

JOINT PLANS

AS A SOCIAL PARTNERSHIP TOOL
IN PUBLIC SECURITY PROVISION AND PREVENTION
OF OFFENCES AT LOCAL LEVEL



BRIEFING #6
"CO-SECURITY" POLICY BRIEFING SERIES

реф  омы
И РЕЗУЛЬТАТ

This analytical document is the sixth one in the series “Co-Security Analytics” published by Civic Union “For Reforms and Results” in cooperation with Saferworld.

This report is an analysis of the experience in maintaining social partnership through joint planning, accumulated by the Civic Union and partner organizations. The information presented in the report is based on data from focus groups, interviews and analysis of previous studies. The document is intended for all interested parties in promoting and developing joint planning approaches in Kyrgyzstan.

The authors express gratitude to the partners of Civic Union “For Reforms and Results”, who contributed help in the field research. Special thanks to our respondents who took part in this research.

Other analytical documents of the Civic Union can be found on the page <http://www.reforma.kg/article/vsya-analitika>



UNITED STATES
INSTITUTE OF PEACE
Making Peace Possible

This publication is published with the technical assistance of the United States Institute of Peace.

“The opinions, findings, and conclusions or recommendations expressed in this publication are those of the authors and do not necessarily reflect the views of the United States Institute of Peace.”



SAFERWORLD
PREVENTING VIOLENT CONFLICT. BUILDING SAFER LIVES

This report is developed within the joint project “Promoting people-focused approaches to security provision throughout Kyrgyzstan”. All findings and conclusions of this publication belong authors and do not necessarily express the view of Saferworld

JOINT PLANS

**AS A SOCIAL PARTNERSHIP TOOL
IN PUBLIC SECURITY PROVISION AND PREVENTION
OF OFFENCES AT LOCAL LEVEL**

**BRIEFING #6
“CO-SECURITY” POLICY BRIEFING SERIES**

WRITING TEAM AND RESEARCH GROUP:

**Anna Zubenko, Timur Shaikhutdinov, Samara Papieva
Urmat Kazakbaev, Sanzhar Alimzhanov,
Galina Davletbaeva**



**Civic Union «For Reforms and Results»
Bishkek, 2017**

CONTENTS

Introduction	3
Research methodology	5
Typical situation with social partnership on public order at the local level	8
Joint plans in practice	9
§ 1. General information and main stages	10
§ 2. Social partnership through joint plans for ensuring public security.	
Assessment of contributions, effect and changes	12
§ 3. Difficulties in implementation of joint plans	15
§ 4. Success factors	17
Conclusions	20
Recommendations	21
Appendix	22

LIST OF ABBREVIATIONS

ADPO	– authorized district police officer
IAB	– internal affairs bodies
JP	– Juvenile police
LCPC	– Local Crime Prevention Center
LSG	– local self-government, local government bodies
NGO	– non-governmental organization
SARA	– A problem-solving model proposed by John Eck and William Spelman - scanning, analysis, response, assessment.
TC	– Territorial council
UNODC	– United Nations Office on Drugs and Crime
VPP	– voluntary people's patrol

Joint Security is a neologism formed from the full phrase “joint provision of public security”, proposed by the Civic Union “For Reforms and Results” to denote philosophy, a set of norms and practices aimed at establishing and maintaining interaction between law enforcement agencies and the public for better security provision with focus on people’s interests. In foreign literature, the English term “community policing” being close to the above phrase by meaning, is widely spread.

A joint plan to ensure public security and crime prevention is a plan developed jointly by the population, the police and local government bodies through studying priority security issues. The document shall be approved by the head of the local government, the local council and head of the territorial subdivision of the Internal Affairs Body.

INTRODUCTION

Legislation of the Kyrgyz Republic in the sphere of security envisages participation of various parties both in the prevention of offences and directly in ensuring public order. However, the police are charged with security matters in practice and involvement of other parties therein is limited. With prerequisites of legal foundations for participation in promotion of security, civil society and local government bodies are rarely aware of their role, because they shift responsibility on the internal affairs bodies¹.

Such approach negatively affects the prioritization of solving local security issues. In their work internal affairs bodies focus attention on detection of crimes, while the problems that the local dwellers consider to be the most important to be solved remain unheeded. This, in turn, leads to widening of a gap between the police and the population, increase in distrust in law enforcement agencies and making existing problems worse.

The Civic Union “For Reforms and Results” has been working at changing the current situation over the past few years by realizing that it is impossible to solve security problems only by the police. It is necessary to involve civil society, local government bodies and other stakeholders in discussion and solving specific public security problems. In Kyrgyzstan, this approach is called “Joint security” - joint provision of security and provides for equal participation of various parties in discussion and resolution of local security problems. The Security Strategy was launched by the Civic Union in 2013 to promote effective mechanisms for interaction between the police and the population².

In many foreign countries law enforcement activities were transformed to strengthen the components of crime prevention and social partnership. One of the theoretical justifications was the law-enforcement strategy focused on the needs of communities (Problem-oriented policing - POP). The strategy was presented by Professor Herman Goldstein in 1979 and includes research and analysis of existing security problems and envisages involvement of various parties in resolution of community problems as well³. In 1987, Goldstein’s strategy was extended to the SARE model by John Eck and William Spelman, which is aimed at resolution of problems using the cycle - (1) problem scanning, (2) analysis, (3) response, (4) evaluation of measures undertaken for resolution thereof.

In Kyrgyzstan, attempts to implement progressive approaches are also under way. Such organizations as the Civic Union “For Reforms and Results”, Saferworld, the United Nations Office on Drugs and Crime, the OSCE, the Foundation “For Tolerance International” and others are working in this direction.

It is worth paying attention to the project “Public Security Initiative” implemented in the period from 2010 to 2015 by the OSCE Center in Bishkek. The Project was aimed at strengthening the interaction of law enforcement agencies with the population and establishing the social partnership principles.

Saferworld has been locally working with partners since 2011 to prevent conflicts and solve security problems from the perspective of local communities. For this purpose, working parties on community security (WGCS) were established and are functioning in the communities of the southern regions, which developed action plans for settling conflicts and resolving security issues.

¹ The role of LSG in supporting public security in Kyrgyzstan / U. Kazakbaev, T. Shaikhutdinov, S. Alimzhanov, et al., 4th edition, Civic Union “For Reforms and Results”, Bishkek: 2015.

² Civic Union “For Reforms and Results” starts introduction of mechanisms of interaction between the police and the population in Kyrgyzstan// for.kg
URL: <http://www.for.kg/news-232930-ru.html> (publication date: 18 July 2013)

³ https://en.wikipedia.org/wiki/Problem-oriented_policing#cite_note-what-2

Another time-tested method of cooperation between different parties in public order issues is joint plans for ensuring public safety and preventing of offences. This approach was implemented in 12 municipalities of the country as a part of joint activities of the UNODC and the Civic Union “For Reforms and Results”, where joint plans were developed, approved and partially funded from the local budget⁴. This approach will be extended to the Sverdlovsk district of Bishkek in 2017⁵.

In 2015, the Civic Union together with Saferworld continued to work in 7 municipalities that had previously used the joint planning approach. In those regions they worked to strengthen the capacity of civil society and local government to participate in resolution of security problems.

Joint plans have become one of the effective tools for participation of civil society in maintaining of public security and crime prevention. Further improvement and spreading of this practice directly depends on plans implementation success rate and stability of results obtained. For those territories that have already tested the given approach, successful implementation will become a recipe for work continuation, and for settlements that have not yet used joint plans to solve security problems - the reason for adoption the best practices. In this regard, it is important to analyze what factors contribute to successful implementation of joint plans and what difficulties arise at each stage of its development and implementation.

If options on ensuring the social mobilization and partnership with regard to security issues are available at the local level, then cooperation does not have an institutional basis and is carried out sporadically, from case to case, at the regional and national levels. To fill in these gaps, the Civic Union intends to develop and present a forward-looking model of joint planning at three levels - local, regional and national - in 2017.

In August-November 2016, with the support of Saferworld, the Civic Union “For Reforms and Results” studied forms of social partnership on public order and prevention of offences using the joint planning approach. The study was conducted in pilot areas covered by joint activities of the Civic Union and Saferworld, as well as in other municipalities enjoying experience in joint plans.

This report is analysis of experience of the Civic Union “For Reforms and Results” in developing joint planning approach and of the role of civil society in this process. The document is intended for all parties interested in promoting and developing participatory planning approaches in Kyrgyzstan.

.....
⁴ Security jointly. Results of the program for development of social partnership in maintenance of public order and the prevention of offences. -Bishkek: Civic Union “For Reforms and Results”, the United Nations Office on Drugs and Crime, 2016. - P. 11.
(URL: <http://www.reforma.kg/sites/default/files/analytics/crime-prevention-report-web.pdf>)

⁵ <http://knews.kg/2017/03/v-bishkeke-razrabotayut-plan-obespecheniya-obshchestvennoj-bezopasnosti-i-profilaktiki-pravonarushenij/>

RESEARCH METHODOLOGY

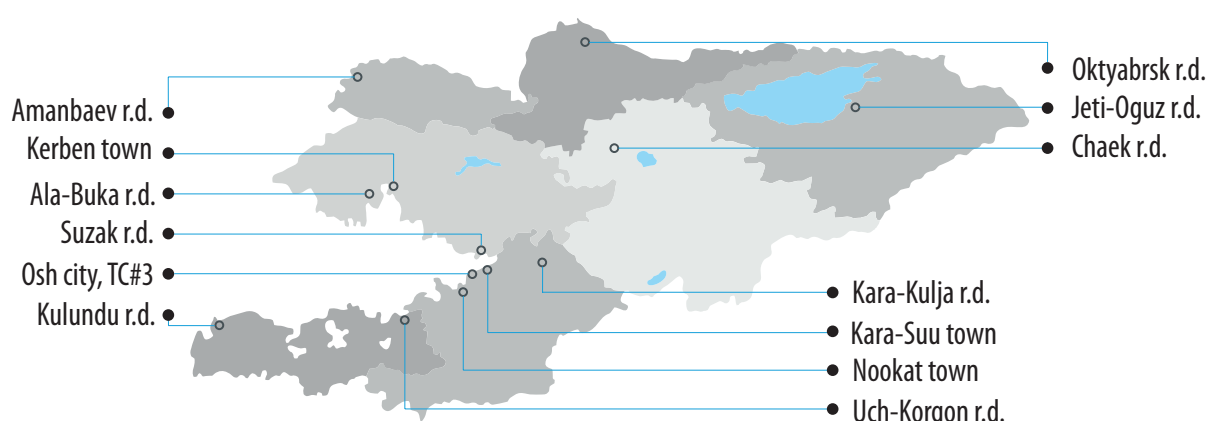
The present research is aimed at studying the **practice of social partnership in considering public security and crime prevention through joint plans to identify success factors, obstacles and opportunities for further spreading.**

In the course of the research, we mainly studied the experience gained by the Civic Union “For Reforms and Results” and partner organizations in 13 municipalities, which are already using the joint planning approach to solve public security problems. In all research-covered municipalities, work has been carried out to strengthen social partnership, strengthen the role of civil society and local government in public security and public order maintenance matters over the last two years.

The research included desk and field phases. As a part of the desk research, there were studied publications and analytical documents available to the public. To describe the prevalent situation involving LSG bodies and the public in public order issues, we used the results of the research “Role of LSG in maintaining public security” (2015)⁶.

Within the framework of the field study, 5 focus groups discussions were held and more than 30 respondents were interviewed, including police officers, representatives of LSGs, civil society, LCPC, education workers, etc.

RESEARCH GEOGRAPHY



⁶ The role of LGB in supporting public security in Kyrgyzstan / U. Kazakbaev, T. Shaikhutdinov, S. Alimzhanov, et al., 4th edition, “For Reforms and Result” Civil Union, Bishkek: 2015

RESEARCH GEOGRAPHY					
Municipality		Initiatives taken in municipality			Information collection methods
1	Ala-Buka rural district, Ala-Buka region	2015-2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research Field research: - focus-group with participation of work team representatives
		2015-2016	Promoting of approaches focused on people's needs in ensuring public security	Civic Union "For Reforms and Results" together with Saferworld	
2	Ananbaev rural district, Kara-Buura region	2015-2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research
3	Zhety-Oguz rural district, Zhety-Oguz region	2015-2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research Field research: - interviews and questionnaires with representatives of IAD, LSG, activists of rural district; - focus-group with civil society representatives; - focus-group with participation of work team representatives
		2015-2016	Promoting of approaches focused on people's needs in ensuring public security	Civic Union "For Reforms and Results" together with Saferworld	
4	Kara-Kulzha rural district, Kara-Kulzha region	2015-2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research
5	Kara-Suu Town, Kara-Suu region	2015-2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research Field research: - focus-group with participation of work team representatives
6	Kerben Town, Akysy region	2015-2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research Field research: - focus-group with participation of work team representatives
		2015-2016	Promoting of approaches focused on people's needs in ensuring public security	Civic Union "For Reforms and Results" together with Saferworld	
7	Kulundu rural district, Leilek region	2015-2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research

RESEARCH GEOGRAPHY					
Municipality		Initiatives taken in municipality			Information collection methods
8	Nokat Town, Nokat region	2015 -2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research Field research: - focus-group with participation of work team representatives
9	Oktyabrsk rural district, Alamedin region	2015 -2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research
10	Osh City, Territorial Council No.3	2015 -2016	Promotion of crime prevention through the SPC (annual work plan of the Sulaiman-Too SPC for the prevention of offences)	The Foundation for Tolerance International in the framework of the USAID's "Effective Public Administration Support Program" (GGPAS)	Desk research Field research: - interviews and questionnaires with representatives of IAD, LSG, activists of rural district; - focus-group with civil society representatives; - focus-group with participation of work team representatives
		2015 -2016	Promoting of approaches focused on people's needs in ensuring public security	Civic Union "For Reforms and Results" together with Saferworld	
11	Suzak rural district, Suzak region	2015 -2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research
12	Uch-Korgon rural district, Kadamjai region	2015 -2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research Field research: - interviews and questionnaires with representatives of IAD, LSG, activists of rural district; - focus-group with civil society representatives; - focus-group with participation of work team representatives
		2015 -2016	Promoting of approaches focused on people's needs in ensuring public security	Civic Union "For Reforms and Results" together with Saferworld	
13	Chaek rural district, Jumgal region	2015 -2016	Program for development of social partnership in maintenance of public order and the prevention of offences	Civic Union "For Reforms and Results" together with the United Nations Office on Drugs and Crime	Desk research Field research: - focus-group with participation of work team representatives
		2015 -2016	Promoting of approaches focused on people's needs in ensuring public security	Civic Union "For Reforms and Results" together with Saferworld	

TYPICAL SITUATION WITH SOCIAL PARTNERSHIP ON PUBLIC ORDER AT THE LOCAL LEVEL

The practice of social partnership abroad called as community policing (proposed translation: “Joint Security”) involves participation of all stakeholders - internal affairs bodies, local government bodies, active part of society - in ensuring public security.

In Kyrgyzstan, this approach is becoming a trend, which attracts interests of officials and is reflected in strategic documents. National Sustainable Development Strategy for the period 2013-2017 suggests that obligations and powers of LSG in maintaining public security should be concretized. However, in practice, this activity is poorly implemented and only the police is responsible for maintaining public order.

In 2015, the Civic Union “For Reforms and Results” studied the role of local government in maintaining public security in Kyrgyzstan⁷, which results showed that local authorities do not always see their active role in security and public order related issues. It can be partly explained by the fact that the legislation defines certain aspects of local governments’ participation in ensuring public security, but does not contain regulatory mechanisms.

Within their territory local government bodies and local state administrations execute overall management of crime prevention and of its entities, hear reports of heads of LCPC concerning the state of preventive work, provide for offences prevention measures in socio-economic development plans and approve complex and other crime prevention programs in accordance with the Law “On prevention of offences”⁸. Participation of LSG bodies in public security is also determined by the KR Law “On local self-government”, where protection of public order is mentioned among matters of local significance related to jurisdiction of local governments⁹. City and village councils are competent for regulating management of matters of local significance¹⁰.

However, the real practice shows that local government bodies participate in public security maintenance mainly by helping IAB - setting of voluntary people’s patrol (VPP), rendering of technical assistance, including purchasing of office equipment and vehicle, acquisition of fuel for administrative vehicles. The research also showed that the financial assistance is not rendered in a consistent manner and is usually made by using municipal funds remained unconsumed at the end of the year¹¹. Respondents told that one of the reasons for such state of affairs is limited financial capacities of local government¹². Currently 82% of village authorities in Kyrgyzstan are subsidized¹³.

When joint planning practice was spread in individual municipalities, local government bodies gradually began to consider their role in public security maintenance more broadly by taking active part in solving local security problems and offences prevention.

⁷ The role of LSG in supporting public security in Kyrgyzstan / U. Kazakbaev, T. Shaikhutdinov, S. Alimzhanov, et al., 4th edition, Civic Union “For Reforms and Results”, Bishkek: 2015

⁸ Article 14 of the KR Law “On prevention of offences in Kyrgyz Republic”

⁹ Article 18 of the KR Law No.101 “On local self-government” dated July 15, 2011

¹⁰ Article 31 of the KR Law “On local self-government”

¹¹ Ibidem

¹² From interview with representatives of the KR MIA Headquarter as a part of the research “Role of LSG in maintaining public security in Kyrgyzstan”

¹³ Bakyt Ryspaev: “80 village authorities in Kyrgyzstan ceased to be dependent on subsidies” // “Kabar” IA
URL: <http://www.kabar.kg/society/full/108354> (publication date: 08 July 2016)

JOINT PLANS IN PRACTICE

In 2015, as a part of the Social Partnership Development Program to maintain public order and prevent offences, the Civic Union “For Reforms and Results” / Alliance of Liberal Youth started activities together with the United Nations Office on Drugs and Crime to introduce joint planning approach in 12 pilot areas of the country. Those activities resulted in taking of joint plans for 2016 in all municipalities¹⁴.

The Civic Union set a coordinator at each pilot municipality who were responsible for work flow management. As coordinators were local residents, they contributed to successful implementation of the program.

Local government bodies, in agreement with internal affairs bodies, approved the composition of working parties that were responsible for establishing of social partnership, development and execution of joint plans. Members of the working parties were represented by various groups, including LSG workers, police and the public. There were held public discussions during main stages, which helped residents to express their opinion.

The main feature of joint planning in pilot areas was that **all key decisions were within the community**, both at the problems prioritizing stage and upon drawing up joint plans. Direct involvement of LSG representatives in all stages of the program, as well as the presence of legislative consolidation (the Law of the Kyrgyz Republic “On prevention of offences”, Regulation “On mechanisms of IAB cooperation with civil society institutions”) helped to persuade municipal authorities to adopt joint plans and allocate funding for their implementation. At the same time, a significant part of taken measures continues to require support from additional sources¹⁵.

In association with Saferworld, the Civic Union continued to develop the approach in several settlements. The work was focused on execution of individual aspects of the joint plan, on strengthening of potential of work groups’ members, LSG, public and other parties to address local security issues.

The present section describes joint planning practice. Information provided below is based on experience in 13 municipalities of the country gained by the Civic Union “For Reforms and Result” and partners at the local level as well as on data of focus-groups and interview with representatives of pilot territories.

¹⁴ Security jointly. Results of the program for development of social partnership in maintenance of public order and the prevention of offences. -Bishkek: Civic Union “For Reforms and Results”, the United Nations Office on Drugs and Crime, 2016. - P. 11. (URL: <http://www.reforma.kg/sites/default/files/analytics/crime-prevention-report-web.pdf>)

¹⁵ Ibidem

§ 1. GENERAL INFORMATION AND MAIN STAGES

A joint plan on ensuring public security and crime prevention is **a multilateral agreement, within which the roles and actions of each party are clearly distributed**. The plan is aimed at comprehensive solution of local security issues, which the people, police and local government considered to be addressed first of all in the coming year in the course of discussions. The document is approved by the head of the local government, the local council and head of the territorial subdivision of the Internal Affairs Body. When the plan's validity period is expired, the working party must submit a report on the work done and results achieved to the local council.

STAGE I. FORMATION OF WORKING PARTIES AND IDENTIFICATION OF PRIORITY ISSUES

To develop the plan and further implement the same, there was formed a working party, which included all interested parties - representatives of local government body, including deputies of local councils, police officers, LCPC members, civil activists, religious figures, education sector's employees, etc. To make the work legal, tasks and composition of the group were approved by the local government bodies in consultation with the head of the territorial subdivision of IAB. Heads or deputy heads of municipalities headed the working party as a rule (Annex 1).

In order to determine the most significant public security issues, a study was conducted that provided for collection of residents' opinion through focus groups, interviews with police officers, representatives of LSG, LCPC, civil society and other interest groups. Official statistics data on the state of public security were requested as well. Later the work results served as a starting point to estimate whether joint plans were effectively implemented or not (baseline).

The experience gained showed that research identifies a rather large list of issues. Since it is impossible to address all issues at once, they are being prioritized. In the course of discussion, members of the working party identified 4-5 priority issues that formed the basis of the joint plan. At the same time, the Civic Union together with experts proposed criteria for their identification.

At that stage, it was important not only to reach consensus on the priority of issues, but also to assess whether it is possible to address them. This is why various parties should be involved in the work of the group. In the course of the joint work, parties enjoy the opportunity to come to a consensus on the most sensitive issues; to assess in advance what resources they possess to solve the security issues on the territory of the settlement, and whether it is possible to solve those issues at the local level; or only regional and central authorities are capable to handle them.

While piloting the following were prioritized most often: road safety issues, cattle rustling, school racketeering and rowdiness among youth, family violence, religious radicalism, drug abuse etc.¹⁶

¹⁶ Security jointly. Results of the program for development of social partnership in maintenance of public order and the prevention of offences. -Bishkek: Civic Union "For Reforms and Results", the United Nations Office on Drugs and Crime, 2016. - P. 11. (URL: <http://www.reforma.kg/sites/default/files/analytics/crime-prevention-report-web.pdf>).

STAGE II. DEVELOPMENT OF JOINT PLAN

Having identified the priority problems, the working party developed the basis of the plan. Like the previous stage, the present stage required to involve as many as possible parties related to priority issues.

Each priority issue should be justified for further work at its solution. There were determined existing and possible consequences as well as reasons due to which the issue continues to exist. Based on that data the working party developed joint plan activities.

They set terms for each activity, identified responsible parties and those involved in activities. They analyzed in advance all means and sources thereof as well as financial and human resources for each plan item. Regardless of source, it is necessary to think over how many resources will be needed.

During piloting, financial funds were allocated from the local budget, requested from business structures and international organizations. In certain cases, funds were collected by efforts of communities.

Working parties identified a result for each issue to achieve while implementing the plan. They also established indicators enabling them to confirm achievement of expected result. The plan included a section with mechanisms for controlling and assessment of activities carried out.

STAGE III. APPROVAL AND IMPLEMENTATION OF JOINT PLAN

The negotiated document was approved by three parties: by the head of local council, mayor of urban settlement and head of village authority as well as by the head of territorial subdivision of IAB.

The working party was charged with implementation of joint plan. Its mandate was prolonged by the relevant decision of the local government. In certain cases, the LCPC assumed coordination functions when it had sufficient potential.

The working party held a meeting on a monthly basis to discuss future or already executed activities. In addition, the working party searched for fresh funds to implement the joint plan.

Following implementation of joint plans, the working party is obliged to submit results to local council, which shall assess whether activities carried out were effective or not. According to the Provision "On bases of integrated assessment of IAB activity"¹⁷, joint plans implementation results might be used for external evaluation of IAB's activity. Results of external evaluation shall in turn become a bases for compiling of joint plans henceforth.

¹⁷ Approved by the Kyrgyz Republic Government Resolution No.81 dated February 24, 2015

§ 2. SOCIAL PARTNERSHIP THROUGH JOINT PLANS FOR ENSURING PUBLIC SECURITY ASSESSMENT OF CONTRIBUTIONS, EFFECT AND CHANGES.

CONCLUSION 1. Involvement of active citizens and public associations in public order maintenance activities is perceived positively and highly valued by both local authorities and the police.

All respondents from IAB staff note that participation of local residents, civil society, local government bodies and LCPC in security and crime prevention matters is very important.

IAB employees take participation of citizens as “assistance to police”. By appraising initiatives taken by active citizens and public associations, one of the IAB officers noted that “active citizens should be increased through rendering assistance to them”¹⁸. At the same time, some employees notice that citizens do not still believe in police. To address this issue, IAB officers pay more attention to collaboration directly with residents, to meetings and close cooperation.

Representatives of local government body emphasize close contact and joint work with the population in addressing issues to be very important. Initiatives of active citizens are perceived positively, because “they help to increase consciousness making indifferent people fewer”¹⁹.

Representatives of civil society in all pilot territories also drew attention to high activity of civil society in addressing security and public order issues.

For example, in Uch-Korgon rural district local activists and residents participate in preventive work together with the police and local government bodies and raise their own initiatives. Opening of a police base station in the Kaltak village where local people contributed in construction may serve as one of the examples. Residents collected additional funds in addition to those allocated from the local budget and directly took part in construction through a “common deed” method.

Vehicles often fell down precipice due to absence of concrete guardrail on the side of Isfairam River in Chauvai village. Because of active participation of local dwellers, a part of funds for addressing the issue was allocated by local government body and sponsors and local dwellers manufactured and installed concrete guardrails by themselves.

Local community of Zheti-Oguz rural district has been recently taking part in prevention of offences as well as of cattle rustling and school racketeering. Respondents noted such forms of participation as patrolling the territories together with the police, conducting preventive activities in schools, promoting various decisions by local government bodies, including appropriation of funds from the budget for implementing security activities²⁰.

CONCLUSION 2. Joint plans proved to be an effective form of cooperation of various parties in ensuring security and preventing offences.

Respondents called existing statutory regulations, agreements and verbal arrangements as the basis for cooperation of the civil society and other parties in security maintenance. Joint plans on public security maintenance and prevention of offences have become effective as well. A key

¹⁸ From interview with IAB officers, Uch-Korgon

¹⁹ From interview with the head of Uch-Korgon village authority

²⁰ From interview with Zheti-Oguz villagers

factor for promoting joint planning method was norms on accepting the **“joint plan on public security maintenance and prevention of offences”**, which were defined in two resolutions of the government.²¹

All parties in pilot territories interviewed during the study consider the method to be positive. Respondents told that compiling of a joint plan united representatives of LSG, deputies of local councils, authorized district police officers, youth liaison officers, NGO and population.²²

Interviewed representatives of village authorities confirm that the work performed under the joint plan had positive effect on addressing security issues, because the “joint plan considers needs of all parties and raise important issues”²³. Respondents also underlined that the work at joint plans should be continued in next year.²⁴

IAB employees drew attention to important changes happened due to work on joint plan, particularly to reduction of offences and improvement of relations with the population.²⁵ However, negative relation to police is not completely disappeared, which was underlined by IAB officers during the study.

In municipalities uncovered by joint plans activity, police and LSG show interest in organization of same activities on their territory.²⁶ For instance, such requests are coming from officials of Sverdlovsk district of Bishkek, Karakol Town, individual rural districts of Kara-Suu region of Osh oblast, etc.

CONCLUSION 3. Due to working on the joint plan, LSG and police have raised their authority before population.

Respondents noted that the “authority of police and LSG raised before community” during the work on joint plan.²⁷ Such change has taken place because attention was paid to specific problems that disturbed dwellers.

Participants of focus groups underlined that the population, which “formerly did not believe in police, has now seen its work and understands that police is capable to address citizens’ issues”. Due to a set of activities carried out in one of schools in Ala-Buka rural district, youth liaison officer started to enjoy more confidence, “children come into contact with and talk to JP by themselves”.

Active part of the population has also changed their relation to issues. Negative attitude and skepticism to the initiative sued to exist among the population before joint plans. As implementation progressed and there appeared initial tangible results, dwellers’ attitude had become more positive by taking part in prevention measures.

²¹ Provision “On bases of integrated assessment of IAB activity” approved by the Resolution No.81 dated February 24, 2015 of the KR Government; Provision “On mechanisms for collaboration of internal affairs bodies of the Kyrgyz Republic with civil society institutes” - approved by the KR Government Resolution No.547 dated 30 July 2015

²² From protocols of focus-groups, Zheti-Oguz, Uch-Korgon

²³ From interview with the head of Uch-Korgon village authority

²⁴ From protocols of focus-groups, Zheti-Oguz, Uch-Korgon

²⁵ From interview with a police officer, Uch-Korgon

²⁶ From focus-group protocol

²⁷ From the protocol of focus-group discussions with representatives of pilot territories

CONCLUSION 4. Collaboration with the civil society has stimulated various parties to maintain ongoing dialogue with each other.

In focus-group discussions, participants emphasized improvement in LSG, police and other parties' relations not only with the population, but also with each other. Actors' activities in ensuring security and prevention "were planned and carried out individually by each, they compiled their plans without involving the population"²⁸. Partnership of parties come down to "carrying out of separate activities, there was no structural approach to cooperation".

With a joint plan developed, the situation started to change - parties shared the responsibility for achievement of common results and "make efforts in one direction". According to respondents' words, the civil society played the guiding role in this process by acting as process facilitator. Local coordinators of Civic Union being, as a rule, activists from pilot territories, worked on uniting stakeholders.

Parties that have established a dialogue while compiling a joint plan are continuing to keep in touch and work both in the context of a plan and other issues. Participants of one of focus-group discussions described the process as a "new partnership level"²⁹.

For instance, police officers and representatives of territorial council meet every week in TC No.3 of Osh City to discuss current security related situation and take measures when necessary. LSG representatives called it as one of changes.

There is continuous cooperation between JP and child and youth counsellors in working with minors in Chaek rural district. They "work and carry out spot-checks together". Village heads have become active in the district, they "started to work with the population by themselves and do not wait for instructions from the village authority"³⁰.

In Kerben Town the police hold meetings with "mandatory participation of mayor's office employees and, vice versa, police officers often take part in meetings held by mayor's office, earlier they did not participate in each other's meetings".

Another achievement was mutual controlling of authorities. LSG and the police control each other in implementing joint plan's activities.

.....
²⁸ From focus-group protocol

²⁹ From focus-group protocol

³⁰ From focus-group protocol

§ 3. DIFFICULTIES IN IMPLEMENTATION OF JOINT PLANS

Experience in development of joint plans in 12 municipalities of the country identified a set of difficulties that working parties faced at all stages described above. Experience of pilot municipalities in negotiation of difficulties was studied in detail in the context of the research.

CONCLUSION 5. Due to difference of opinions, difficulties arose in determination of issues and agreement of activities with parties involved at the stage of priority setting.

Representatives of almost all settlements informed that the study initially identified a large number of issues. Therefore, the working party spent much time to come to consensus on what should be treated as top-priority. Another obstacle was serious difference of opinions of police representatives and the population concerning issues within their settlement. Police or LSG employees insisted on including those issues that the population did not consider to be of higher priority.

To choose top-priority issues, working parties in pilot municipalities rested upon how much an issue was mentioned by different parties. When the working party members had different opinions, priority was given to issues chosen by the population. Controlling factor for setting priorities was assessment of capabilities available to address an issue by efforts of local community.

Issues identified after studying communities' needs caused doubts and sometimes were completely denied by official authorities. Such situation, for one thing, was formed in several rural districts, where the population considered the school racketeering issue to be very acute whereas schools' directors and police did not think so.

In certain cases, disagreement appeared at the stage of implementation. Thus, they faced difficulties in taking preventive measures to prevent school racketeering and suicides among schoolchildren in Zheti-Oguz rural district. The working party is taking preventive measures with respect to these issues through forum theatres at all schools of the district. The activity involves police officers and clergy, who explain consequences of their actions to the rising generation. However, certain representatives of regional education department are totally against continuing the activity and are even threatening to dismiss directors and teachers in organization of forum theatres³¹. They explain their disagreement as fear of escalation of suicides due to mentioning of the issue.

CONCLUSION 6. Dialogue with law enforcement bodies was impeded due to closed nature and frequent changing of IAB employees.

During focus-group discussions participants told that it would be difficult to cooperate with the police at the beginning of the work. Certain respondents related it to closed nature of the organization, others - to negative image of NGO-sector in points of view of certain police officers. In some cases, heads of territorial subdivisions did not understand why they needed such activity and were not ready to assume liability by signing the joint plan.

.....
³¹ From focus-group protocol

At the initial stage, a key tool for accessing the police was instruction of the Deputy Minister of the Ministry of Internal Affairs to provide all-round support to the initiative. It helped to ensure formal participation of IAB at initial stages. As far as the IAB involved in the joint plan compiling work, its employees started to show conscious interest, which is confirmed by research data. Interviewed representatives of working parties believe that they understood importance and benefit of cooperation. Achievement of tangible results for all parties, including the police, contributed to development of dialogue. The police also recognize the value of infrastructure support to be provided under the auspices of donor organizations.

Another difficulty of equal significance was frequent changing of involved employees of internal affairs bodies. It relates to both youth liaison officers and local police officers and heads of territorial subdivisions, who were transferred to other regions being replaced by new employees. Each time working parties had to establish relations with new officers from scratch, explain the main point of already performed and forthcoming work. It affected deadlines for implementation of joint plan activities.

CONCLUSION 7. When LSG did not understand its role in public security maintenance, working parties found difficulties in involving them in joint planning and appropriation of funds from the local budget.

In certain cases, it became difficult to involve local government in working on joint plan. According to certain respondents, representatives of LSG refused to assume liability for addressing security issues by referring this task to the police competence³².

In some municipalities local councils were reluctant in considering the possibility of allocation budget funds for security maintenance and offence prevention activities. Through village authorities or by own efforts the working parties persuaded deputies in that local issues had to be addressed, took part in sessions of councils by distributing information on the activity.

It should be noted that in settlements, where representatives of village authority and deputies of local councils were members to working parties, approval of joint plan and appropriation of funds progressed very easily. LSG did not oppose when joint plans provided for infrastructural improvement, particularly through co-financing by donor organizations.

.....
³² From focus-group discussions with civil society representatives

§ 4. SUCCESS FACTORS

In the course of the research, there were also identified factors that made, when they were available, the process of development, approval and implementation of joint plans in pilot territories effective. Though it is early to provide final assessment, we may suppose what reasons facilitated achievement of success as we speak. Below is a set of factors noted by representatives of working parties involved in development and implementation of the plan.

CONCLUSION 8. The focus of the joint plan on addressing certain security issues enabled the parties to join efforts.

Representatives of working parties acknowledge that almost nobody was confident in successfulness of the initiative both among main parties and among initiators at the stage of launching. However, there were identified real issues in the process itself that neither party could address individually. Initial tangible results persuaded parties that joint addressing of issues was not only possible, but also more efficient. The majority of communities that took part in preparation of joint plans are ready to continue the work in next year.

Interviewed members of working parties believe main outstanding feature of the joint plan is studying communities' needs, which made the plan the most useful for the population. "The present work enabled to study issues of the population more deeply and try to address them jointly" - said participants of focus-groups. Thanks to active participation of the civil society representatives in the process, the focus remained on needs and demands of the population.

CONCLUSION 9. Involvement of all stakeholders provided a broader view of issues and ways to solve them..

The working parties told that one of the most important conditions for success was involvement of all parties that somehow bore on issues in the work. It made it possible not only to determine the most effective ways to solve the problem, but also to discuss in advance the necessary resources and opportunities available for that.

During the interview representatives of Uch-Korgon village noted that involving young people in solving issues of hooliganism among minors and young people "allowed seeing the issue through their eyes, to hear their opinion, and not to decide instead of them".

Active participation of deputies of the local council in the working group provided more chances for allocating financial resources to carry out activities, because required volume of funds and their sources were considered in advance during continued discussions.

Signing the joint plan by three parties allowed to charge them with responsibility for implementation, which representatives of working parties consider important for mutual control.

CONCLUSION 10. As LSG realized its role in ensuring public security, implementation of joint plans has become more effective.

Supporting of the initiative by local government bodies was also noted by respondents as the main condition for successful work. In those territories where representatives of LSG took active

part in ensuring security and preventing offences, process of working on the joint plan proceeded with fewer difficulties. The same is about appropriation of funds and immediate implementation of the plan.

CONCLUSION 11. Activity and requirements of the population pushed the parties to interact and implement the joint plan.

Interviewed representatives of municipalities noted that parties permanently cooperated due to the activity of civil society and residents. They believe that it was the control of the population, which required the parties addressing issues being important for them, forced them to act.

CONCLUSION 12. The donor support envisaged in joint plans and other ways of co-financing facilitated their accepting.

Representatives of some municipalities noted that joint plans, which provided for the contribution not only of local government, but also of international organizations, business structures or other sources of co-financing, were more readily accepted by local government bodies. LSG and the police showed active interest in infrastructure changes, such as repair or construction, installation of traffic lights, signs, marking, etc.

At the same time, it should be noted that the motivation for obtaining donor support is controversial in terms of initiatives sustainability. This factor can provide a short-term positive effect, which should be replaced by understanding of the importance of joint efforts in development of safe environment. Otherwise, in the long term, there is a risk that local government bodies and internal affairs bodies may become no more interested for want of external financing.

CONCLUSION 13. Continuous strengthening the working parties' potential influenced on the quality of joint plans.

Most things were dependent on the potential and knowledge of working parties' members, on their ability to build a dialogue with each other and other parties. The work was new for all involved parties and caused many difficulties. During the focus group discussions, the coordinators noted "they did not understand how to organize their work and where to start" when the work was launched. In this regard, interviewed representatives of parties underlined the importance of teaching to issue studying, planning, facilitation skills etc.

The Civic Union and international organizations, such as Saferworld and UNODC, trained working parties' members to subjects mentioned above and other. According to the local coordinators, it is necessary to expand the coverage with supporting trainings and seminars in the future.

"We need to teach first of all IAB employees, deputies, leadership of village authority, otherwise they do not always understand why joint plans are needed" said one of the local coordinators of the Civic Union.



CONCLUSION

Progressive approaches of social partnership on public order issues, which appeared in a number of foreign countries, are taking root in Kyrgyzstan. They allow the police, LSG and the public to collectively identify issues and mobilize efforts to address them. Joint plans with different names have become the most common tool for interaction in solving community-related problems of public security.

A key condition for successful implementation of joint planning practice was involvement of all stakeholders, which allowed to provide a broad view of priority problems and strengthen the potential of various actors in addressing public security issues.

Despite the revealed skepticism among individual IAB and LSG employees, the joint plan development and implementation process was able to remove doubts. The study showed that joint planning in pilot areas positively influenced on the authority of the police and local government body in the eyes of the population, and a permanent dialogue was established. The focus of joint plans on achieving concrete results helped the parties to understand the importance of the social partnership principles as well. However, while examples of sustainable cooperation remain rare and depend on the position of LSG and IAB heads as well as on the community's activity and potential.

In most cases, intervention of civil society and international organizations is the factor of successful implementation of social partnership. The same reason can pose a risk to the sustainability of initiatives. The present risk can be eliminated through expansion of the role of local government bodies in public security matters at the legislative level, as well as through continuous enhancement of local government bodies, local police and civil society potential in social partnership matters.

There are other obstacles in promotion social partnership further and joint planning approach in particular. Issues identified herein and other difficulties might be addressed within the current process of reforming the public order system. To this end, the Civil Union intends to contribute to the improvement of the legislative framework and to continue the practical introduction of the joint planning approach.

RECOMMENDATIONS

To develop and disseminate the practice of joint planning further, the Civic Union recommends that **all actors** involved in the process of ensuring public security and prevention of offences should **promote**:

- Dissemination of the joint plans adoption practice to ensure the public security and prevent offences in all municipalities of Kyrgyzstan;
- Development and implementation of joint planning method at regional and national levels;
- Normative consolidation of the joint planning practice.

Working parties and actors directly involved in the joint planning process in 12 pilot municipalities must:

- Complete the process of evaluating joint plans for ensuring security and prevention of offences for 2016;
- Continue the process of developing and adopting joint plans for 2017.

International and non-governmental organizations should:

- Consider the possibility of provision targeted support to joint plans activities in order to implement them successfully;
- Provide advisory support to working parties and LCPC involved in the joint planning process, particularly through training, to strengthen their potential on a continuous basis.

To strengthen interaction of IAB with the population and LSG:


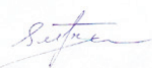
- Reflect in the legislation bases for interaction of IAB with Civil Society institutes and LSG;
- Consider needs and interests of citizens in security matters in the police's practical activities.


In order to expand the role of LSG in public security matters:

- Statutorily expand the powers of local government bodies in matters of maintaining public security on their territory, particularly through financing security arrangements;
- Assign functions of participation in joint planning and assessment of IAB activity to LSG.

APPENDIX 1

ORDER TO ESTABLISH WORKING GROUPS

Кыргыз Республикасы Баткен облусу Кадамжай району Уч-Коргон айыл окмоту		Кыргызская Республика Баткенская область Кадамжайский район Уч-Коргонский айылный окмот
БУЙРУК № <u>03-12/146-Б</u>		
РАСПОРЯЖЕНИЕ "26" <u>06</u> 2015-ж.		
О создании группы по разработке проекта совместного плана по обеспечению общественной безопасности и профилактике правонарушений в селе Уч-Коргон		
<p>В соответствии п. 17 ст. 18 Закона Кыргызской Республики «О местном самоуправлении», ст. 14 Закона Кыргызской Республики «О профилактике правонарушений в Кыргызской Республике», в целях содействия реализации государственной политики, направленной на установление доверительных отношений между населением, органами внутренних дел и местным самоуправлением, с учетом предложений Гражданского союза «За реформы и результаты» и Управления ООН по наркотикам и преступности, для оказания поддержки проведению Гражданским союзом «За реформы и результаты» комплексного исследования ситуации по обеспечению общественной безопасности и профилактике правонарушений и для последующей разработки проекта Совместного плана по обеспечению общественной безопасности и профилактике правонарушений</p>		
РАСПОРЯЖАЮ:		
<ol style="list-style-type: none">1. Утвердить состав группы по разработке проекта Совместного плана по обеспечению общественной безопасности и профилактике правонарушений в Уч-Коргонском айыл окмоту согласно приложению. (приложение прилагается)2. Определить конечный срок представления проекта Совместного плана по обеспечению общественной безопасности и профилактике правонарушений в Уч-Коргонском айыл окмоту в Уч-Коргонского айылного отдела милиции не позднее 30.10.2015 года3. Контроль за исполнением данного распоряжения возложить на заместителя главы Уч-Коргонского айыл окмоту Якубову М.К.		
Глава Уч-Коргонского айыл окмоту  А.Абдурахманов		

Приложение к распоряжению Уч-Коргонского айыл окмоту № <u>03-12/146-Б</u> от <u>26.06</u> 2015 г.	
Состав группы по разработке проекта Совместного плана по обеспечению общественной безопасности и профилактики правонарушений в Уч-Коргонского айыл окмоту	
1. Якубова М.К.	заместитель главы Уч-Коргонского айыл окмоту, руководитель группы
2. Калдыров Г.	старший участковый инспектор Уч-Коргонского айылного отделения милиции, заместитель руководителя;
3. Турсуналиева Р.О.	региональный координатор Гражданского союза «За реформы и результаты», секретарь
Члены	
4. Нурмаматов А.,	ведущий специалист по делам молодежи Уч-Коргонского айыл окмоту
5. Ахмедов Х.,	главный специалист, юрист Уч-Коргонского айыл окмоту
6. Хашимов А.	айыл башчы Уч-Коргонского айыл окмоту
7. Адирбаев Э.	председатель суда аксакалов заместитель председателя Уч-Коргонского айылного кенеша (по согласованию)
8. Назирова М.	депутат Уч-Коргонского айылного кенеша (по согласованию)
9. Мурзалиева Д.	инспектор по делам несовершеннолетних Уч-Коргонского айылного отделения милиции
10. Умурзаков Ш.	айыл башчы Уч-Коргонского айыл окмоту
11. Раимбеков Р.	руководитель крестьянского хозяйства Тажик - Кыштак
Ответственный секретарь Уч-Коргонского айыл окмоту  Г. Маматова	

Civic Union “For Reforms and Results”

is a voluntary, open and nationwide network of organisations and citizens of Kyrgyzstan, which aims at promoting positive changes in the country.

Bishkek, Kyrgyz Republic

tel: + 996 312 315 912

e-mail: kg@reforma.kg

<http://www.reforma.kg>

