

**United Nations Peacebuilding Support Office (PBSO)/ Peacebuilding Fund  
(PBF)  
PRF PROJECT DOCUMENT**

<p><b>Project Title:</b> Support to the prevention of radicalization to violence in prisons and probation settings in the Kyrgyz Republic</p>	<p><b>Recipient UN Organization(s):</b> United Nations Office on Drugs and Crime (UNODC), United Nations Development Programme (UNDP)</p>
<p><b>Project Contact:</b> Vera Tkachenko, International Manager United Nations Office on Drugs and Crime Address: Razzakov Street 31-2, Bishkek, Kyrgyz Republic Telephone: +996 312 321732 E-mail: <a href="mailto:vera.tkachenko@unodc.org">vera.tkachenko@unodc.org</a></p>	<p><b>Implementing Partner(s) – name &amp; type (Government, CSO, etc):</b> Presidential Administration, Government Administration, Security Council, Prison Service and its Training Centre, Probation Service and Police Departments, Ministry of Interior and the Police Academy, State Forensic Service, Public Councils under the Ministry of Interior and Prison Service, Local self-government bodies, local crime prevention centres, including women’s committees, in selected districts, Civil society organizations</p>
<p><b>Project Location:</b> Selected prisons<sup>1</sup>, probation offices<sup>2</sup>, central and regional state forensics units<sup>3</sup> and 10 municipalities in northern and southern parts of Kyrgyzstan<sup>4</sup></p>	
<p><b>Project Description:</b> The aim of this project is to reduce vulnerability to violent extremism in the Kyrgyz Republic by supporting national efforts to a) prevent radicalization to violence in prisons, b) improve the governance of the penitentiary system and</p>	<p><b>Peacebuilding Fund: 1,758,000 USD *</b> Fully allocated first tranche: 1,230,600 UNODC: 985,600 UNDP: 245,000  Conditional second tranche: 527,400</p>

<sup>1</sup> There are currently 33 prisons in Kyrgyzstan. 70% of these are located in the northern Chuy province. This project will target at least 3 closed-type prisons, which have been identified by authorities to accommodate violent extremist prisoners. In addition, the project will focus on prevention of radicalization to violence among the general prison population in selected other prisons. These may include prisons in Southern provinces, such as the pre-trial detention facility in Osh and a closed-type prison in Jalalabad.

<sup>2</sup> Violent extremist offenders are mostly on probation in Osh, Jalalabad, Batken and Chui provinces. Hence, probation offices will be selected from these locations.

<sup>3</sup> The Head Office of the State Forensic Service under the Government of the Kyrgyz Republic is based in Bishkek. There are two sub offices in Osh and Balykchi.

<sup>4</sup> To be selected based on coordination and synergies with work planned under outcome 1 and 3 of the Peacebuilding Priority Plan.

<p>probation services to manage violent extremist offenders, c) implement community policing and engagement strategies to prevent further progression to violent extremism, and d) strengthen forensic services in terrorism and extremism related cases in order to ensure adherence to fair trial standards.</p>	<p>UNODC: 422,400 UNDP: 105,000</p> <p><b>Total Project Cost: 1,758,000 USD</b></p> <p>*The overall approved PBF budget and release of the second tranche are subject to the PBSO’s evaluation and decisional process, and subject to the availability of funds in the PBF account.</p> <p><b>Proposed Project Start Date:</b> 15 December 2017</p> <p><b>Proposed Project End Date:</b> 14 December 2020</p> <p><b>Total duration (in months):</b><sup>5</sup> 36 months</p>
<p><b>Gender Marker Score<sup>6</sup>:</b> Score 2 - gender equality as a significant objective.</p>	
<p><b>Priority Plan Outcome to which the project is contributing:</b> <i>Outcome 2.</i> Penitentiary and probation officers, as well as police and forensic experts effectively prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national and international standards</p>	
<p><b>Project Outcomes:</b> <i>Outcome 2.</i> Penitentiary and probation officers, as well as police and forensic experts effectively prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards.</p> <p><i>Output 2.1.</i> Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalization to violence in prisons as well as on disengagement interventions for violent extremist offenders</p> <p><i>Output 2.2.</i> Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism</p> <p><i>Output 2.3.</i> Forensic experts provide high-quality expertise in terrorism and extremism related cases</p>	
<p><b>PBF Focus Area<sup>7</sup></b> which best summarizes the focus of the project: <i>Priority Area 1:</i> Support the implementation of peace agreements and political dialogue (1.2. RoL)</p>	

<sup>5</sup> PRF project duration must be within the approved dates for the Priority Plan.

<sup>6</sup> PBSO monitors the inclusion of gender equality and women’s empowerment all PBF projects, in line with SC Resolutions 1325, 1888, 1889, 1960 and 2122, and as mandated by the Secretary-General in his Seven-Point Action Plan on Gender Responsive Peacebuilding.

<sup>7</sup> PBF Focus Areas are:

1: *Support the implementation of peace agreements and political dialogue (Priority Area 1):*

(1.1) SSR, (1.2) RoL; (1.3) DDR; (1.4) Political Dialogue;

2: *Promote coexistence and peaceful resolution of conflicts (Priority Area 2):*

(2.1) National reconciliation; (2.1) Democratic Governance; (2.3) Conflict prevention/management;

3: *Revitalize the economy and generate immediate peace dividends (Priority Area 3):*

(3.1) Employment; (3.2) Equitable access to social services

4) *(Re)-establish essential administrative services (Priority Area 4)*

(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration;

(4.3) Governance of peacebuilding resources (including JSC/PBF Secretariats)

<i>(for PRF-funded projects)</i>	
<b>Recipient UN Organization(s)<sup>8</sup></b>	<b>National Government counterpart</b>
<p><b><i>Recipient UN Organization (s) 1</i></b>  <b><i>UNODC in the Kyrgyz Republic</i></b>  <i>Name of Senior UN Representative</i>  <b><i>Mr. Alexander Fedulov</i></b></p> <p><i>Signature</i></p> <p><i>Title</i>  <b><i>Head of UNODC Programme Office</i></b></p> <p><i>Date &amp; Seal</i></p>	<p><b><i>Government Counterpart</i></b>  <b><i>Office of the President of the Kyrgyz Republic</i></b>  <i>Name of Government representative</i>  <b><i>Ms. Mira Karybaeva</i></b></p> <p><i>Signature</i></p> <p><i>Title</i>  <b><i>Head of Department of Ethnic and Religious Policy and Interaction with Civil Society, Deputy Chief of staff of the President`s Office</i></b></p> <p><i>Date &amp; Seal</i></p>
<p><b><i>Recipient UN Organization(s) 2</i></b>  <b><i>UNDP in the Kyrgyz Republic</i></b>  <i>Name of Senior UN Representative</i>  <b><i>Ms. Aliona Nikulita</i></b></p> <p><i>Signature</i></p> <p><i>Title</i>  <b><i>Resident Representative a.i.</i></b></p> <p><i>Date &amp; Seal</i></p>	<p><b><i>United Nations Resident Coordinator in the Kyrgyz Republic</i></b>  <i>Name of Representative</i>  <b><i>Ms. Yukie Mokuo</i></b></p> <p><i>Signature</i></p> <p><i>Title</i>  <b><i>United Nations Resident Coordinator a.i.</i></b></p> <p><i>Date &amp; Seal</i></p>
<p><b><i>Peacebuilding Support Office (PBSO)</i></b>  <i>Name of Representative</i>  <b><i>Mr. Oscar Fernandez-Taranco</i></b></p> <p><i>Signature</i></p> <p><i>Title</i>  <b><i>Assistant Secretary-General for Peacebuilding Support</i></b></p> <p><i>Date &amp; Seal</i></p>	

<sup>8</sup> If there is more than one RUNO in this project, additional signature boxes should be included so that there is one for every RUNO.



**Table of contents:**

Length: Max. 15 pages

**I. How this project fits within the approved Priority Plan**

- a) Priority Plan Outcome Area supported
- b) Rationale for this project
- c) Coherence with existing projects

**II. Objectives of PBF support and proposed implementation**

- a) Project outcomes, theory of change, activities, targets and sequencing
- b) Budget
- c) Capacity of RUNO(s) and implementing partners

**III. Management and coordination**

- a) Project management
- b) Risk management
- c) Monitoring and evaluation
- d) Administrative arrangements (standard wording)

**Annex A:** Project Summary (to be submitted as a word document to MPTF-Office)

**Annex B:** PRF Project Results Framework

## **PROJECT COMPONENTS:**

### **I. How this project fits within the approved Priority Plan**

#### **a) Priority Plan Outcome Area supported:**

This project supports Outcome Area 2 of the Priority Plan, which focuses on the capacity of penitentiary and probation staff, police officers and forensic experts to prevent and address radicalization to violence. This will be achieved by a combination of inter-linked interventions, which involve assisting the authorities, including the Prison Service, Criminal Executive Inspections (Probation), the Ministry of Interior (Police) and the State Forensic Service to:

- build the capacity of prison staff and other people who work with violent extremist offenders;
- assess and manage the risks posed by violent extremist offenders as well as the needs that they may have;
- implement prison-based disengagement interventions;
- prevent radicalization to violent extremism in prisons;
- prepare violent extremist offenders for their reintegration into the community;
- conduct post-release interventions, monitoring and supervision;
- establish community partnerships to prevent violent extremism and recidivism;
- build the capacity of forensic experts and enhance quality control in relation to the provision of expertise in terrorism and extremism related cases;
- increase cooperation between the forensic service, law enforcement and judicial bodies in order to ensure proper requests for and management of required forensic expertise in terrorism and extremism related cases.

With this focus, the project is intended to support efforts by the Government of the Kyrgyz Republic to prevent violent extremism within the framework of the 2017-2022 State Programme for Countering Extremism and Terrorism. This new State Programme identifies violent extremist offenders as a crucial target group for prevention work aimed at improving conditions for the rehabilitation and reintegration of those who are imprisoned and those who are on probation. These efforts are in line with the UN Secretary General's Plan of Action to Prevent Violent Extremism (A/70/674), in particular as regards the need to:

- Reform national legal frameworks and penitentiary systems to ensure the security of inmates, personnel and facilities and establish procedures to prevent and counter radicalization in prisons based on human rights and the rule of law;
- Introduce disengagement, rehabilitation and counselling programmes for persons engaged in violent extremism which are gender-sensitive and include programmes for children to facilitate their reintegration into society.

More broadly, the project promotes implementation of the United Nations Standard Minimum Rules for the Treatment of Prisoners ("the Nelson Mandela Rules") and the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders ('the Bangkok Rules') with particular attention for prison and probation management in full compliance with international human rights norms and standards, including the rights to freedom of movement, freedom of expression and privacy, gender equality and the principle of non-discrimination.

## **b) Rationale for this project:**

This project proposes a comprehensive approach to the challenges identified in Outcome Area 2 of the Priority Plan relating to the risk of radicalization to violence among offenders and the corresponding need to define and implement tailored policies to ensure safe, secure and humane custody, to prevent prisoners from becoming (further) radicalized to violence whilst serving their sentence, to facilitate the disengagement of violent extremist offenders and to reduce the risk of re-offending upon release (post-penitentiary recidivism).

The project also addresses fair trial concerns in terrorism and extremism related cases, which if unaddressed may cause grievances among offenders and enhance risk of further radicalisation to violence in prisons and upon release. This relates to the lack of capacity to provide psycho-linguistic and religious expertise in terrorism and extremism related cases in line with international standards for forensic science.

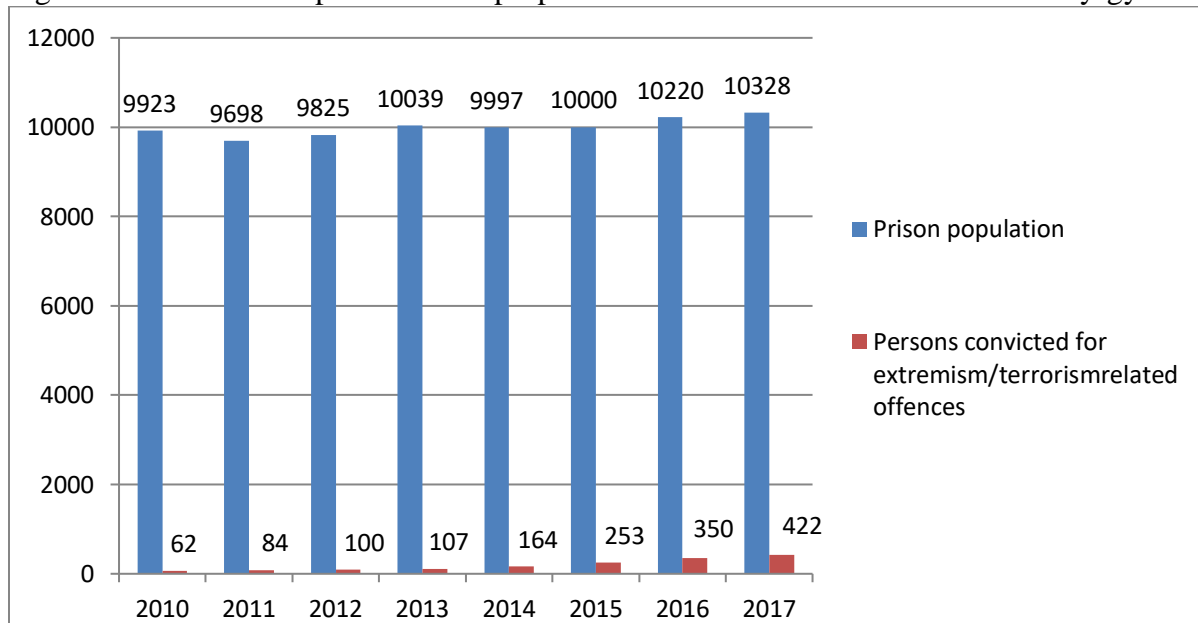
Addressing these challenges effectively will involve a combination of measures to ensure quality control over the provision of forensic expertise in terrorism and extremism related cases, capacity development on the management of violent extremist prisoners and prevention of radicalisation to violence in prisons, efforts to strengthen the capacity of the national probation services and the promotion of inter-agency coordination (in particular between prison staff and the police) with regards to post-release supervision and social support to prevent recidivism among violent extremist offenders, including women.

During the past years, courts of Kyrgyzstan have handed down hundreds of guilty verdicts on terrorism and extremism related crimes. Between 2014 and 2016, 171 persons were convicted for incitement of national, inter-ethnic, racial, inter-religious, inter-regional hatred (Article 299 of Criminal Code). 71 persons were convicted for acquisition, production, possession, distribution, transportation and transmission of extremist material (Article 299-2 of Criminal Code). Judgments in such cases are mostly based on expertise provided by the State Commission on Religious Affairs, even though this is not a mandated body for the provision of such forensic expertise. Police officers and judges lack specific knowledge to properly formulate requests for forensic expertise in terrorism and extremism related cases. The lack of capacity and absence of a clear and officially approved methodology for the determination of extremist content and provision of other related expertise has raised many questions and concerns regarding adherence to fair trial standards among human rights experts and lawyers.

A recent decision to establish a unified State Forensics Service under the Government of the Kyrgyz Republic, including the establishment of a department for the provision of psycho-linguistic and religious expertise, is an important step to address this situation. However, at present the quality of expertise provided in terrorism and extremism cases remains low. As a result, alleged violent extremist offenders may face lengthy prison sentences based on expertise that is not conducted in line with the international standards for forensic science.

As of September 2017, the prison system of the Kyrgyz Republic accommodates a total of 10,328<sup>9</sup> offenders in pre-trial detention<sup>10</sup>, closed<sup>11</sup> and open-type prisons<sup>12/13</sup>. 4882 additional offenders are serving non-custodial sanctions<sup>14</sup> under the supervision of so-called Criminal Executive Inspection (i.e. the national probation agency). Following a steady decline during the first decade of the century, the prison population has started to increase again since 2010 (by 7.5% during the last 7 years).

Fig. 1: Total number of prisoners and proportion of violent extremist offenders in Kyrgyzstan



As of September 2017, people convicted for terrorism and violent extremism related offences, such as the distribution of banned publications, video/audio appeals inciting to violence and

<sup>9</sup> Official statistics provided by the State Prison Service of Kyrgyzstan

<sup>10</sup> Prisoners are detained in pre-trial detention centres during criminal investigations and pending trial. Pre-trial detention is not a sanction, but a measure to safeguard a criminal procedure. As of September 2017, about 12,4% of prisoners are held in pre-trial detention centres of Kyrgyzstan.

<sup>11</sup> Prisons in Kyrgyzstan are divided into several categories relating to the age, gender and regime classification of the prisoners it holds. Judges decide on the type of prison facility based on the seriousness of the crime committed rather than an individual risk assessment. Prisoners serve their sentences under supervision and perimeter security and are accommodated in dormitories except prisoners convicted for extremism and terrorism related crimes and prisoners sentenced to life imprisonment who are locked up in prison cells (3-5 persons per cell). As of September 2017, about 42,4% of prisoners are held in closed prisons of Kyrgyzstan.

<sup>12</sup> Prisoners in open-type prisons are trusted to serve their sentences with minimal supervision and perimeter security and are not locked up in prison cells. Prisoners may be permitted to take up employment while serving their sentence and live at home with their families. In Kyrgyzstan persons can be convicted to prison term in open time prisons for crimes committed through negligence or moved from closed prisons as part of a rehabilitation plan for prisoners. As of September 2017, about 13,5% of prisoners are held in open-type prisons of Kyrgyzstan.

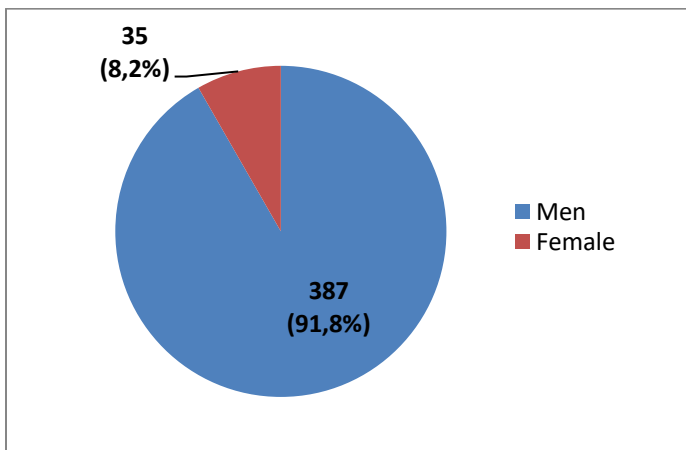
<sup>13</sup> According to the official data provided by the State Service on Execution of Punishments under the Government of the Kyrgyz Republic.

<sup>14</sup> Non-custodial sanctions refer to a type of criminal punishment given by a court of law that does not involve a prison term, such as engagement in public work, fine and deprivation of the right to hold certain positions or be engaged in certain types of activities. As of September 2017, about 31,7% of offenders are serving non-custodial sanctions.



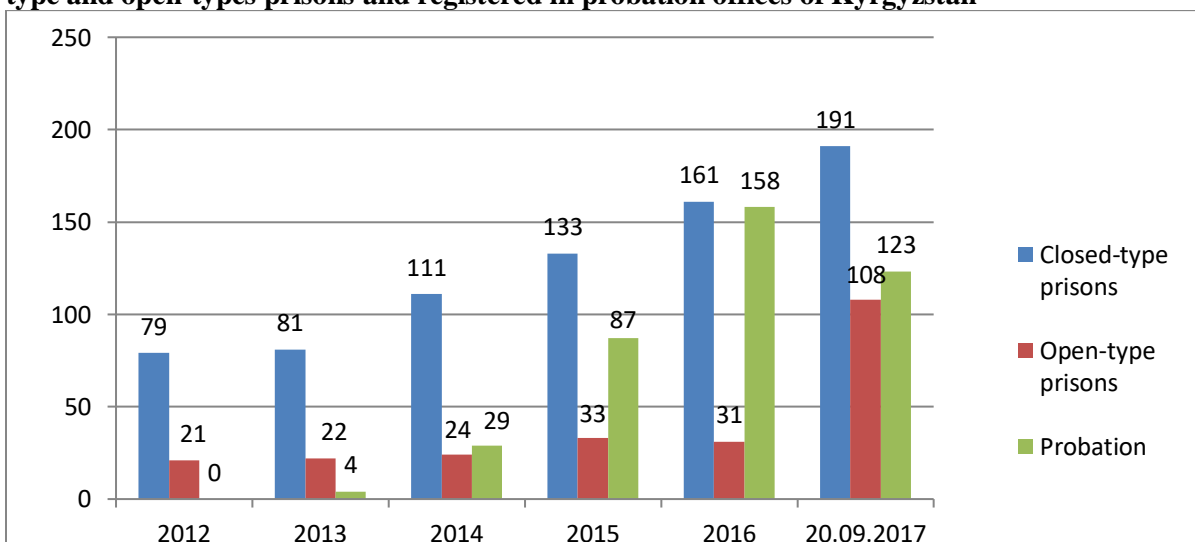
the preparation of terrorist attacks make up 4% of the overall prison population of Kyrgyzstan. The number of offenders convicted for violent extremism and terrorism has increased nearly sevenfold from 62 in 2010 to 422 in 2017 (see Fig.1). Out of 422 persons convicted for extremism and terrorism related crimes in Kyrgyzstan 398 are men (91,7%) and 35 are women (8,3%) (see Fig.2). The average annual increase in the number of offenders convicted for violent extremism and terrorism is currently about 70 persons. Based on this, the Prison Service of Kyrgyzstan estimates that the overall number of violent extremist offenders may reach 600 by 2020.

**Fig. 2 Per cent of prisoners convicted for extremism/terrorism related crime in Kyrgyzstan**



Out of 422 persons convicted for extremism and terrorism related offences, 191 (45 %) are kept in closed-type facilities (including 45 in pre-trial detention centres), 108 offenders (26%) in open-type prisons, and 123 (29 %) are serving non-custodial sentences (See Fig.3).

**Fig. 3 Number of persons convicted for extremist and terrorist crimes accommodated in closed-type and open-types prisons and registered in probation offices of Kyrgyzstan**



Amongst violent extremist offenders in closed-type prisons are Kyrgyz citizens who fought alongside terrorist groups abroad and were apprehended and convicted upon their return to

Kyrgyzstan. Violent extremist offenders who are registered in probation offices are mostly concentrated in the Osh, Jalalabad, Batken and Chui provinces (i.e. 95 % of the total). Women constitute approximately 20% of violent extremist offenders serving non-custodial sentences.

Out of 191 prisoners kept in closed-type prisons for violent extremist and terrorism-related offences, 52,8% are of Uzbek ethnic origin, 40,3% are Kyrgyz, and 4,1% are Uyghur and others. Women make up 3,7% and men constitute 96,3% of violent extremist prisoners. Most women serving prison sentences for extremism related crimes are convicted under Article 299 (Incitement to national, racial, or religious hatred) and Article 297 (Public appeals for a forcible change of the Constitutional System of the Kyrgyz Republic). There are no female prisoners convicted for terrorism-related crimes and/or the participation in situations of armed conflict.

As of September 2017, only men who travelled to conflict zones to join ISIS have been convicted in Kyrgyzstan. While Kyrgyzstan women are likely to have travelled to Iraq and Syria for a variety of reasons, currently available research<sup>15</sup> suggests that many of them follow their husbands because of their inability to stand up and resist. When these women return, they are generally not prosecuted. However, they face significant challenges settling back into their communities, including possible post-traumatic stress disorder and stigmatisation. In the absence of specific support programmes, such women whose husbands are in prison and who likely feel strong grievances, are vulnerable to exploitation and manipulation by terrorist groups.

Out of 191 violent extremist prisoners in closed-type prisons, 53% were convicted for violent extremism related crimes, 33% for terrorism-related crimes, 12% for mercenaryism and 2% for other offenses. 9,7% of all such prisoners serve prison terms of up to 5 years, 33,5% from 5 to 10 years, 9,7% from 10 to 15 years, 13,5% from 15 to 25 years and 7,5% serve life sentences.

66 out 191 violent extremist prisoners (or 35%) are between 18 and 30 years old. 93 (or 49%) are between 31 and 45. There are no children imprisoned for terrorism and extremism related offences.

In addition to violent extremist prisoners, there are other radicalized individuals serving sentences for offences unrelated to terrorism and violent extremism, who are inspired by extremist ideologies and in principle may have access to a large pool of potential recruits in prison settings.<sup>16</sup> Poor prison conditions and infrastructure, lack of adequate psychological and social support, insufficient prison management capacity as well as corruption also contribute to vulnerability of prisoners to radicalization to violence and corresponding recruitment efforts, including when compelling but fabricated narratives of contemporary politics and history are being used. More research is needed to understand the enablers and precursors of radicalization to violence in Kyrgyz prisons. This can be driven by internal factors, such as

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<sup>15</sup> Women and violent extremism in Europe and Central Asia: the roles of women in supporting, joining, intervening in, and preventing violent extremism in Kyrgyzstan, A.Speckhard, A.Shajkovci, and Ch.Esengul, UN Women, 2017

<sup>16</sup> Research on state measures to combat recruitment of citizens in terrorist and extremist organizations, Anti-Terrorist Centre of CIS countries, B.Dubanaev, 2017

personal crisis/drama, experiences of discrimination, alienation and ill treatment, frustration and dissatisfaction, as well as external factors – economic, ethnic, legal, religious or social deprivation that may negatively affect an individual’s attitude and beliefs. Imprisonment increases the isolation of an individual and often leads to adoption of a new social identity to cope with and survive in a context of deprivation of liberty.

The escape of nine prisoners, including 4 violent extremist prisoners, from a high-security prison on 12 October 2015 resulted in the death of 13 people, including four prison staff, and sparked a massive political and public outcry. As a result, the Government of the Kyrgyz Republic took emergency measures and allocated funds for the construction of a specialized high-security prison facility and provision of resources for recruiting additional prison staff. In April 2016, the President of the Kyrgyz Republic signed into law amendments to the Penal Code, which envisage the separate accommodation of violent extremist prisoners in cell-type facilities. The amendments also prohibit transfer of violent extremist prisoners from closed to open-type prisons and early release. This makes implementation of disengagement/rehabilitation programmes difficult.

Kyrgyzstan’s legislation does not envisage development of release plans and post-penitentiary supervision for former prisoners convicted for violent extremism and terrorism-related offences. Upon their release, prison authorities only provide written notification to the police and national security bodies. According to the Anti-Terrorist Centre of the CIS countries the recidivism rate among violent extremist offenders in Kyrgyzstan is over 50%<sup>17</sup> (compared to 40% for other criminal offences).<sup>18</sup>

Based on this data, the abovementioned implementation approach for this project is suggested, which takes into account specific challenges related to the prevention of radicalization to violence and management of violent extremist offenders, as well as the capacity of prison and probation management, police and forensic services more broadly. These challenges can be summarized as follows:

- The State Forensic Service and its Psycholinguistic and Religious Expertise Unit, lack human resources and infrastructure to provide high-quality psycholinguistic and religious expertise to serve as a sound evidential basis for the adjudication of terrorism and extremism related crimes.
- The Prison Service is seriously under-resourced and understaffed. Security infrastructure and living conditions in Kyrgyzstan’s dormitory style colonies dating back to the Soviet times are poor.
- There is no classification system allowing prison officials to make informed decisions on the allocation of prisoners. Judges decide on the type of prison facility based on the seriousness of the crime committed rather than an individual risk and needs assessment. Little analysis is done on the personal background, ideology and behaviour of (high-risk) offenders.

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<sup>17</sup> Research on state measures to combat recruitment of citizens in terrorist and extremist organizations, Anti-Terrorist Centre of CIS countries, B.Dubanaev, 2017

<sup>18</sup> State Strategy on the development of prison service of Kyrgyzstan 2012-2016, approved by the Government Resolution of Kyrgyzstan # 212 as of 15 May 2012 <http://cbd.minjust.gov.kg/act/view/ru-ru/93585?cl=ru-ru>

- The Prison Service lacks social workers and psychologists to implement rehabilitation programmes. Opportunities for prisoners to engage in meaningful activities, such as education, vocational training or employment, are scarce.
- Domestic criminal legislation is not progressive in terms of sentence planning, in particular for prisoners convicted for violent extremism/terrorism related offences and provides little incentives for prisoners to disengage from violence.
- Probation is limited to a regular reporting obligation of offenders with little or no supervision and engagement with offenders. Probation officers are not properly trained to provide psychological, social or other support and to provide counseling in a gender-sensitive manner.
- The capacity of the police and local crime prevention centres to promote social partnerships at community level for the prevention of recidivism among released violent extremist offenders, including women, is limited.

**c) Coherence with existing projects:**

The project will build on the currently on-going joint project “Women and Girls as Drivers for Peace and Prevention of Radicalization” implemented by UNFPA, UNDP, UNICEF and UNODC within the framework of the Gender Promotion Initiative (18 months; to be completed by June 2018). This project does not work with the prison system, but is currently piloting new approaches to promote community partnerships on the prevention of violent extremist with the involvement of police officers. The experience with these pilots will feed into community level work to strengthen monitoring and supervision of violent extremist offenders and promote their social reintegration into the community with a view to preventing recidivism and the spread of violent extremist ideas among their families and the broader community.

The project will also build on the results of a pilot initiative implemented by UNODC with funding from the Government of Japan to strengthen the management of violent extremist prisoners (12 months: to be completed by March 2018).

Management of violent extremist prisoners is a highly sensitive area of public policy and national security. In 2017, UNODC has been able to facilitate dialogue on this issue, which now provides an entry point for continued and deeper engagement under the UN Peace Building Fund.

Under the Japanese-funded initiative, a needs assessment has been conducted to review conditions and treatment of violent extremist prisoners in male and female prisons and analyse challenges in terms of their rehabilitation. Inter-agency coordination has been facilitated, as well as training of trainers. As a result, there is now a network of focal points from Prison Service and other law enforcement bodies, as well as a pool of trained national experts from which this project can draw. Based on the UNODC Manual on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence, training programmes and materials have also been developed, which can be used for rolling out and institutionalization of prison staff training on this topic within the framework of the project.

The current UNODC project focuses on piloting of measures to enhance prison security and prison-based disengagement and rehabilitation (limited to 3 pilot prisons). The initiative also

envisages an expert discussion on establishing a database for prisoner file management, which can become the basis for further work under this project to operationalize a risk assessment and classification system for violent extremist prisoners. Remaining gaps, which are not addressed by the pilot initiative and require sustained and long-term follow up, include:

- Lack of data to understand the enablers and precursors of radicalization to violence in Kyrgyz prisons and the causes of radicalization among those who have been convicted for terrorism and extremism related crimes;
- Lack of programmes, which cover all 8 prisons where special high-security facilities have been or are being refurbished/constructed to accommodate violent extremist prisoners;
- Lack of disaggregated data on the management of violent extremist offenders in open-type prisons and on probation and supervision upon release;
- Lack of expertise on gender mainstreaming in the criminal justice system and a lack of attention to the need to integrate a gender perspective into data collection;
- Lack of programmes focusing on management of violent extremist offenders on probation;
- Lack of programmes to promote social reintegration of violent extremist prisoners in the community after they are released;
- Absence of gender mainstreaming in efforts to counter violent extremism, despite the participation of women in violent extremism and terrorism, as well as their roles in prevention.

Based on these gaps, this project under Outcome Area 2 of the Priority Plan will have a broader focus than the Japanese funded pilot initiative, going beyond prisons to include probation and post-penitentiary social reintegration. This is needed and appropriate given that statistical analysis shows that a large proportion of violent extremist offender (54,6 %) are on probation or serve their sentence in an open type prison.

The project complements and will be implemented in tandem with 2 other projects under the Peace Building Priority Plan, which focus on supporting an inclusive governance and justice system (outcome area 1) and building community resilience to violent and manipulative ideologies (outcome area 3). Lessons learned on the management of violent extremist prisoners and the prevention of radicalization to violence in prison and probation settings can feed into dialogue platforms at national and local levels supported under these projects. Vice versa, efforts to promote social reintegration of violent extremist offenders can benefit from capacity building of government and civil society at the national level in relation to the justice sector, and be mainstreamed in the implementation of local initiatives with involvement of religious leaders, women's groups, civil society activists, local authorities and the police, as envisaged by the projects under outcome area 1 and 3 of the Peace Building Priority Plan.

**Table 1 – Mapping of peacebuilding activities and gaps**

<b>Outcome area</b>	<b>Source of funding (Government/development partner)</b>	<b>Key Projects</b>	<b>Duration of Projects</b>	<b>Budget in \$</b>	<b>Description of major gaps in the Outcome Area, programmatic or financial</b>
<i>National authorities effectively implement policies to manage violent extremist prisoners and prevent radicalisation to violence in prisons in line with international standards</i>	<i>Government of Japan</i>	<i>Strengthening the management of violent extremist prisoners in the Kyrgyz Republic</i>	<i>1 year (March 2017-March 2018)</i>	<i>1 mln</i>	<i>This project has allowed for a) analysis of the situation with violent extremist prisoners in closed-type institutions; 2) development of a pool of trainers and training materials; 3) piloting of prison security and rehabilitation measures in selected prisons. Remaining gaps include the need for further work on: adequate policies and legislative framework on prevention of violent extremism; implementation of prison-based rehabilitation programmes that address specific women and gender aspects; establishment of a classification and risk assessment system; capacity development of</i>

					<i>probation and police officers to establish community partnerships to prevent violent extremism.</i>
<i>Law enforcement institutions, local authorities, legal aid providers and social workers are capacitated to engage excluded groups of women and girls in inclusive dialogue to ensure access to public service</i>	<i>PBF</i>	<i>Women and Girls as drivers for peace and prevention of radicalization</i>	<i>18 months (January 2017-June 2018)</i>	<i>201,588</i>	<i>This project is enabling community actors, including women and girls, to develop and implement programmes to prevent violent extremism at the grassroots levels. The project does not focus on management of violent extremist prisoners and their social reintegration.</i>
<i>Case management and quality control system of the State Forensics Center (SFC) under the Ministry of Justice of the Kyrgyz Republic strengthened</i>	<i>US Government</i>	<i>Strengthening Forensic Services in the Kyrgyz Republic</i>	<i>18 months (June 2016-June 2018)</i>	<i>600,000</i>	<i>This project has supported efforts to improve laboratory facilities, develop documented methods and standard operating procedures, and strengthen quality management. Gaps of relevance to peacebuilding and PVE that have not been addressed</i>

					<p><i>include the lack of capacity of the State Forensic Service and its Psycholinguistic and Religious Expertise Unit to provide high-quality psycholinguistic and religious expertise to serve as a sound evidential basis for the adjudication of terrorism and extremism related crimes.</i></p>
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## II. Objectives of PBF support and proposed implementation

### a) Project outcomes, theory of change, activities, targets and sequencing:

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

**Theory of change:** If sound forensic expertise is used to adjudicate terrorism and extremism related crimes, if adequate measures for the prevention of radicalization to violence are applied in prisons and probation settings, violent extremist offenders are adequately assessed, confined and/or supervised according to the risks they present, and if disengagement and social reintegration services are provided, then the forensic service, the prison and probation system, as well as the police and community services can effectively contribute to the prevention of radicalization to violence in Kyrgyzstan

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

Following a violent prison break in 2015, involving violent extremist offenders that resulted in the death of 13 persons, the Kyrgyz authorities placed prison reform high on the political agenda. On 30 April 2016, the Defense Council under the President (NB. now reconfigured as Security Council under the President) adopted a series of recommendations, which foresee a modernization of prisons and a gradual transition to a cell-based system as opposed to the joint accommodation in dormitories with other prisoners convicted for crimes not related to violent extremism and terrorism; the development of production facilities in order to provide prisoners with employment and vocational training; the enhancement of other rehabilitation

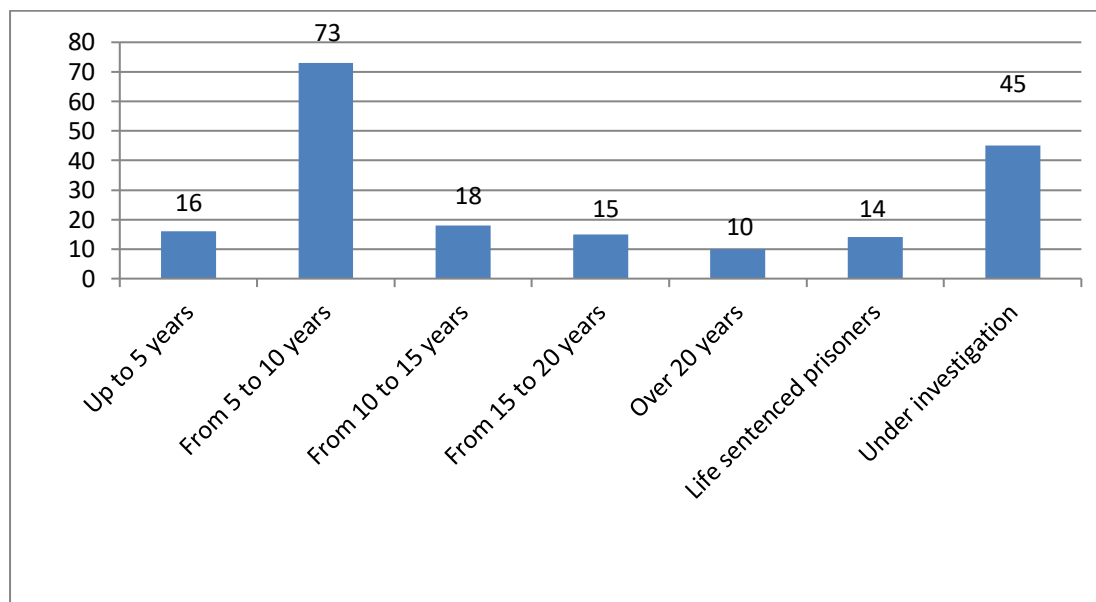


programmes; and the improvement for the respect for human rights and the promotion of non-custodial sanctions<sup>19</sup>.

However, the current approach towards addressing violent extremism in prisons remains largely punitive and repressive. Following the Defense Council decision, the Parliament adopted amendments to the Penal Code<sup>20</sup>. In accordance with the amended legislation in 2016 violent extremist prisoners, who were accommodated in dormitories, were transferred to eight different prisons where special high-security facilities have been refurbished/constructed to ensure isolated accommodation (based on average of 4-5 persons per cell). Taking into consideration the small number of women convicted for violent extremism and terrorism related crimes (10 women as of September 2017) they remain accommodated together with other female prisoners.

Since August 2016 violent extremist prisoners have not been eligible for early release and their transfer from the closed-type to open-type prisons also has been prohibited. This policy may lead to a de facto increase of the number of prisoners convicted for violent extremism and terrorism-related crimes, since 60% of them are sentenced to imprisonment from 5 to 30 years and 7,3% to life imprisonment (see Fig. 4)<sup>21</sup>.

**Fig.4 Number of prisoners convicted for different terms of punishment**



The development of an effective intake, assessment and classification system for new prisoners is an important part of prison management. An assessment of all prisoners should be undertaken upon admission to determine the risks they may pose to themselves and others as

<sup>19</sup> Decision of the Defense Council under the President of the Kyrgyz Republic as of 30 April 2016, [http://www.president.kg/ru/news/7718\\_reshenie\\_soveta\\_oboronyi\\_o\\_neotlojnyih\\_merakh\\_po\\_obespecheniyu\\_funktsionirovaniya\\_ugolovno-ispolnitelnoy\\_sistemyi\\_kyrgyzskoy\\_respubliki/](http://www.president.kg/ru/news/7718_reshenie_soveta_oboronyi_o_neotlojnyih_merakh_po_obespecheniyu_funktsionirovaniya_ugolovno-ispolnitelnoy_sistemyi_kyrgyzskoy_respubliki/)

<sup>20</sup> Law of the Kyrgyz Republic No.44 as of 16 April 2016 “On amendments to the Penal Code of the Kyrgyz Republic” [cbd.minjust.gov.kg/act/view/ru-ru/111324](http://cbd.minjust.gov.kg/act/view/ru-ru/111324)

<sup>21</sup> Official statistics provided by the Prison Service of Kyrgyzstan as of September 2017

well as the needs which they may have. Such individual assessments are crucial to ensure that the necessary measures are put in place to minimize these risks and to respond to prisoners' needs in a manner that will enable their eventual social reintegration. The classification and categorization of prisoners are essential to decide on their allocation to a suitable prison, unit or cell, and together with the findings of their risk and needs assessment; provide the basis for the development of individualized sentence plans. However, the Prison Service of Kyrgyzstan does not have an effective risk and needs assessment or classification system in place, and mainly relies on the decision of courts that identify the prison regime and security type of the facilities, where prisoners are accommodated, primarily based on the severity of the crime they have committed<sup>22</sup>. The introduction of a proper risk and needs assessment as well as classification system is particularly important in the case of violent extremist prisoners, as any shortcomings in their assessment can have far-reaching and severe consequences both for (other) prisoners and the public.

Within this overall context, the target group for this output is penitentiary staff with a focus on those employed in the abovementioned prisons for violent extremist offenders. Prison officers will also be targeted in relation to activities aimed at preventing radicalization to violence among the general prison population. Selection of prisons will be made based on the outcomes of security audits and risk and needs assessment findings.

This output will also target the management of the Prison Service and high-level officials and decision makers to advocate for a clear legal basis and procedural framework for the detention and management of violent extremist prisoners which complies with obligations under international and national law. Finally, this output will underpin the State Programme on Combating Extremism and Terrorism in Kyrgyzstan and its Action Plan for 2017-2022<sup>23</sup> related to the need for research on causes for radicalization and improved opportunities for the social reintegration of violent extremist offenders (vocational training, employment opportunities, post-penitentiary supervision etc. as per points 1.1. 5.1, 5.2 and 5.3 of the Action Plan).

### **Activities:**

Activity 1.1: Convene a high-level dialogue platform to share promising international practices and to develop concrete measures for the prevention of radicalization to violence in prisons.

Activity 1.2: Provide expert advice on improving the applicable legislative framework and policies on the prevention of radicalization to violence in prisons and on the management of violent extremist prisoners, including women and children

Activity 1.3: Facilitate needs assessment on the capacities and skills of prison officials to recognize violent extremist behavior (including its differentiation from religious practice), profile recruiters and vulnerable individuals and manage them safely within the prison setting.

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<sup>22</sup> Criminal Procedural Code of the Kyrgyz Republic, with changes and amendments as of 28.07.2017, Article 312. [http://online.adviser.kg/Document/?doc\\_id=30241915](http://online.adviser.kg/Document/?doc_id=30241915)

<sup>23</sup> State Programme on Combating Extremism and Terrorism in Kyrgyzstan for 2017-2022 endorsed by the Government Resolution #394 as of 21 June 2017 <http://cbd.minjust.gov.kg/act/view/ru-ru/100104> and its Action Plan endorsed by the Government Resolution #414-p as of 20 September 2017

Activity 1.4: Support the institutionalization of prison staff capacity development on the management of violent extremist prisoners and the prevention of radicalization to violence in prisons as part of the curriculum of the Prison Service Training Centre, including by developing a computer-based learning course.

Activity 1.5: Build the capacity of the existing pool of trainers and roll out training for different categories of prison staff (e.g. operative staff, psychologists, social workers) applying UNODC's "Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons" and in line with the United Nations Standard Minimum Rules for the Treatment of Prisoners ("the Nelson Mandela Rules") and the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders ('the Bangkok Rules')<sup>24</sup>.

Activity 1.6: Facilitate roll-out of the unified risk and needs assessment as well as classification system for violent extremist prisoners by developing guidelines/methodological tools and training prison staff on electronic prisoner file management and security auditing.

Activity 1.7: Design disengagement from violence/rehabilitation programmes for violent extremist prisoners and provide related mentoring support on faith-based, psychological, cultural and sports-based interventions, legal aid and contacts with the outside world.

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

In June 2017, the Government of the Kyrgyz Republic adopted a new Programme on Countering Extremism and Terrorism for the period from 2017-2022<sup>25</sup>. This Programme complements the abovementioned Defense Council decision and calls for action to improve preventive work aimed at ensuring the social reintegration of violent extremist offenders who serve non-custodial sanctions and those who are released from prison following the completion of their prison sentence<sup>26</sup>.

In line with this new State policy, this output will target both probation and police officers who work with this category of offenders during and following the execution of their sentence. Local self-government bodies and local crime prevention, which play a role in the coordination of community partnerships aimed at preventing recidivism and promoting the social reintegration of violent extremist offenders and their families, will also be targeted by the activities within the framework of this output. It is envisaged that 10 municipalities in the northern and southern parts of Kyrgyzstan will benefit from planned interventions. These municipalities will be selected from Batken, Jalalabad, Osh and Chui oblasts which account for approximately 95% of violent extremist offenders on probation. Planned training and other capacity development work under this output will include a focus on gender sensitivity given

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<sup>24</sup> [https://www.unodc.org/pdf/criminal\\_justice/Handbook\\_on\\_VEPs.pdf](https://www.unodc.org/pdf/criminal_justice/Handbook_on_VEPs.pdf)

<sup>25</sup> State Programme on Countering Extremism and Terrorism for the period from 2017-2022  
<http://cbd.minjust.gov.kg/act/view/ru-ru/100104?cl=ru-ru>

<sup>26</sup> Decision of the Defense Council under the President of the Kyrgyz Republic as of 30 April 2016,  
[http://www.president.kg/ru/news/7718\\_reshenie\\_soveta\\_oboronyi\\_o\\_neotlojnyih\\_merah\\_po\\_obespecheniyu\\_funktsionirovaniya\\_ugolovno-ispolnitelnoy\\_sistemyi\\_kyrgyzskoy\\_respubliki/](http://www.president.kg/ru/news/7718_reshenie_soveta_oboronyi_o_neotlojnyih_merah_po_obespecheniyu_funktsionirovaniya_ugolovno-ispolnitelnoy_sistemyi_kyrgyzskoy_respubliki/)

that women account for approximately 20% of all violent extremist offenders serving non-custodial sentences. This Output will promote the different roles of women and girls as critical stakeholders in countering violent extremism and identify gender dynamics in radicalization leading to terrorism and preventing it among women and girls.

The planned interventions under this output will have the additional benefit of supporting the judicial reform process in the country, which received support from previous peacebuilding interventions under the 2013-2016 Priority Plan, resulting in the adoption of new criminal legislation, including a new Law on Probation<sup>27</sup>, which facilitate the increased application of alternative forms of punishment to incarceration, including for women and children. At present, work is in progress to develop secondary legislation on the functioning of a new probation service, which will have a stronger focus on social support. This output can advance this process with a focus on strengthening the capacity of the probation service to engage with violent extremist offenders and their families and working with the police to prevent the spread of violent extremist ideas that could lead to violence in the broader community.

Finally, this output will strengthen the capacity of relevant state and non-state actors in the implementation of the State Programme on Combating Extremism and Terrorism in Kyrgyzstan and its Action Plan for 2017-2022<sup>28</sup>, with a focus on increasing public awareness on pull factors for radicalization to violence, improving the quality of community initiatives and strengthening intelligence collection and sharing (points 1.1., 2.2., 2.3., 4.1. and 6.1).

### **Activities:**

Activity 2.1: Conduct a needs assessment and public monitoring on the management of male and female violent extremist offenders in open-type prisons and on probation and supervision upon release and support policy development in this area

Activity 2.2: Conduct empirical research that addresses both male and female motivations for joining violent extremism and their terrorist trajectories into and out of violent extremism and terrorism.

Activity 2.3: Develop a training module and implement a capacity-building programme for probation and police officers on the management of violent extremist offenders, including women, their reintegration into society, supervision upon release and the prevention of recidivism

Activity 2.4: Implement a capacity-building programme for local self-government bodies and other relevant community-based stakeholders on gender-sensitive post-release interventions, social support and risk management

Activity 2.5: Develop multi-agency coordination and social partnerships and facilitate information-sharing and joint planning on the prevention of violent extremism among

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<sup>27</sup> Law of the Kyrgyz Republic “On Probation”, No. 34 as of 24 February 2017  
<http://cbd.minjust.gov.kg/act/view/ru-ru/111517>

<sup>28</sup> State Programme on Combating Extremism and Terrorism in Kyrgyzstan for 2017-2022 endorsed by the Government Resolution #394 as of 21 June 2017 <http://cbd.minjust.gov.kg/act/view/ru-ru/100104> and its Action Plan endorsed by the Government Resolution #414 as of 20 September 2017

vulnerable men and women involving local authorities, the police, local crime prevention centres and civil society

Activity 2.6: Facilitate the development of gender-sensitive interventions aimed at involving the offender's social network in the social reintegration process, with a focus on families, including women and children, in order to avoid their stigmatization and strengthen support for desistance

Activity 2.7: Facilitate the exchange of promising practices on the implementation of mentoring programmes for violent extremist offenders who have expressed a wish to abandon violent extremism, as well as theological, mental health and other social interventions aimed at providing them with positive role models and guidance upon release.

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

Provision of forensic services is regulated by a 2013 Law on Forensic Examination.<sup>29</sup> This Law defines guiding principles for forensic services, basic rights and responsibilities of forensic experts, and basic rules for the provision of forensic services in court proceedings.

The main provider of forensic services in Kyrgyzstan to date has been the State Forensics Centre under the Ministry of Justice, which handles 80% of cases requiring forensic evidence.

In line with a Presidential Decree on law enforcement reform issued in 2016<sup>30</sup>, the Government of the Kyrgyz Republic has this year established a unified State Forensic Service<sup>31</sup>, which merges the State Forensics Centre with various other laboratories. This output will target this new service and its (new) Department for Psycholinguistic and Religious Expertise, which has recently been set up. This output will support capacity development of forensic experts working in this department and facilitate institutionalization of a new manual on psycholinguistic and religious, which was adopted by the Forensic Centre earlier this year. The provision of human rights-compliant expertise is expected to enhance adherence to fair trial standards in terrorism and extremism related cases, increase public trust in the administration of justice, and reduce grievances among offenders, which may lead to radicalization to violence during imprisonment and upon release.

### **Activities:**

Activity 3.1: Provide legal advice to bring legislation governing the provision of forensic expertise in terrorism and extremism related cases in line with international standards

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<sup>29</sup> LA won Forensic Examination in Kyrgyzstan, # 100, June 24, 2013 <http://cbd.minjust.gov.kg/act/view/ru-ru/203908?cl=ru-ru>

<sup>30</sup> Presidential Decree "On measures to reform the system of law enforcement agencies of the Kyrgyz Republic", #161, July 18, 2016 <http://cbd.minjust.gov.kg/act/view/ru-ru/69165>

<sup>31</sup> Government Resolution "On establishment of the State Forensic Service under the Government of the Kyrgyz Republic", 14 July 2017, № 432, <http://cbd.minjust.gov.kg/act/view/ru-ru/100158>

Activity 3.2: Implement a capacity building programme for forensic experts on the provision of psycho-linguistic and religious expertise in terrorism and extremism related cases, including through training, mentoring, methodological support and technical assistance

Activity 3.3: Facilitate strengthened cooperation and coordination between the State Forensics Service, law enforcement and judicial bodies to ensure proper requests for and management of forensic expertise in terrorism and extremism related cases.

Activity 3.4: Establish a quality control and management system for the provision of psycho-linguistic and religious expertise.

**b) Budget:**

Funds transfers will be made in two performance-based tranches. Tranche two will be released upon authorization by PBF that the following benchmarks or conditions have been met:

1. Evidence of expenditure of 80% of the first tranche
2. Completion of baseline survey
3. On time uploading to MPTFO Gateway of all required reports

Milestones envisaged during the implementation of the first tranche include endorsement of 4 laws and/or policies on prevention of radicalization to violence and management of violent extremist offenders and their effective application in at least 3 prisons and 10 probation offices.

**Table 2: Project Output/Activity Budget**

Outcome: Penitentiary and probation officers as well as the police and forensic experts are able to prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards					
Output number	Output names	Output budget by RUNO	Amount allocated to Gender Equality and Women's Empowerment	UN budget category (see table below for list of categories)	Any remarks (e.g. on types of inputs provided or budget justification)
Output 1	Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalization to violence in	UNODC - 764,000\$	UNODC - 137,520\$	Staffing, Supplies, commodities, materials, Equipment, Contractual services, Transfers and grants to counterparts, Travel	

	prisons as well as on disengagement interventions for violent extremist offenders				
Output 2	Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism	UNODC – 394,000\$ UNDP – 350,000\$	UNODC – 185,180\$ UNDP – 164,500\$	Staffing, Supplies, commodities, materials, Equipment, Contractual services, Transfers and grants to counterparts, travel	
Output 3	Forensic experts provide high-quality expertise in terrorism and extremism related cases	UNODC – 250,000\$	UNODC – 40,000\$	Supplies, commodities, materials, Equipment, Contractual services, travel	
TOTAL		1,758,000 \$	527,200 \$		

**Table 3: Project budget by UN categories**

CATEGORIES	UNODC		UNDP		Total in USD
	T1 in USD	T2 in USD	T1 in USD	T2 in USD	
1. Staff and other personnel	238,980	102,420	44,033.5	18,871.5	404,305
2. Supplies, Commodities, Materials	70,000	30,000	7,000	3,000	110,000
3. Equipment, Vehicles, and Furniture (including Depreciation)	84,000	36,000	7,000	3,000	130,000
4. Contractual services	308,000	132,000	50,540	21,660	512,200
5. Travel	21,000	9,000	10,500	4,500	45,000
6. Transfers and Grants to Counterparts	70,000	30,000	91,000	39,000	230,000
7. General Operating and other Direct Costs	80,142	34,346	14,000	6,000	134,488
8. M&E Measures	49,000	21,000	4,900	2,100	77,000
<b>Sub-Total Project Costs</b>	<b>921,122</b>	<b>394,766</b>	<b>228,973.5</b>	<b>98,131.5</b>	<b>1,642,993</b>
8. Indirect Support Costs*	64,478	27,634	16,026.5	6,868.5	115,007
<b>TOTAL</b>	<b>985,600</b>	<b>422,400</b>	<b>245,000</b>	<b>105,000</b>	<b>1,758,000</b>

\* The rate shall not exceed 7% of the total of categories 1-7, as specified in the PBF MOU and should follow the rules and guidelines of each recipient organization. Note that Agency-incurred direct project implementation costs should be charged to the relevant budget line, according to the Agency's regulations, rules and procedures.

<b>Project Budget Summary by Project Outcomes and Outputs</b>		<b>UNODC</b>	<b>UNDP</b>	<b>TOTAL</b>
<b>Project Output 1</b>		<b>\$460,000</b>	<b>\$0</b>	<b>\$460,000</b>
	<b>Activity 1.1</b>	\$70,000		\$70,000
	<b>Activity 1.2</b>	\$70,000		\$70,000
	<b>Activity 1.3</b>	\$70,000		\$70,000
	<b>Activity 1.4</b>	\$70,000		\$70,000
	<b>Activity 1.5</b>	\$80,000		\$80,000
	<b>Activity 1.6</b>	\$64,300		\$64,300
	<b>Activity 1.7</b>	\$35,700		\$35,700
<b>Project Output 2</b>		<b>\$194,488</b>	<b>\$257,200</b>	<b>\$451,688</b>
	<b>Activity 2.1</b>	\$30,000	\$30,000	\$60,000
	<b>Activity 2.2</b>	\$30,000	\$30,000	\$60,000
	<b>Activity 2.3</b>	\$30,000	\$49,300	\$79,300
	<b>Activity 2.4</b>	\$30,000	\$49,300	\$79,300
	<b>Activity 2.5</b>	\$30,000	\$49,300	\$79,300



	<b>Activity 2.6</b>	\$24,488	\$49,300	\$73,788
	<b>Activity 2.7</b>	\$20,000	0	\$20,000
<b>Project Output 3</b>		<b>\$250,000</b>	<b>\$0</b>	<b>\$250,000</b>
	<b>Activity 3.1</b>	\$100,000		\$100,000
	<b>Activity 3.2</b>	\$50,000		\$50,000
	<b>Activity 3.3</b>	\$50,000		\$50,000
	<b>Activity 3.4</b>	\$50,000		\$50,000
<b>M&amp;E Measures</b>		<b>\$70,000</b>	<b>\$7,000</b>	<b>\$77,000</b>
	<b>Independent Final Evaluation</b>	\$35,000	\$0	\$35,000
<b>Staff and other personnel cost</b>		<b>\$341,400</b>	<b>\$62,905</b>	<b>\$404,305</b>
<b>Sub-Total</b>		<b>\$1,315,888</b>	<b>\$327,105</b>	<b>\$1,642,993</b>
<b>Indirect support costs (not exceed 7%)</b>		<b>\$92,112</b>	<b>\$22,895</b>	<b>\$115,007</b>
<b>TOTAL PROJECT COST</b>		<b>\$1,408,000</b>	<b>\$350,000</b>	<b>\$1,758,000</b>

c) **Capacity of RUNO(s) and implementing partners:**

The United Nations Office on Drugs and Crime (UNODC) will act as lead agency for this project given its mandates in the field crime prevention and criminal justice reform on the one hand, and on terrorism prevention on the other (in addition to the fight against organized crime, illicit trafficking, drug prevention, health and anti-corruption). Within the UN system, UNODC acts as the guardian of the United Nations Standard Minimum Rules for the Treatment of Prisoners (“the Nelson Mandela Rules”). The Office has the mandate to assist countries in managing their prison systems in line with the rules, as well as in implementing non-custodial sanctions and measures in compliance with other UN standards and norms in crime prevention and criminal justice.

With regards to the specific manifestation of violent extremism in prisons, UNODC has proactively taken the lead, including by publishing the first comprehensive technical guidance manual at the level of the United Nations, namely the UNODC Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons. It is crucial that any efforts in prisons to address violent extremism must not lead to undermining human rights to which all persons, including violent extremist prisoners, are entitled. Guidance on the management of violent extremist prisoners and the prevention of radicalization to violence in prisons must ensure that any proposed interventions are closely embedded in broader prison reform efforts. Stand-alone disengagement interventions, which are implemented in isolation of the broader prison context, are unlikely to yield positive results if they fail to adhere to international standards and norms. Vulnerability to radicalization to violence is exacerbated in prisons that are overcrowded, understaffed, fail to provide basic services to prisoners, or are otherwise poorly managed.

In addition to prison management, UNODC is also lead agency within the UN providing guidance to Member States on forensic services and infrastructure, including crime scene investigations and forensic laboratory operations. Through its specialized Laboratory and Scientific Section in Vienna and network of field offices, UNODC supports States to improve national forensic capacity and capabilities to meet internationally accepted standards. This

project will benefit from previous assistance provided by UNODC in this area in Kyrgyzstan. This includes construction of new premises and laboratory space, support with strategic planning and preparation for international accreditation.

UNODC has significant peacebuilding experience in the Kyrgyz Republic, including through implementation of the project “Peace and Trust: Equal access to law enforcement and justice”, which addressed the role of the police in peacebuilding and promoted increased public confidence and trust in the police by advocating for increased gender and minority participation and representation in the police; strengthened complaints handling and external monitoring of police performance; and regular dialogue between the police, LSGs and local communities.

Jointly with UNFPA, UNDP and UNICEF, UNODC is currently also implementing the project “Women and Girls as Drivers for Peace and Prevention of Radicalization”, which aims at promoting women's and girls' participation and engagement in efforts to prevent violent extremism.

In light of the above, UNODC is well-placed to lead the implementation of this project and the implementation of the related Outcome Area of the Priority Plan, as it has a long-standing working relationship with the authorities in Kyrgyzstan on prison reform and strengthening of forensic services.

The United Nations Development Programme (UNDP), which partners with UNODC on this joint project, has a consolidated and well-established experience in working in the field of Governance, Rule of Law and Human Rights in Kyrgyzstan spanning over two decades. In the period 2014-2016 it has already implemented the PBF project denominated “Improving the Rule of Law and Access to Justice for sustainable Peace”. Currently it implements a vast number of projects relating to access to justice for vulnerable groups, improving the state’s ability to implement rule of law reforms and address sexual gender based violence as well as supporting the development of an inclusive parliamentary democracy in the country. The existence of these ongoing projects represents an asset in terms of well-established relations with governmental authorities and civil society and offers opportunities for synergies maximizing the impact of the interventions.

**Table 4: Overview of RUNO funding in the country**

	<b>RUNO 1: NAME</b>	<b>Key Source of Funding (government, donor etc)</b>	<b>Annual Regular Budget in \$</b>	<b>Annual emergency budget (e.g. CAP)</b>
Previous calendar year	UNODC	Donor	3.6 mln	
Current calendar year	UNODC	Donor	2.6 mln	
Previous calendar year	UNDP	Donor	33 mln	

Current calendar year	UNDP	Donor	32.6 mln	
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### III. Management and coordination

#### a) Project management:

**The Joint Steering Committee (JSC)**, established by an order of the President of the Kyrgyz Republic, will oversee overall project implementation and guidance. By the President’s order, the JSC consists of 28 individuals representing government structures and commissions, non-governmental organizations, and UN agencies. The JSC is co-chaired by the Head of the Office of the President of the KR and the UN Resident Coordinator to ensure project implementation coherently and timely.

**The Secretariat of the JSC** will also lead monitoring and evaluation processes, ensuring commitment, coordination and support to all implementing partners. Day-to-day management and implementation of the project will be arranged by respective UN agencies’ staff.

**UNODC** will serve as lead agency for the coordination of the project. Project coordination meetings will be organized at least quarterly to ensure adequate coordination between RUNOs and implementing partners and update on the implementation of project. The project can also benefit from relevant existing coordination mechanisms in the area of prison reform, such as the Coordination Council on Prison Reform, which was initiated by UNODC and continues to be managed and coordinated directly by the Prison Service.

The RUNOs will coordinate implementation of activities at community level, including with other counterparts operating in the project locations including Search for Common Ground, Saferworld, International Alert and other partners working on PVE. RUNOs will take part in PPP outcome meetings organized by the PBF secretariat to improve coordination with other PBF projects and ensure information exchange.

#### b) Risk management:

**Table 5 – Risk management matrix**

<b>Risks to the achievement of PBF outcomes</b>	<b>Likelihood of occurrence (high, medium, low)</b>	<b>Severity of risk impact (high, medium, low)</b>	<b>Mitigating Strategy (and Person/Unit responsible)</b>
Political and social unrest	medium	High	RUNOs will constantly work with the government partners UN Agencies, donors, civil society and monitor situation on the ground.

Regular turnover of relevant staff at management and working levels and lack of motivation among prison staff to engage in capacity development activities	high	low	RUNOs will organise regular coordination meetings, including high level dialogue and working level meetings to advance project implementation and work with relevant units and the Prison Service Training centre to institutionalise capacity development. The latter will involve including relevant training courses in the official curriculum and offering certification upon completion of relevant training, which can improve chances for career advancement
Lack of access to information on violent extremist prisoners	medium	medium	RUNOs will submit official requests for data through diplomatic channels; discuss and agree research methodologies and data collection needs with the Prison Service at an early stage; cooperate with oversight bodies, which have a mandate to conduct monitoring, such as the Ombudsman Institution and the Prison Service Oversight Council
Lack of access to prisons	low	High	RUNOs will submit official requests for prison visits through diplomatic channels; discuss and agree the schedule for prison visits and obtain necessary approvals at an early stage; work through existing coordination mechanisms, such as the Coordination Council on Prison Reform, which was created under the auspices of UNODC in 2010 and continues to function under the leadership of the Prison Service.
Lack of motivation among prisoners to engage in rehabilitation interventions	medium	Medium	RUNOs will implement rehabilitation programmes on a voluntary basis with interested prisoners, build capacity of social workers and psychologists and involve the external expert

			community to engage with this group of prisoners
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**c) Monitoring & Evaluation:**

Monitoring and evaluation of the project will be coordinated by the PBF Secretariat, led by a Project Manager and M&E Specialist. A base and end-line survey is foreseen and will be arranged in a centralized manner through the PBF Secretariat. The independent final evaluation is included in the budget and will be conducted six months prior to the completion of the project. The budget for this exercise is 35,000 USD.

Monitoring, reporting and evaluation of the project will follow the PBF monitoring and evaluation arrangements as outlined in the PBF Guidelines. The project’s Results Framework provides a basis for project monitoring. During the first three months of project implementation RUNOs will develop an M&E plan with a clear division of responsibilities and timeframe. At the beginning of the project, RUNOs will carry out baseline assessment to identify baseline data for the project. This will be done based on already available needs assessments on the management of violent extremist prisoners and new studies on the management of violent extremist offenders on probation and in open-type prisons planned within the framework of this project.

Data collection on project implementation will be coordinated through the UNODC M&E Officer who will work with UNDP colleagues, the Prison Service and other implementing partners to report against the common results framework of the project. Data collection will be based on official requests for statistical data, regular field visits to pilot prisons and other project sites; as well as pre-and post-test results of trainings, which will be analyzed to assess changes in the knowledge, skills and attitudes of participants. Public monitoring is foreseen, which will provide an opportunity to evaluate perception of relevant stakeholders on prevention of violent extremism and track progress in project implementation based on independent views provided by independent oversight mechanisms and civil society organizations.

Quarterly meetings with implementing partners to review monitoring results will be held to inform project implementation. Meetings to monitor progress of project implementation identify project progress against the outputs and indicators will be held in the middle of the project implementation and recommend changes and adjustments.

**d) Administrative arrangements** (This section uses standard wording – please do not remove)

The UNDP MPTF Office serves as the Administrative Agent (AA) of the PBF and is responsible for the receipt of donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports and the submission of these to the PBSO and the PBF donors. As the Administrative Agent of the PBF, MPTF Office transfers funds to RUNOS on the basis of the signed Memorandum of Understanding between each RUNO and the MPTF Office.

## **AA Functions**

On behalf of the Recipient Organizations, and in accordance with the UNDG-approved “Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds” (2008), the MPTF Office as the AA of the PBF will:

- Disburse funds to each of the RUNO in accordance with instructions from the PBSO. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the PBSO along with the relevant Submission form and Project document signed by all participants concerned;
- Consolidate narrative reports and financial statements (Annual and Final), based on submissions provided to the AA by RUNOS and provide the PBF consolidated progress reports to the donors and the PBSO;
- Proceed with the operational and financial closure of the project in the MPTF Office system once the completion is notified by the RUNO (accompanied by the final narrative report, the final certified financial statement and the balance refund);
- Disburse funds to any RUNO for any costs extension that the PBSO may decide in accordance with the PBF rules & regulations.

## **Accountability, transparency and reporting of the Recipient United Nations Organizations**

Recipient United Nations Organizations will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each RUNO in accordance with its own regulations, rules, directives and procedures.

Each RUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent from the PBF account. This separate ledger account shall be administered by each RUNO in accordance with its own regulations, rules, directives and procedures, including those relating to interest. The separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives and procedures applicable to the RUNO.

Each RUNO will provide the Administrative Agent and the PBSO (for narrative reports only) with:

- Bi-annual progress reports to be provided no later than 15 June;
- Annual progress reports to be provided no later than 15 November;
- Final (end of project) narrative reports, to be provided no later than three months after the operational closure of the project;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, to be provided no later than four months (30 April) after the end of the calendar year;

- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

### **Ownership of Equipment, Supplies and Other Property**

Ownership of equipment, supplies and other property financed from the PBF shall vest in the RUNO undertaking the activities. Matters relating to the transfer of ownership by the RUNO shall be determined in accordance with its own applicable policies and procedures.

### **Public Disclosure**

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent's website (<http://mptf.undp.org>).

**Annex A: Project Summary (to be submitted as a word document to MPTF-Office)**



**PEACEBUILDING FUND  
PROJECT SUMMARY**

<b>Project Number &amp; Title:</b>	PBF/ Support to the prevention of radicalization to violence in prisons and probation settings in the Kyrgyz Republic
<b>Recipient UN Organization:</b>	UNODC, UNDP
<b>Implementing Partner(s):</b>	Presidential Administration, Government Administration, Security Council, Prison Service and its Training Centre, Probation Service and Police Departments, Ministry of Interior and the Police Academy, State Forensic Service, Public Councils under the Ministry of Interior and Prison Service, Local self-government bodies, local crime prevention centres, including women’s committees, in selected districts, Civil society organizations
<b>Location:</b>	Selected prisons <sup>32</sup> , probation offices <sup>33</sup> , central and regional forensics units and 10 municipalities in northern and southern parts of Kyrgyzstan <sup>34</sup>
<b>Approved Project Budget:</b>	Peacebuilding Fund: 1,758,000 USD  1st tranche – 1,230,600 2nd tranche – 527,400  UNODC - 1,408,000 USD 1st tranche – 985,600 2nd tranche – 422,400  UNDP – 350,000 USD 1st tranche – 245,000 2nd tranche – 105,000

<sup>32</sup> There are currently 33 prisons in Kyrgyzstan. 70% of these are located in the northern Chuy province. This project will target at least 3 closed-type prisons, which have been identified by authorities to accommodate violent extremist prisoners. In addition, the project will focus on prevention of radicalization to violence among the general prison population in selected other prisons. These may include prisons in Southern provinces, such as the pre-trial detention facility in Osh and a closed-type prison in Jalalabad.

<sup>33</sup> Violent extremist offenders are mostly on probation in Osh, Jalalabad, Batken and Chui provinces. Hence, probation offices will be selected from these locations.

<sup>34</sup> To be selected based on coordination and synergies with work planned under outcome 1 and 3 of the Peacebuilding Priority Plan.



<b>Duration:</b>	<b>Planned Start Date:</b> 15 December 2017	<b>Planned Completion:</b> 14 December 2020
<b>Brief project Description:</b>	The aim of this project is to reduce vulnerability to violent extremism in the Kyrgyz Republic by supporting national efforts to a) prevent radicalization to violence in prisons, b) improve the governance of the penitentiary system and probation services to manage violent extremist offenders, and c) implement community policing and engagement strategies to prevent further progression to violent extremism, and d) strengthen forensic services in terrorism and extremism related cases in order to ensure adherence to fair trial standards.	
<b>Project Outcomes:</b>	Outcome 2. Penitentiary and probation officers as well as the police and forensic experts are able to prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards offenders	
<b>PBF Focus Area:</b>	Priority Area 1: Support the implementation of peace agreements and political dialogue (1.2. RoL)	
<b>Gender marker:</b>	2 - gender equality as a significant objective.	
<b>Key Project Activities:</b>	<p><b>Output 1: Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalization to violence in prisons as well as on disengagement interventions for violent extremist offenders</b></p> <p>Activity 1.1: Convene a high-level dialogue platform to share promising international practices and to develop concrete measures for the prevention of radicalization to violence in prisons</p> <p>Activity 1.2: Provide expert advice on improving the applicable legislative framework and policies on the prevention of radicalization to violence in prisons and on the management of violent extremist prisoners, including women and children</p> <p>Activity 1.3: Facilitate needs assessment on the capacities and skills of prison officials to recognize violent extremist behavior (including its differentiation from religious practice), profile recruiters and vulnerable individuals and manage them safely within the prison setting</p> <p>Activity 1.4: Support the institutionalization of prison staff capacity development on the management of violent extremist prisoners and the prevention of radicalization to violence in prisons as part of the curriculum of the Prison Service Training Centre, including by developing a computer-based learning course</p> <p>Activity 1.5: Build the capacity of the existing pool of trainers and roll out training for different categories of prison staff (e.g. operative staff, psychologists, social workers) applying UNODC’s “Handbook on the Management of Violent Extremist Prisoners and the Prevention of</p>	

Radicalization to Violence in Prisons” and in line with the United Nations Standard Minimum Rules for the Treatment of Prisoners (“the Nelson Mandela Rules”) and the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (‘the Bangkok Rules’) <sup>35</sup>

Activity 1.6: Facilitate roll-out of the unified risk and needs assessment as well as classification system for violent extremist prisoners by developing guidelines/methodological tools and training prison staff on electronic prisoner file management and security auditing

Activity 1.7: Design disengagement from violence/rehabilitation programmes for violent extremist prisoners and provide related mentoring support on faith-based, psychological, cultural and sports-based interventions, legal aid and contacts with the outside world

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

Activity 2.1: Conduct a needs assessment and public monitoring on the management of male and female violent extremist offenders in open-type prisons and on probation and supervision upon release and support policy development in this area

Activity 2.2: Conduct empirical research that addresses both male and female motivations for joining violent extremism and their terrorist trajectories into and out of violent extremism and terrorism

Activity 2.3: Develop a training module and implement a capacity-building programme for probation and police officers on the management of violent extremist offenders, including women, their reintegration into society, supervision upon release and the prevention of recidivism

Activity 2.4: Implement a capacity-building programme for local self-government bodies and other relevant community-based stakeholders on gender-sensitive post-release interventions, social support and risk management

Activity 2.5: Develop multi-agency coordination and social partnerships and facilitate information-sharing and joint planning on the prevention of violent extremism among vulnerable men and women involving local authorities, the police, local crime prevention centres and civil society

<sup>35</sup> [https://www.unodc.org/pdf/criminal\\_justice/Handbook\\_on\\_VEPs.pdf](https://www.unodc.org/pdf/criminal_justice/Handbook_on_VEPs.pdf)

Activity 2.6: Facilitate the development of gender-sensitive interventions aimed at involving the offender's social network in the social reintegration process, with a focus on families, including women and children, in order to avoid their stigmatization and strengthen support for desistance

Activity 2.7: Facilitate the exchange of promising practices on the implementation of mentoring programmes for violent extremist offenders who have expressed a wish to abandon violent extremism, as well as theological, mental health and other social interventions aimed at providing them with positive role models and guidance upon release

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

Activity 3.1: Provide legal advice to bring legislation governing the provision of forensic expertise in terrorism and extremism related cases in line with international standards

Activity 3.2: Implement a capacity building programme for forensic experts on the provision of psycho-linguistic and religious expertise in terrorism and extremism related cases, including through training, mentoring, methodological support and technical assistance

Activity 3.3: Facilitate strengthened cooperation and coordination between the State Forensics Service, law enforcement and judicial bodies to ensure proper requests for and management of forensic expertise in terrorism and extremism related cases

Activity 3.4: Establish a quality control and management system for the provision of psycho-linguistic and religious expertise

**Annex B – PRF Project Results Framework**

<b>Country name:</b> Kyrgyz Republic						
<b>Project Effective Dates:</b> 15 December 2017 – 14 December 2020						
<b>Brief Theory of Change:</b> If sound forensic expertise is used to adjudicate terrorism and extremism related crimes, if adequate measures for the prevention of radicalization to violence are applied in prisons and probation settings, violent extremist offenders are adequately assessed, confined and/or supervised according to the risks they present, and if disengagement and social reintegration services are provided, then the forensic service, the prison and probation system, as well as the police and community services can effectively contribute to the prevention of radicalization to violence in Kyrgyzstan						
Outcomes	Outputs	Indicators	Means of Verification	Year 1	Year 2	Milestones
<b>Outcome Statement:</b> Penitentiary and probation officers as well as the police are able to prevent and address radicalization to violence by ensuring adequate safeguards in compliance with national law and international standards, and enhance the provision of measures aimed at the rehabilitation and social reintegration of violent extremist offenders		<b>Outcome Indicator (a)</b> Recidivism rate among violent extremist offenders Baseline: Over 50% Target: 10% decrease by 2020	General Prosecutor’s Office data, judiciary statistics, Prison Service data			
		<b>Outcome Indicator (b)</b> Ratio of violent extremist offenders enjoying social and economic rights (enrolled in educational institutions, employed, etc.) to the total number of VEPs Baseline: TBD Target: 15% (at least 3% women) increase by 2020	Official statistics and Prison Service data, independent evaluation data			

		<p>Outcome Indicator (c)  Perception of key stakeholders (e.g. experts in the area, civil society, human rights organizations) on adherence to fair trial standards in terrorism and extremism related cases as a result of forensic examinations in line with national and international standards  Baseline: TBD  Target: 20% increase in average score by 2020</p>	Survey data														
	Output 1: Penitentiary staff enhance their expertise on addressing violent extremism in prisons by developing methodologies for the prevention of radicalization to violence in prisons as well as on disengagement interventions for violent extremist offenders	<p>Output Indicator 1.1.  Number of laws and policies on prevention of radicalisation to violence and management of violent extremist offenders endorsed  Baseline: 0  Target: Up to 5 by 2020</p>	Legislation/policies Project records/ monitoring reports														
		<p>Output Indicator 1.2.  Number of prison staff effectively applying new policies and procedures in management of violent extremist prisoners.  Baseline: 0  Target: 200 persons (100 % of staff) working with violent</p>	Prison Service Training Centre records, training reports, monitoring reports and independent evaluation data														

		extremist prisoners ( <i>15 % female staff</i> ) by 2018																	
		Output Indicator 1.3. Number of individualized sentencing plans developed for violent extremist prisoners based on risk assessment and classification Baseline: 0 Target: 200 sentencing plans ( <i>at least 50 plans for women offenders</i> ) by 2020	Prison Service data, monitoring reports and independent evaluation data																
		Output Indicator 1.4. Number of violent extremist offenders and members of their families involved in social reintegration programmes Baseline: 0 Target: 150 persons ( <i>at least 50 women</i> ) by 2020	Prison Service and local municipalities data, monitoring reports and independent evaluation data																
	Output 2: Probation staff and police officers facilitate the social reintegration of violent extremist offenders into the community and promote community partnerships to prevent violent extremism	Output Indicator 2.1. Number of vulnerable persons who benefited from community initiatives to prevent extremism and recidivism Baseline: 0 Target: 250 (at least 30% women) by 2020	Reports and data collected from criminal executive inspections, police departments, local authorities, local crime prevention centres, civil society, monitoring reports and independent evaluation data																
		Output Indicator 2.2.	Probation service reports, training																

		<p>Number of probation offices effectively applying new policies to manage violent extremist offenders and prevent violent extremism and recidivism</p> <p>Baseline: 0 Target: 10 probation offices by 2019</p>	<p>reports, monitoring reports and independent evaluation data</p>											
		<p>Output Indicator 2.3. Percentage of duty bearers and rights holders who believe that community initiatives contribute to prevention of extremism and recidivism</p> <p>Baseline: TBD Target: 15% increase in perception that community initiatives are effective by 2020</p>	<p>Survey results, monitoring reports and independent evaluation data</p>											
	Output 3: Forensic experts provide high-quality expertise in terrorism and extremism related cases	<p>Output Indicator 3.1. Number of forensic examinations conducted by the State Forensic Service in relation to terrorism and extremism related crimes in line with national and international standards</p> <p>Baseline: 0 Target: TBD</p>	<p>State Forensic Service data, monitoring reports and independent evaluation data</p>											

		<p>Output Indicator 3.2.  Number of forensics experts effectively applying new methodological guidance on provision of psycholinguistic and religious expertise</p> <p>Baseline: 0  Target: 100% (15% women) by 2019</p>	<p>State Forensic Service data, training reports data, monitoring reports and independent evaluation data</p>										
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