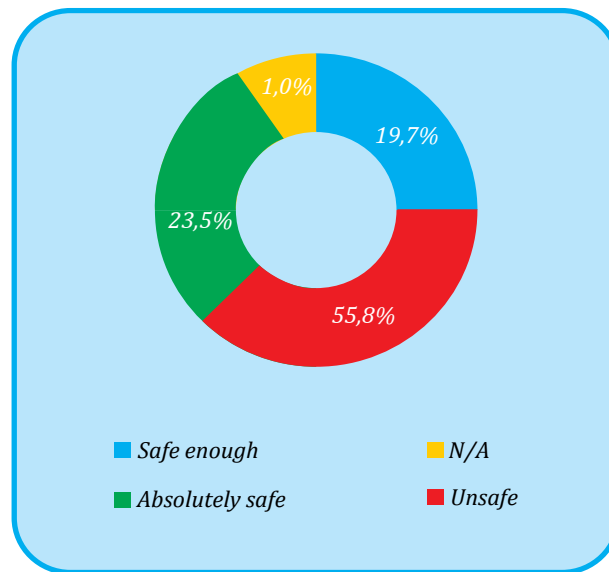


Figure 6 – Perception of safety at home, Jalalabad (2010-2013)

CRIME PREVENTION MEASURES

In order to prevent crime and burglary in particular, people can use special measures to protect their homes. People interviewed during the survey in Jalalabad have a preference for more affordable and at the same time effective measures, such as special doors (55%). 38% of survey participants have an arrangement with their neighbors to watch each other's houses. High fences are fairly common with nearly 27% of respondents having this. 13% of the survey participants have special windows with bars installed and 6.8% keep a dog. Some of these measures, such as placing a high fence is typical mostly for private houses. Advanced technologies, like a burglary alarm, security guard and CCTV are not used at all, probably due to expensiveness of such measures.

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Table 5 – Prevalence of the security measures, Jalalabad (2010-2013)

Measures	Presence	Absence	Refuce to answer	Total
Burglar alarm	0,0	97,7	2,3	100%
Special door	55,0	42,7	2,3	100%
Special window / grilles	13,0	84,7	2,3	100%
Dog	6,7	91,0	2,3	100%
A high fence	26,7	71,0	2,3	100%
A caretaker or security guard	0,0	97,7	2,3	100%
Friendly arrangements with neighbors to watch each other`s houses	38,2	59,5	2,3	100%
CCTV	0,0	97,7	2,3	100%

DEMOGRAPHY

Figure 7 shows that 33 per cent of respondents were male and 67 per cent female. Female respondents more willingly agreed to participate in the survey.

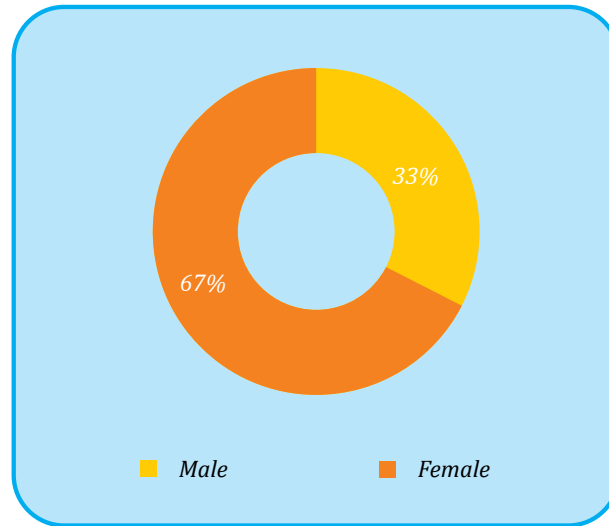


Figure 7: Distribution of respondents by sex

All age groups were represented in approximately equal proportions.

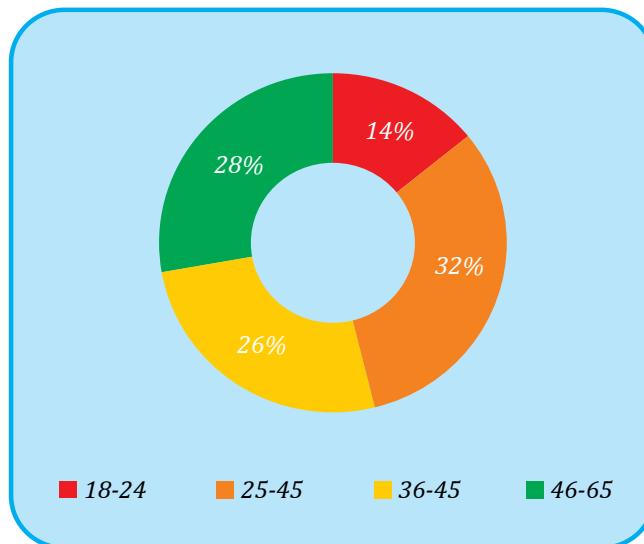


Figure 8: Distribution of respondents by age

Almost 40% of respondents indicated their income per person in a range from 5 000 - 10 000 som per month. NB. The average salary in the country is about 11 000 som.

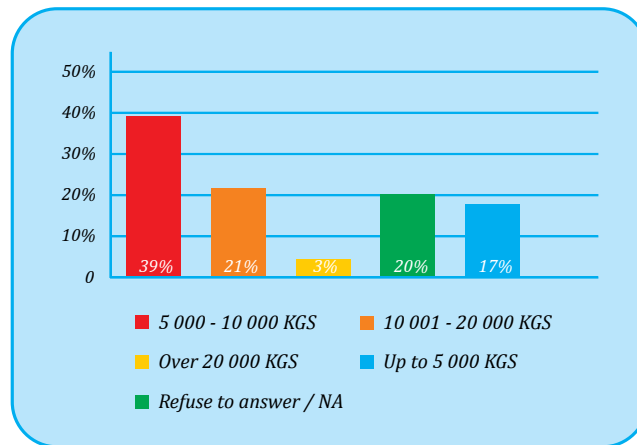


Figure 9: Distribution of respondents by income per month per person

Most respondents are of Kyrgyz ethnic origin. Almost 25% of respondents are Uzbek, 1% Russian and 3% other ethnicities.

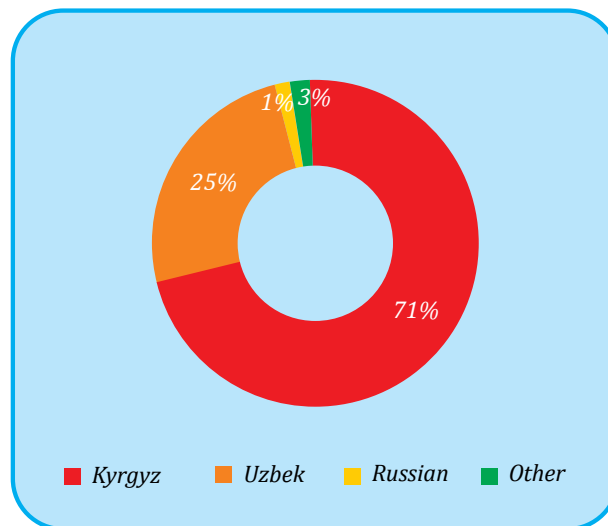


Figure 10: Distribution of respondents by ethnic origin