



Millennium Challenge Account (MCA) Kyrgyzstan Threshold Country Program

Completion Report

September 30, 2010

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Acronyms and Abbreviations

ARD	-	ARD Consulting, Inc.
CIMS	-	Court Information Management System
CRB	-	Civilian Review Board
CPC	-	Criminal Procedures Code
DPK	-	DPK Consulting, Inc.
HR	-	Human Resources
ICCPR	-	International Covenant on Civil and Political Rights
ICITAP	-	International
INL	-	Bureau of International Narcotics and Law Enforcement Affairs
ISS	-	Internal Affairs Service of the Ministry of Internal Affairs
JC	-	Judicial Council
JRAP	-	Judicial Reform Assistance Program of the MCATP
JTC	-	Judicial Training Center
LAC	-	Law on Aksakal Courts
MCATP	-	Millennium Challenge Account Threshold Program
MCC	-	Millennium Challenge Corporation
MOI	-	Ministry of Internal Affairs
NCJA	-	National Council for Justice Affairs
Oblast	-	Region (Province of Kyrgyzstan)
OPDAT	-	Office of Overseas Prosecutorial Development Assistance and Training
SC	-	Supreme Court of the Kyrgyzs Republic
SPS	-	State Personnel Services (Civil Service Agency)
SOAG	-	Strategic Objectives Grant Agreement
TOT	-	Training of Trainors
USAID	-	United States Agency for International Development
USDOJ	-	United States Department of Justice
UNCAC	-	UN Convention Against Corruption

I. Executive Summary

The Kyrgyz Republic was selected for Threshold program eligibility in 2008. The Strategic Objective Grant Agreement (SOAG) was signed between USAID/Central Asian Republics and the Government of the Kyrgyz Republic on March 14, 2008 with a total original grant amount of \$15,994,000, subsequently reduced to \$12,914,000 with the de-obligation of \$3,080,000¹. The Program was completed on June 30, 2010.

Objectives. The objectives of the program were two-fold: improve rule of law and control of corruption. To achieve the first objective, the program worked on advancing judicial reforms with the Supreme Court and the Court Department of the Kyrgyz Republic. To help reduce corruption, the Threshold program provided technical assistance to the Ministry of Internal Affairs to advance law enforcement reforms with civil society participation, and to the Office of Prosecutor General to introduce criminal justice reforms and an anti-corruption public outreach program targeting the youth.

Political Events in April 2010. Implementation of the program was set back for at least one month due to the political upheaval in the country in April 2010, which resulted in a change of Government² and subsequent change in the Program's government counterparts. Despite this delay, the Program made up for lost time and closed within the original completion date of June 30, 2010.

Program Administration. The judicial reform program (Component 1), valued at \$ 4.9 million was implemented under a contract with DPK Consulting, Inc. The law enforcement reform program (Component 2), valued at \$ 2.2 million was implemented by US Department of Justice's International Criminal Investigative Technical Assistance Program (ICITAP) under a participating agency agreement. The criminal justice reforms (Component 3) was implemented by the Office of Overseas Prosecutorial Development and Assistance Training (OPDAT) for \$ 4.9 million. An additional \$295,000 was allocated for monitoring and evaluation under a contract with ARD, Inc.

Program Components

Strengthening Rule of Law and Judicial Reforms. The Threshold program has significantly strengthened rule of law in the country. Still undergoing lingering vestiges from the Soviet era, the country's judicial leadership has opened up to Western democratic practices, and is now on course to adopt serious reform measures that will further strengthen rule of law. The Program has developed the capacity in the Kyrgyz judiciary to independently manage its administration, provide a more transparent selection of judges based on testing and merit, provide for continuing education and professional development of judges, and procedures to investigate and discipline erring judges. A new draft law on enforcement of judgments on commercial contracts, which will help entice foreign investment into the country, has been drafted and awaiting passage by a new Parliament to be elected in October 2010. Finally, the Program implemented a

¹ The amount of \$3,080,000 was de-obligated from the original program amount as a result of the Government not meeting the conditions precedent for the Training and Equipment subcomponent of the Law Enforcement Reform component.

² The Government of former President Bakiev was ousted during violent protests on April 7, 2010.

comprehensive information management system to automate tracking of court cases, provide for random case assignment to minimize corruption, and improve the quality of case decisions by providing online access to past court decisions.

Improving Law Enforcement. The Program's objective was to help reduce public corruption within law enforcement by improving personnel selection, management and internal investigation capabilities and enhancing civilian monitoring of law enforcement activities. The Program helped reorganize and strengthen an internal affairs unit at the Ministry of Internal Affairs to help investigate and prosecute police misconduct. A system to professionalize the police force was adopted including the development of a system for pre-employment testing for new police officers, continuous professional training for the police, and installation of a transparent hiring and promotion system based on merit. A more professionalized and disciplined police force should help restore the public's faith in the police department. However, the Program's objective of enhancing civilian monitoring of law enforcement activities was only partially achieved, as the Government did not exercise political will to fully establish and institutionalize the Civilian Review Board (CRB), a body that was to provide civilian oversight on police misconduct and provide a sustainable mechanism for reporting police misconduct. This eventually led to the cancellation of \$3.0 million of Program funds for the Government's failure to meet conditions precedent for the establishment of a fully-functioning CRB.

Introducing Criminal Justice Reforms. The Program made strides in advancing criminal justice reforms in the country, where four major projects were implemented, including: (i) development of a comprehensive core curriculum for the Prosecutor Training Center; (ii) improvements to the Criminal Procedures Code to bring it in line with international standards; (iii) development of an automated civil service asset declaration system for all civil servants that would help minimize corruption; (iv) successful implementation of a targeted anti-corruption campaign for the youth. An important component, the establishment of a Financial Action Task Force to investigate and prosecute money laundering and money flows was cancelled at the request of the Kyrgyz government as the Government was not sure that it would be able to sustain the Task Force after the Threshold Program ended.

Monitoring and Evaluation. Finally, the Threshold Program included an independent monitoring and evaluation component to evaluate the results of the Program, and monitor its impact. This component utilized a set of quantified, measurable indicators and used third-party data collection, an annual public opinion poll survey and a series of focus group and expert panel discussions. This Component reported that by and large, the Program has achieved, and in some cases exceeded its targets. There were some sub-components that were only partially achieved, such as the establishment of a sustainable CRB (pilots were created) and the special financial task force on money-laundering.

Overall Assessment. The Project generally achieved its objectives of delivering capacity building, strengthening judicial and law enforcement institutions, building the foundation for an effective anti-corruption program and drafting revisions to laws and codes to bring them to international standards. However, there were several program activities that put in question the "political will" of the previous Kyrgyz Government, and which has yet to be "tested" when the new Government is set up after the national parliamentary elections

scheduled for October 10, 2010. On the law enforcement reform component, the Bakiev Government could not commit to establish and maintain a fully-functioning Civilian Review Board, which would have allowed civil society to provide oversight over police misconduct. On the criminal justice reform component, the opportunity was missed to establish what would have been a mechanism to investigate and combat money laundering and money flows (Multi-Task Force on Money Laundering and Money Flows).

II. Program Implementation

A. Strengthening Rule Law and Judicial Reforms

Professionalizing Judges (NCJA/Judicial Council/Judicial Training Center)

Functional analysis. The approach of the Judicial Reform Assistance Project (JRAP) to achieve the objective of ensuring professionalism of judges was to first conduct a baseline study undertaken in October 2008 (Functional Analysis) of the judicial system and the various policy-making bodies for the judiciary³. The Functional Analysis examined the functioning of the judiciary and made recommendations that were widely received within the Kyrgyz Government and donor community as a comprehensive and reliable baseline analysis of the judiciary. The recommendations were wide-ranging, spanning an array of activities from recommending a sequential case numbering system to recommending one central governance authority for the judiciary.

Technical Assistance to the National Council on Justice Affairs (NCJA) and Subsequent Change to “Council of Selection of Judges” under the New Constitution

The NCJA was established with the purpose of improving the system of selection, appointment and dismissal of the judges. The Law of the Kyrgyz Republic on the National Council for Justice Affairs of the Kyrgyz Republic was adopted on June 25, 2007. The law provided for a 16 - member body for the NCJA, four each from the Parliament, the Office of the President, the judiciary, and public associations. A rules of procedure was adopted by the full membership of the NCJA in March 2009, which covered all aspects of operations of the body, from voting on issues, procedures for authorizing the Prosecutor General to bring criminal proceedings against judges, appointment of chairs of courts, rotation of judges, and processing recommendations from the Judicial Council for dismissal of a judge. One of the Program’s expected outcomes was the introduction of a



Kyrgyz Judicial Council discussing judicial discipline with counterparts during study tour in San Francisco, California, October 2009

³ Supreme Court, National Council for Judicial Affairs, Judicial Council, Judicial Training Center and the Court Department.

transparent and objective judicial selection process. A new selection process based on transparency, objectivity, and the newly adopted law of the Kyrgyz Republic and meeting international judicial standards and best practices was developed under the Program. The new selection process included a comprehensive written examination administered by a judicial training school established under the Program.

The new constitution adopted in a referendum on June 27, 2010 created a new body, the “Council on Selection of Judges,” to replace the NCJA to carry out the responsibility for selection of judicial candidates. The new Council composed of judges and civil society representatives, will essentially have the same responsibilities as the former NCJA.

Promoting Judicial Independence

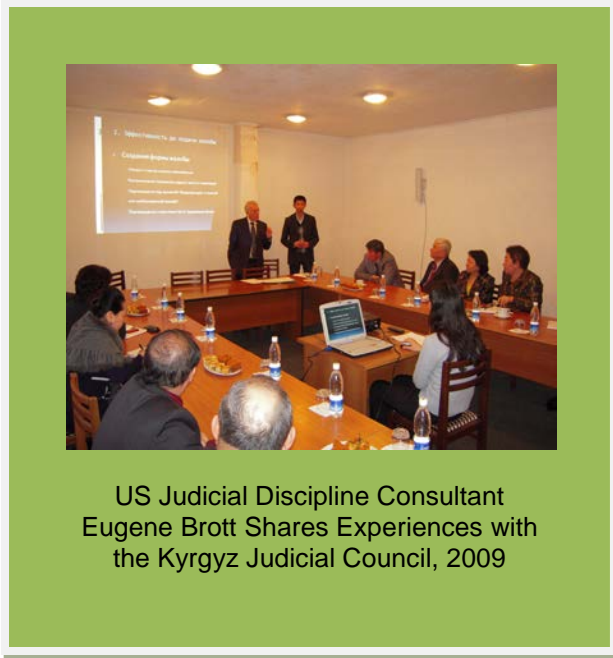
The Judicial Independence sub-component included the establishment of a new Judicial Council (JC) and assisting with its new responsibilities of budget planning and formulation, disciplining judges, and assisting the Council to improve judicial training. The Council divided its fifteen members into three commissions: a Budget Commission, a Disciplinary Commission, and a Judicial Training Commission, each with its own Chairperson. ***Budget Commission.*** To pursue the objective of judicial independence, the Program drafted an amendment to the budget law in 2009, which allowed the judiciary to submit its proposed budget directly to Parliament, thus preserving judicial and fiscal independence. The local court input into the budget process is an integral part of the overall budget preparation process of the judiciary. ***Judicial Discipline.*** When the Judicial Council’s Disciplinary Commission began its work, over 300 complaints against judges had accumulated unanswered in the Office of the President. Improvements to the rules for processing of complaints were established by the Program as well as internal regulations for the efficient functioning of the Judicial Council. The Judicial Council managed to process complaints at a rate exceeding the expectations set out in the benchmarks used by the MCC. During its first year of operations, dismissal was recommended in 11 cases, and numerous others received other disciplinary sanctions. JRAP commenced working with the Disciplinary Commission to draft recommendations, adopted in early 2010, for improving the process and making it more efficient and less time-consuming. As a result of the new procedural rules, the number of complaints disposed by the Judicial Council increased dramatically, nearly doubling the number of complaints processed during previous quarters.



“Our budget was examined by international consultant Deborah Botch who wrote a special report indicating that the budgeting process generally was in compliance with international standards. She also carried out useful workshops on budget planning for court chairpersons, because they have never dealt with the budgeting process and have no understanding of how it was done.”

Honorable Larisa Gutnichenko, Chair of the Judicial Council of the Kyrgyz Republic.

Judicial Training Center (JTC). The JTC's core function is to deliver training programs that will increase the competence, effectiveness, and professionalism of the judiciary. Under the Program, the Judicial Training Center (JTC), which was originally under the Ministry of Justice, along with the Court Department and other institutions of the judiciary, was placed under the authority of the Supreme Court and the Judicial Council. As a result, the Program helped the JTC to update its three-year curriculum annually. On January 28, 2010, the Judicial Council developed the procedures for creating and administering tests for judges based on accepted international pedagogical standards. The Judicial Council was also charged with developing a new candidate training course. The first examination for entrance to the judicial candidate school was scheduled for April 19, 2010, but was disrupted by the revolution of April 7. It is expected that the new Government that will be installed after parliamentary elections in October 2010 will maintain the momentum and hold the first entrance examination for the judicial candidate school.



Strengthening Commercial Law

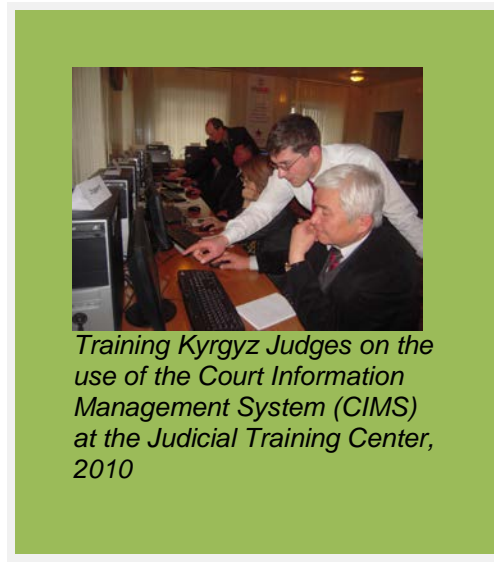
The Commercial Justice Sub-Component objective was to streamline the adjudication procedures for commercial cases, and strengthen the process for the enforcement of judgments. This would help to greatly improve the confidence of potential foreign investors and could lead to higher foreign direct investments. To remove administrative and other barriers to foreign investments, potential areas of intervention included analysis and improvements to the Civil Procedures Code, the Law on State Fees, the Law on the Enforcement of Judgments, and the Law on Bankruptcy and Secrecy. The Program also provided technical assistance and training to the Court Department to enhance its institutional capacity to enforce judgments and streamline the process of access to courts. Finally, the Program advanced eight legislative reforms in the area of commercial law that will result in a more coherently and logically organized enforcement regime, with greater efficiency and effectiveness.

Mapping of the process of court procedures and enforcement of judgments in commercial cases is shown in the illustration below.

After the package of laws was drafted and finalized, a training program for enforcement officers on the draft law and amendments was successfully delivered. This provided enforcement officers with both an introduction to the upcoming changes as well as a chance to review best practices applicable to the Kyrgyz legal and commercial environments. The training program began with a Training of Trainers (TOT) and then a pilot training held in Bishkek.

Automating Court Information

The judicial process in Kyrgyzstan, just like in many developing countries, suffers from delays in hearing cases, processing of court reports and statistical data due to, among others, the lack of a system of record keeping (mostly manual) and the lack of access to court decisions, judicial opinions and judgments. To respond to this challenge, MCATP completed the installation of the court computerization subcomponent (Court Information Management System or CMIS) to 28 courts in the country, exceeding the original target of 16 courts set out in the original project design. The CMIS provides for the mandatory random case assignments (thus reducing opportunities for corruption), promotes greater access to court decisions and provides the capability to send statistical reports from courts in different parts of the country to the Supreme Court and the Court Department electronically, increasing the efficiency and accuracy of the reporting process. The CIMS is also expected to improve court decisions as judges will have online access to past decisions, judicial opinions and judgments. MCATP began work on court computerization by conducting an IT assessment early in the project's life in an effort to identify the IT infrastructure in place, staff capabilities, and an overview of the database of judicial opinions. In August 2009, MCC gave its final approval for the release of court computerization funds for the project, which delayed the anticipated start-up of the sub-component and severely shortened the projected twenty-month timeframe for completion by the end of the Program to a little over fourteen months. In January 2010, the IT subcontractor began training the 330 judges and court staff on basic computer skills and the original CIMS program. Despite delays caused by the political upheaval of April 7, the procurement and installation of computer hardware, and training of court personnel was successfully completed. In addition, the Program provided 114 additional computers for the five original CIMS courts, made security enhancements at the Supreme Court building, purchased equipment damaged, looted, or destroyed during April 7, and conducted a security assessment of CIMS courts. Additional unrest in Osh during the month of June confirmed the need to address the security of court buildings.



Training Kyrgyz Judges on the use of the Court Information Management System (CIMS) at the Judicial Training Center, 2010

In September 2010, USAID conducted due diligence on the use of the CIMS by various Court Departments in Bishkek City and discovered that the CIMS was only being used sparingly by the Courts, mostly for inputting case records. Further investigation revealed a possible lack of political will by the Courts for full implementation, as the system was designed to increase transparency with a random shuffling of case assignments among judges to reduce opportunities

for corruption. Concerned that the full benefit of the CIMS was not being realized, USAID subsequently held a meeting with the Chief Justice of the Supreme Court and the IT company that developed the software and installed the computers. A task force was created by the Supreme Court Chief Justice to look into the matter. USAID recommended that an office order be promulgated by the Supreme Court that will mandate the use of the CIMS, which will be further monitored by USAID.

Public Outreach

JRAP adopted a communications strategy to ensure that information regarding selection and disciplining of judges as well as other information concerning the activities of judicial bodies was open and accessible to the public. The creation of new entities such as the Judicial Council was best explained in open meetings at the Implementing Partner's offices and the Supreme Court, where civil society participants and media participated. The Program also issued regular bulletins to highlight the accomplishments and progress of the judicial reforms. These included articles on the various activities of JRAP working with counterparts as well as interviews with judicial reform leaders. The Program also developed a brochure on the judicial disciplinary process that outlined the appropriate method for the public to file complaints about judges. The judicial reform component also utilized interview for newspapers, radio and TV, where the country's judicial leaders conducted several interviews for local media. A web portal was created for use by all judicial bodies providing the judiciary with a tool to reach the public instantly and with a level of detail of information never before achievable. The media quickly learned to access the portal to find information on the activities of judicial bodies including the Supreme Court, Judicial Council, JTC, NCJA, Constitutional Court, and Court Department.

B. Improving Law Enforcement

Professionalizing the Police Force

Human Resources (HR). One key objective of the law enforcement reform component was to professionalize the police force. Prior to the Threshold Program, much of the hiring for police was discretionary. There was no central collection and storage of personnel records or standardized employment form. Throughout the country, each Chief of a rayon or Oblast hired, promoted and terminated individuals at will. HR Department Heads reported no employment records of names, dates of births, addresses or payroll for at least 70% of the MOI. For promotions, the Medical Commission followed a medical protocol that had very low correlation to job tasks or performance, using a 40 year old Russian version of the Minnesota Multi-Phasic Inventory (MMPI). The Medical Commission recognized the limitations of this process and was eager to receive new methodologies and participate in training to advance their efforts. As a result, the Program introduced a standardized hiring⁶

⁶ The standardized hiring included pre-employment evaluation based on a basic minimum standard job criteria with six specific measurable factors. An Enforcement Entrance Examination was constructed, where each candidate's scores were correlated with their academy grade point average and their Personality Inventory. These were provided to the Medical Commission and the Academy Staff for future use to continue building the standardization of these instruments and process.

and performance-based promotion policy⁷ using best international practice, including pre-employment skills and psychological testing, job-task analysis.

Code of Ethics. One of the subcomponents in the MCATP was a requirement for MOI to adopt a professional code of conduct (Code of Ethics). A draft was submitted containing 72 pages of text, but was finalized by the Ministry of Internal Affairs, before ICITAP was given the opportunity to review and comment. The final version of the Code of Ethics signed by the MOI was in excess of 20 pages. Some concerns about the Code of Ethics Order were discussed. However, parts of the Code of Ethics Order are based on international “best practices” and serve as an excellent guiding document for the use of MOI personnel. Of concern to the MCC team is the creation of another sub-unit within the MOI that will have investigative authority over misconduct cases. The sub-unit, the Code of Ethics Board, was created to have yet another avenue where complaints against officers can be initiated, investigated and adjudicated. Rather than creating a standard method for maintaining oversight and review of the investigations of corruption, criminal activity and misconduct, the process is further stratified. As each new level is created with investigative authority, there becomes the increased possibility that individual biases rather than department policy will be the determining factor in these cases.

Establishing Civilian Oversight on Police Misconduct

Civilian Review Boards (CRBs). MCATP hoped to engage ordinary citizens to help oversee police misconduct in a sustainable manner. This was to be achieved through the creation of a national Civilian Review Board that will add confidence to the police reform initiative. The review board will represent all members of society related to the criminal justice system including members of the public, police, the judiciary, civil society (e.g., NGOs), and media. The review board will coordinate with the Internal Affairs Unit, and the Prosecutor’s office to investigate complaints of police misconduct and corruption. The Program prescribed set of conditions precedent for disbursement of \$3.08 million for Subcomponent C, Training and Equipment. The conditions precedent required the establishment of a properly functioning CRB, with its own staffing and budget and already functioning for three months. On



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⁷ A new promotion policy was established, which included an assessment method and an oral-board structured interview. It identified supervisory and managerial potential, oriented to provide decision-makers with more complete information than they can ordinarily gather from written and oral examinations alone. Finally, a knowledge-based exam was also provided that focuses on the specific knowledge of managerial models and supervisory standards.

September 3, 2009, the Minister of Internal Affairs signed Order #792 establishing a national Civilian Review Board. Members for the CRB were to be selected from a list of nominated candidates at a Public Forum. The selection process for the members of the CRB, however, was not transparent, and the Government failed to provide the necessary budget for the CRB. Thus, it was unable to meet the conditions precedent, which led to the cancellation of \$3.08 million.

Despite this setback, the Program decided to proceed with the establishment of two pilot CRBs in Chui Oblast and Bishkek City, which were later combined into one CRB located in Bishkek City. ICITAP continued providing weekly training sessions to members of the CRB, as well as limited equipment and documents required by the MCATP. ICITAP helped develop forms for the reception of citizen complaints. Members of the Civilian Review Board Pilot Program attended five training sessions. The ISS commanders taught classes in handling police misconduct cases, ISS procedures and the legal framework of citizens' complaints. The Interim Government was very supportive of promoting the formation of CRBs in each oblast, Bishkek and Osh City, and declared that the salaries of the national CRB would be included in the MVD budget. CRB billboards shown were installed at three major Bishkek intersections to advertise the hotline number for citizens to report police misconduct (see picture).

Training:

Training sessions were conducted by ICITAP to law enforcement officers on:

1. Internal Security Services investigations on corruption
2. Professionalism and Law Enforcement Ethics
3. Interview and interrogation
4. Civilian Review Board processes and function
5. Handling Citizens' Complaints Against the Police
6. Hiring and Promotional Process for HR Development
7. Leadership and Police Psychology



Way Forward

At the conclusion of the Program, the CRB concept and its implementation can still be considered as “work-in-progress”. Another USG program, the Bureau of International Narcotics Training (INL) under the US State Department is reviewing the possibility of absorbing the CRB concept into its forthcoming program of assistance to the MOI. A letter was sent to the new Minister of Internal Affairs, requesting that he encourage the sustainability of the tenets of the program after the Program’s termination. These policies included complaint receipt, CRB

functioning, distribution of decrees, confidential informants, name tags, ethical ISS personnel, hiring and promotion and psychological testing in keeping with best international practices. The letter also expressed appreciation for the cooperation and professionalism of the new interim police administration.

C. Introducing Criminal Justice Reforms and Anti-Corruption Public Outreach

Component Three of the Millennium Challenge Threshold Program (MCATP) promoted criminal justice reforms under four major projects: strengthening the Prosecutor Training Center (PTC) and Curriculum Development; introducing Criminal Procedure Code Reforms; developing a Civil Service Asset Declaration Review and carrying out an Anti-Corruption Outreach Program. A fifth major project was to establish a Financial Action Task Force to investigate money laundering and money flows; but the Kyrgyz government requested that this project be cancelled because they feared they would not be able to sustain such a task force after the Threshold Program ended on June 30, 2010. There were also three smaller projects: development of a Prosecutor Ethics' Code; implementing a Witness Protection program and assessment of Elder Courts in Kyrgyzstan. Two laws (CPC reform and Civil Service Asset Declaration Review) were drafted per the program's work plan and submitted to the then-Presidential Administration but their final passage was derailed by the April 7 events when the National Parliament was dissolved. Following the early April events, the security situation in the country worsened with the ethnic violence in the Osh region in mid June. This caused the cancellation of four PTC programs and a nationwide seminar on the Elder Court. The media and education agendas for the Anti-Corruption program "Beshtentek" were also disrupted for two months.

Significantly, four of the seven MCC TCP Component Three projects will be picked up by other current USG funding streams and thus will continue beyond June 30, 2010. The Criminal Procedure Code, Prosecutor Training Center, and Witness Protection projects will continue under the auspices of State/INL funding for DOJ/OPDAT's program headed by the US DOJ Resident Legal Advisor (RLA) in Kyrgyzstan. The U.S. Embassy- Bishkek Public Affairs Office will continue to provide support for the Anti-Corruption Outreach Program.

Prosecutor Training Center (PTC) Strengthening and Curriculum Development

The goal of this project was to develop a self-sustaining curriculum for the country's Prosecutor Training Center. Previously, training was random and depended on donors' initiatives. Under this component, seven courses were



Training for Trainers Session for Prosecutors
On Tax Evasion and Money Laundering
February 2010

developed for the Prosecutor Training Center, including: drug crimes, tax evasion, money laundering, forensics, jury trial, human trafficking and accounting and auditing for investigators. Sixteen interactive, case-based training sessions were delivered to a total of 505 prosecutors (out of 600 total in the country). An online training website was developed for six of the courses. A training for trainers (TOT) program was developed for Kyrgyz practitioners and trainers in the PTC. The courses on law and theory were intermixed with interactive exercises. The Jury Trial module included hypothetical cases with witnesses. Sixteen local prosecutors and 16 Kyrgyz defense attorneys were trained separately by two US lawyers in direct examination, cross-examination, opening statement, and closing argument and a mock trial. All participants in the courses were given the most recent versions of the Kyrgyz Criminal Procedure Code and proposed changes in the new draft. An interesting finding was the resistance of Kyrgyz prosecutors to devolve their powers (such as approving search warrants) to judges, per Kyrgyzstan's binding obligations under international conventions, namely the International Covenant on Civil and Political Rights (ICCPR). Finally, the Program sponsored several study tours in Bulgaria, Washington, DC (jury trials, which the country plans to introduce on a limited basis in 2010), Albania (civil service financial disclosures).

Criminal Procedure Code (CPC) Reform

A senior-level CPC Working Group, appointed by the Presidential Administration, began work in 2009 on drafting revisions to the CPC and within one year drafted substantial amendments to the CPC to bring it in accord with the obligations of the Government of Kyrgyzstan (GOK) as party to the ICCPR. The draft CPC was submitted to Parliament in March 2010; however, the April 7 events, derailed passage due to the dissolution of parliament. Key issues that the groups tackled were the grounds for and length of pretrial detention; equality of arms between defense and prosecution; and judicial oversight. A key controversy was restoring the power to grant search warrants to judges, which the Procuracy had wrested away from the judges earlier in the decade. In addition, the Working Group participated in a study tour to New York to observe UN Human Rights Committee sessions to review reports of compliance with the ICCPR by different countries (Uzbekistan, Mexico, Argentina, and New Zealand). This trip demonstrated to the group that their work had important international implications. In addition, study trips to look at best practices and roundtables on comparative post-Soviet Criminal Procedure Codes were held. More significantly, the Kyrgyz prosecutors all reported that this experience made their work on the reforms all the more meaningful.

Civil Service Asset Declaration Reform

As of 2008, about 98% of Kyrgyzstan's civil servants filed financial declarations manually and there was no system to review the declarations or impose sanctions. Such declarations are a tool, used by governments around the world, to increase government accountability by providing a baseline data of the financial position of all civil servants to monitor any unexplained wealth. The results of this project included a draft law providing the State Personnel Service (SPS), the civil service agency of the Kyrgyz government with review and sanctioning power. A finalized draft law in compliance with applicable international

standards, including the UN Convention against Corruption (UNCAC) to which Kyrgyzstan is a party, was the result of a series of legislative drafting workshops with USDOJ experts and study tours that provided the opportunity for first hand observation of modern financial disclosure regimes. One challenge with this component was that in the 20-month life of the program, there were four Directors of the SPS. This lack of continuity hampered progress because of the difficulty of having to “educate” each new Director, but also the Kyrgyz officials were reluctant to push forward such a politically sensitive regimen that would require them to possibly punish civil servants. Two study trips to the U.S. and Albania (where USAID successfully instituted an asset declaration regime) were conducted to provide an opportunity for firsthand observation. Further, two hundred and fifty-eight (258) computers were provided under the Program to civil service offices in 30 ministries and/or agencies around the country so officials can file their declarations. The World Bank will develop the software to automate Kyrgyz civil service records for officials. Finally, renovations were made to upgrade the security of the office at the SPS headquarters in Bishkek where the reviews will be conducted. It is hoped that following national elections in October 2010, the new Parliament will consider the draft legislation on filing automated civil service under new procedures.

Anti-Corruption Outreach Program: Media and Education

Media Component. A national multi-media and education anti-corruption project targeting the youth was launched under the Program and implemented by the USDOJ/OPDAT. Key project partners were the General Prosecutor's Office and the Ministry of Education and Science. The Media Commissioner's Institute developed the project and cartoons. The project, called “Beshtentek” was an integrated program designed by Kyrgyz designers, artists, and education specialists, based on a core story where five friends, seeking wealth in a fabled cave, find themselves in a parallel world of corrupt officials and practices. The five friends help each other to fend off the many dangers posed by corruption and find the riches of friendship and working together to make a difference. In addition to the animation series, the other "products" using the story of the cave, include a storybook, a coloring book, magnets, the country's first Kyrgyz language board game and a 2011 calendar. Through a ten-part animated series, the program was serialized over 20 weeks in the Kyrgyz language and published in the “Super Info” newspaper, the most popular daily in Kyrgyzstan. Ten TV programs “Quiz for Adults”, were broadcast in prime time on Kyrgyz National TV. Seventy (70) radio programs on anti-corruption, including one call-in show per week, in seven regional radio stations across the country were aired. In both the radio and television programs, the “Beshtentek” theme song, written by one of the country's top composers, was used. Some fifty-four (54) interactive puppet shows were also



conducted in village schools across the country focusing on the evils of corruption. Beginning in March 2010, a series of fifty (50) different SMS blasts in Russian gradually released featuring the five main characters with anti-corruption messages and urging young people that they can make a difference. Four thousand coloring books and a similar number of storybooks, magnets, posters and book bags were produced and distributed to school children all over the country.

Education Component. The education component, approved by the Ministry of Education, used a specially designed manual (in Kyrgyz and Russian) based on the five Beshtentek characters for teachers and prosecutors to use as teaching aids to talk about corruption with students. The classroom segment incorporates the Beshtentek board game and other "street law" type exercises. Teacher and prosecutor training began in December 2009 where it was



Animation Show on Evils of corruption for
School Students
October 2009

launched in 70 schools selected by the Ministry of Education. In addition, a nationwide essay contest on corruption was held with the winner's essay printed in a national newspaper. Some 2,500 manuals in Kyrgyz and 3,500 manuals in Russian have been distributed throughout the country. Training seminars were held for prosecutors and secondary school teachers as well as media trainings for prosecutors. An American NGO in Armenia has already expressed interest in cloning the series for that country. Internews, the Central Asian news agency, in Uzbekistan and Turkmenistan have begun airing the animation programs throughout Central Asia. Beshtentek will continue for at least another year through a USD\$150,000 grant from the U.S. Embassy's Public Affairs Office. **Website** designed: www.beshtentek.kg

Other Programs

Prosecutors' Code of Ethics. The Program worked with the Prosecutor Training Center (PTC) to deliver lectures and practical training sessions focused on situational ethics problems. These were included in all 19 training programs delivered from January 2009 to June 30, 2010 to over 500 prosecutors. The PTC staff members now include discussions of ethics in training programs in their trainings. Oversight of this addition is currently overseen by DOJ's INL-funded Resident Legal Advisor.

Witness Protection. An assessment of the current witness protection program in Kyrgyzstan was undertaken, and proposals were developed on how to improve witness protection, given the country's limited resources. The assessment examined the country's law on the Protection of Witnesses, Victims and Other Parties of Criminal Justice Administration (hereinafter "the Law") and review of other countries' laws related to

protection of witnesses, victims and other parties in the criminal justice system. The Program provided recommendations to the Government, including developing appropriate regulatory acts and adopting mechanisms for the implementation of the Law, and allowing more time to examine evidence given by witness or victim, and inclusion of remote interrogation methods such as using video communication equipment. In addition, the analysis also recommended simple and inexpensive security measures such as accompanying the person under protection to court, using separate entries and exits, use of secure rooms, and providing monetary compensation to the protected person in case job loss or suspension of work.

Aksakal Courts. Aksakal courts are *public bodies* created on a *voluntary* basis with elected members who self-govern their court. The legal status of aksakal courts is established under the Constitution of the Kyrgyz Republic, Law of the Kyrgyz Republic "Law on Aksakal Courts" (LAC) and other normative legal acts. *The main objectives* of aksakal courts are to protect the infringed or disputed rights and legal interests of citizens, to strengthen law and order, to prevent offenses on the territory of villages, settlements, and cities, and to foster respect towards the law. The Courts are intended to try cases based on the materials submitted in accordance with procedures established by the court, the prosecutor, bodies of the interior and other state bodies and their officials, as well as, in some cases, materials offered by ordinary citizens to settle disputes. However, the Aksakal courts' legal status, functions and jurisdiction are not clearly defined in the legislation. Recommendations by the MCATP included: making changes and amendments to the LAC to bring it in compliance with the Constitution of the Kyrgyz Republic, clearly defining the legal status, functions and competency/jurisdiction of aksakal courts; establishing a registry of aksakal courts and improving the procedure for the election of aksakal courts members; developing forms and a mechanism to provide a methodical approach to hearing cases, and undertaking training.

III. Summary of Program Outputs and Outcomes

Program Outputs

The MCA Threshold Program generally met/exceeded the expected outputs across all components.

Judicial Reform –

- Established a system for selecting, dismissing and disciplining judges. It drafted new laws concerning judicial selection and dismissal;
- Provided training to the Judicial Council, the body that oversees professional performance of judges. It promoted judicial independence by enabling the Judiciary to prepare its own budget and to submit the budget directly to the Parliament instead of the Executive Department;
- Streamlined the procedures for handling commercial cases and enforcement of commercial judgments;

- Finally the Program installed the Court Information Management System (CIMS) in 28 courts to track cases, facilitate greater access to court decisions by judges and provide for random case assignments.

Law Enforcement Reform

- Developed a new police applicant hiring process including an independently-monitored pre-screening exam for new police recruits;
- Developed new procedures for vetting current officers and adopting changes on hiring and promotional policies of MOI based on merit, including background checks, financial disclosures and polygraph tests;
- Strengthened the Internal Affairs Service (ISS) of the Ministry of Internal Affairs and drafted policies and procedures and complaints forms to investigate, file charges and discipline policemen charged with corruption and misconduct;
- The Program built the basic structure for establishing the civilian review boards, which will provide public oversight over police corruption and misconduct.

Criminal Justice Reform

- Established a self-sustaining curriculum for the Prosecutor Training Center in five modules (internship, illegal drug, human trafficking, tax evasion/money laundering and jury trials);
- Delivered prosecutorial training to at least 505 prosecutors in the country (out of 600 total) and a Training of Trainers (TOT) Program;
- Drafted revisions to the Criminal Procedure Code (CPC) to make it compliant with the United Nations International Covenant on Civil and Political Rights (ICCPR);
- Reviewed the operation, structure and legal aspects of the Aksakal courts (Elder Courts) and preparing recommendations to make the courts better able to serve the public;
- Developed and implemented a successful Anti-Corruption Outreach Program, and
- Developed an automated Civil Service Asset Declaration Form, including a draft law mandating its use among civil servants.

Program Outcomes

The MCA Threshold Program produced significant outcomes from its implementation:

Judicial Reform – Implementation of this component is expected to result in a more professional judiciary in Kyrgyzstan, with a system in place for selection of judges based on academic and professional qualifications, continuous training and a system for disciplining and dismissal of erring judges. In addition, Kyrgyzstan has now a more independent judiciary in terms of self-governance, with its operations overseen by an independent Judicial Council and its budget prepared and submitted to Parliament independent from that of the Executive Department. A new draft law on enforcement of judgments (to be passed when the new Parliament is elected in October 2010) will encourage foreign investments into the country with a more predictable and transparent commercial law framework. Finally, corruption in the judiciary can be reduced by the automatic, random case selection offered by the Program’s CIMS program. In addition, it is expected that quality of judicial decisions will be enhanced, as judges will now have electronic access to past court decisions and judgments, and public access will be facilitated as cases can be tracked electronically.

Law Enforcement Reform - It is expected that a new police applicant hiring process will result in a more professional law enforcement force. In addition, a strengthened Internal Affairs Service as well as increased public participation in filing complaints against police misconduct will discourage corruption and “regain” the public’s trust in the police. These outcomes, however, are dependent on the “political will” of the new Government that will be in place after parliamentary elections in October 2010 as well as its ability to address the fundamental causes of corruption endemic to the police force.

Criminal Justice Reform - The training delivered to practically the entire prosecutorial force in the country and the exposure to international practice of key officials of the General Prosecutor’s Office should result in a more informed and professional cadre of prosecutors in Kyrgyzstan, which will benefit the public in terms of better-prepared cases for prosecution, and swifter justice. The draft revisions to the Criminal Procedure Code (CPC) that makes it compliant under the ICCPR, should help keep Kyrgyzstan’s judicial processes in line with international practice; for example in safeguarding human rights. The anti-corruption outreach program under this component targeted to the youth has been one of the shining achievements of the Threshold Program – sensitizing the youth on the moral and economic consequences of corruption, and could have a have a long-term positive impact. Finally, under the Program, investigation of corruption by public officials is expected to be facilitated by the Program’s automated civil service asset declaration form which will require all civil servants in the country to file an asset declaration form as a basis for investigating unexplained wealth.

IV. Implementation Challenges

The implementation of the Program was significantly disrupted by the political events of April 7, 2010, which led to a change in Government. Implementation of the Program was virtually shut down for over a month as the political unrest caused security concerns for the

safety of the staff of the Implementing Partners as well as USAID personnel. Project implementation was resumed in May 2010, but then inter-ethnic violence erupted in the South, which adversely impacted a major portion of the Judicial Reform component (installation of computers for the courts of Osh, located in the Southern region of the country). Finally, implementation was adversely impacted by the change in Government counterpart staff brought in by the new Government as extension requests for extension of the closing date was not granted. As a result, implementation of many sub-components had to be accelerated and work on some components, such as the civilian review boards could not move forward because of the lack of time.

V. Lessons Learned.

Some lessons learned include:

- a. The Program would have benefitted from a two to three month extension. Precious time was lost because of the political upheaval of April 2010. The Program had to be accelerated to meet the completion date, and some programs that would have had a better impact were not pursued ⁸;
- b. “Political will”, particularly involving fighting corruption is difficult to overcome, particularly involving law enforcement and criminal justice, where corruption is endemic, and where lingering vestiges of former Soviet rule remain. The governance and anti-corruption components did not really get into the “heart” of the corruption issue, e.g. the low wages of police officers (an incentive for corruption), etc.;
- c. The Threshold Program, particularly the law enforcement and criminal justice components could have benefitted from a “critical constraints” analysis prior to program design (similar to compact programs). For example, a constraints study would have recognized the difficulty of introducing police reforms in the law enforcement area, where corruption was endemic and the challenges of a civilian review board in overseeing police misconduct;
- d. Issue of “programmatically sanctions” (e.g. cancellation of funds) discouraged future cooperation/collaboration from counterparts. When the conditions precedent for the disbursement of training and equipment for the law enforcement component of the Program were not met by the Government, the Program cancelled the \$3.0 million allocation for this subcomponent (almost 60% of the allocation for this Component). As a result, the Government counterpart lost interest in implementing the rest of the Program, and collaboration was difficult to obtain;
- e. The Program should have limited the components to a manageable number (e.g. a notional two components and at most three sub-components each). From a project

⁸ The Interim Government showed renewed interest in the CRBs, but which was not pursued because of the end of the program. The law on enforcement of judgments and the revisions of the criminal procedures code could not be “socialized” with the new government counterparts because of frequent changes of public officials, whose primary preoccupation was to stabilize the political situation in the country.

management point of view a smaller, less ambitious but achievable program components, where components are inter-related and synergistic would have been more appropriate, and

- f. M & E Indicators are usually output-oriented and the difficulty in quantifying project outcomes should be recognized.

VI. Sustainability

Of the three components of the Threshold Program in Kyrgyzstan, the *Judicial Reform Component* is the most sustainable. Kyrgyzstan has a very progressive-minded Supreme Court that is open to new ideas and reforms which conform to international judicial practices. For example, institutional ownership for selection of new judges, continuous training and a system for disciplining and dismissal of erring judges appears to take hold, as the new Interim Government recognizes the work principles of the Judicial Council, albeit, recent events (replacement of judges) were not done in a transparent manner. The main principles of judicial selection and disciplining are intact. The forthcoming Rule of Law project of USAID/Kyrgyzstan should be able to help sustain the gains achieved under the Threshold Program. *Law Enforcement Reform*, however, is a more difficult program to sustain. Although a new system was established for a police applicant hiring process and a merit-based promotion process, the long-term impact of the program will not be felt until several years into the future. The impact of the Program to strengthen the Internal Affairs Services also remains questionable as the Program continues to be challenged by political will or lack thereof⁹. Generally, the sustainability of anti-corruption program in many countries involving law enforcement police is very difficult to achieve because of the endemic corruption and general low pay of police officials. Finally, sustaining work involving introducing *Criminal Justice Reform* is very challenging. In the implementation of this component, there was a “built-in” resistance among prosecution officials to limit their powers in line with international standards (lingering vestiges of Soviet rule). Therefore, the sustainability of these reforms and the political will to carry them out remains uncertain.

VII. Monitoring and Evaluation (M & E)

The Program provided for an M & E component to establish a comprehensive and efficient system to monitor the impact of the Threshold Program. The monitoring exercise consisted of third party data collection for direct monitoring of the success of each component in meeting its targets, an annual public opinion survey and a series of focus group and expert panel discussions to capture the broader impact of the reforms being undertaken. Annex 1 shows the Summary of Performance Indicator Status as of the end of the second quarter of FY 2010 (March 30, 2010), the last period that monitoring was made. Data were collected from interviews with implementers and Government counterparts, written requests for information and physical inspection of project documents. Overall, the Program generally met its intended objectives.

⁹ The MCATP could not document the number of corruption and misconduct cases filed and prosecuted by the ISS, considered to be a state “secret”.

VIII. Flow of Funds

Attached is the funds flow report as of June 30, 2010. As Implementing Partners are given up to nine months from the completion date of the Program to submit final invoices, it will not be known how much surplus funds will remain unexpended by the end of this period. However, \$3.08 million of de-obligated funds in Component 2 (Law Enforcement Reforms) resulting from the cancellation of the Training and Equipment subcomponent have been returned to MCC.

Millennium Challenge Account
Threshold Country Program

Kyrgyz Republic

Quarterly Report
FY 2010 Q3 April 1 – June 30, 2010

1. Funds Flow

Bilateral Instrument	Start and End Dates	Bilateral Obligation		Disbursements	*Accrued Expenditures as of 06/30/10
		\$		\$	\$
116-0001-SOA	3/14/2008 - 06/30/2010	\$15,994,000.00	-----	\$7,840,339.60	\$8,828,403.60

Sub-obligations: List Major implementing Partners

Implementing Partner	TCP Component Number	Total Estimated Cost (TEC)	Amount Sub-Obligated to date	Disbursements	*Accrued Expenditures as of 06/30/10
DPK	1 (Judicial Reform)	\$4,897,143.00	\$4,897,143.00	\$4,344,984.60	\$4,875,104.60
DOJ/ICITAP	2 (Law Enforcement Reform)	\$5,321,000.00	\$2,241,000.00	\$1,099,525.66	\$1,099,525.66
DOJ/OPDAT	3 (Criminal Justice Reform)	\$4,923,000.00	\$4,923,000.00	\$2,151,455.34	\$2,557,828.34
ARD	4 (Monitoring)	\$296,440.00	\$296,440.00	\$244,374.00	\$295,945.00
TOTALS		\$15,437,583.00	\$12,357,583.00	\$7,840,339.60	\$8,828,403.60

* Accrued Expenditures = Disbursement + Accruals

The figures cited in the above funds flow section agree with the figures in the official Phoenix Accounting System for the Quarter Ending June 30, 2010.

Ken Collins, Controller, USAID/CAR



ANNEX 1

KYRGYZSTAN – MCA THRESHOLD PROGRAM

SUMMARY OF PERFORMANCE INDICATOR STATUS AS OF END OF Q2 FY2010

No.	PERFORMANCE INDICATOR	BASELINE SCORE / NOTES	EXPECTED OUTPUT	FY 2008		FY 2009				FY 2010		
				Quarter	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
1	100% of judges selected in conformity with new, transparent selection procedures		NCJA established	Target	NCJA laws/regs passed (CP)	NCJA established (CP)	NCJA operating for 3 months (CP)	Procedures adopted	Vacancies published	Candidates completed examination, results published	Candidates completed examination, results published	100% of judges are appointed according to transparent procedures
				Actual	Yes	Yes	Yes	Yes	Yes	Partially complete	Underway	
2	50% of complaints of judges are processed to conclusion, results published		Judicial Council operating	Target	3 CPS: laws, 3 mos ops, procedures	Functional analysis (CP)	Total complaints/complaints processed (%); new filings this quarter	Total complaints/complaints processed (50%); new filings this quarter	Total complaints/complaints processed (50%); new filings this quarter	Total complaints/complaints processed (50%); new filings this quarter	Baseline frozen/set total complaints/complaints processed (50%); new filings this quarter	50% of all complaints as of frozen baseline are processed
				Actual		Conducted	524/236 (49%)	347/604 (57%)	793/470 (59%)	890/659 (74%)	945/1113 (85%)	
3	75% of judges trained pass training module test		Judicial Council operating	Target		Curriculum set	Develop Testing	Pilot testing	Testing begins	75% of judges on all tests pass	75% of judges on all tests pass	75% of judges on all tests pass
				Actual		Yes	Completed	Yes	Yes	80% (35/44) & 97% (76/83)	92% (76/83)	
4	50% of complaints of enforcement officers reviewed and processed to conclusion, results published		Effective enforcement of court decisions	Target			Complaints procedures improved	Review of complaints under new procedures begins	25% of complaints processed	40% of complaints processed	Baseline frozen/set 25% of complaints processed	50% of all complaints processed
				Actual			No	No. Continued under old procedures.	100% (Under old procedures)	100% (Under old procedures)	TBD at time of writing; see narrative for detail.	
5	10% reduction in procedures required to enforce a judgment in commercial cases from filing to payment	39 procedures	Effective enforcement of court decisions	Target		Mapping of enforcement process	Creation of Working Group to amend legislation	Amendments to reduce procedures / improve procedures drafted	Passage of amendments	Training on changes of procedures	10% reduction in procedures reduced	10% reduction in overall procedures (35 or less)
				Actual		Completed	Completed	Drafts completed	Partially completed (Legislation drafted but not passed)	Yes. Training completed. (Legislation not yet passed.)	Not completed. (Legislation not yet passed.)	

No.	PERFORMANCE INDICATOR	BASELINE SCORE / NOTES	EXPECTED OUTPUT	FY 2008		FY 2009				FY 2010		
				Quarter	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
6	All courts with CIMS publish all decisions and all cases are assigned randomly			Target				Software upgrades are commissioned/ detailed list of equipment needs compiled	Installation begun	CIMS is installed in 35% of the selected courts	CIMS is installed in 70% of the selected courts	All courts with CIMS publish all decisions and all cases are assigned randomly
				Actual				Yes (but delayed)	Yes (but delayed)	Initiated in 65%	Anticipated 100%	Anticipated YES
7	Percentage (ratio) of newly hired officers discharged for misconduct in first year of duty decreases		OVD selection and promotion process becomes more merit-based	Target		Establish working groups	Ministry of Interior formalizes policy	Complete drafts of regulations for Internal Affairs Unit and Citizen Review Board	Reformed Internal Affairs Unit and Citizen Review Board	Officers discharged for misconduct baseline established	Number of discharges (10% fewer, year on year compared to prior quarter)	Year on year comparison of discharges shows 25% decrease
				Actual		Yes	No	Yes	Partial Regulations not passed	(No data)	(No data)	
8	50% of promotions to supervisory/ leadership positions in OVD from vacancy/promotion lists		OVD selection and promotion process becomes more merit-based	Target		Establish HR working group	Ministry of Interior formalizes policy	Complete regulations on promotion and hiring	First promotional tests administered	Promotions from reserve lists and persons passing tests (10%)	Promotions from reserve lists and persons passing tests (30%)	Promotions from reserve lists and persons passing tests (50%)
				Actual		Yes Informal WG	No	(No data)	No	(No data)	(No data)	
9	Number of repeated complaints against officers falls by 40%		Civilian Review Board (CRB) Created	Target		Establish CRB working group	CRB members are elected	CRB is created	Establish baseline for repeated complaints; No of complaints processed by CRB (10)	Number complaints processed (w/ CRB) (10)	Number complaints processed (w/ CRB) (20)	Number of repeated complaints processed falls by 40%
				Actual		Yes (but delayed)	Yes	Yes (but delayed)	Started	(No data)	(No data)	
10	75% of investigators pass certification exam (training begins after CPs met)	NOTE: CPs not met, therefore this component is not active	Training program on organized crime developed	Target					Curriculum and exam developed	Training/testing begins	75% investigators passing	75% investigators passing
				Actual					No, Component removed	No, Component removed	No, Component removed	No, Component removed
11	Several quality cases opened by financial crimes unit, prepared for trial, criminal proceedings initiated	NOTE: Unit not established	Capacity of a vetted unit improved	Target		Assess CPC for ICCPR compliance	Revisions to CPC drafted	Create exam, select, vet, train unit	Establish unit	3 investigations launched	6 investigations launched	Trials
				Actual		Yes	No	No	No	0 Unit not established		

No.	PERFORMANCE INDICATOR	BASELINE SCORE / NOTES	EXPECTED OUTPUT	FY 2008		FY 2009				FY 2010		
				Quarter	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
12	70% of senior and 50% of junior prosecutors who are trained pass examination		Curriculum exists at Prosecutor Training Center	Target		Develop curriculum	No. of junior prosecutors trained	Develop advanced curriculum for senior prosecutors	No of junior and senior level prosecutors trained and pass rate of 70% and 50%	No of junior and senior level prosecutors trained and pass rate of 70% and 50%	No of junior and senior level prosecutors trained and pass rate of 70% and 50%	No of junior and senior level prosecutors trained and pass rate of 70% and 50%
				Actual		Yes, for junior prosecutors	96 trained	Yes	96 (100% passed) & 64 (w/ no exam)	113 (100%) & 289 (100%)		
13	Several suspicious financial declarations undergo quality review by Special Investigation Unit	NOTE: Unit not established	Disclosure system has effective review and enforcement procedures	Target		At least 90% of public servants filing declarations	Revisions to financial declaration legislation adopted	Training on investigation conducted	5 investigations launched	10 total investigations launched	10 total investigations launched	At least 20 investigations leading to trial
				Actual		Yes	No	Unit not established See Indicator 11	0 Unit not established See Indicator 11	0 Unit not established See Indicator 11	Anticipated 0 Unit not established See Indicator 11	Anticipated 0 Unit not established See Indicator 11
14	10 primary and secondary schools per Oblast receive at least one outreach anti-corruption visit		Educational institutions integrate anti-corruption message	Target		Develop curriculum	Create/update manual for teachers for extra cur activities Train prosecutors	Deliver classes in at least 2 schools	Summer break	Visit up to 5 of schools in each oblast	Visit up to 5 of schools in each oblast	At least 10 schools per oblast reached
				Actual		Yes, but delayed	Yes	Yes, but delayed		Yes	Underway at time of writing	Anticipated Yes
15	Five publicized interviews or press conferences on topic of combating financial crimes held per year		Educational institutions integrate anti-corruption message	Target		Train press secretaries and prosecutors on minors for the public outreach	1 press conference and/or press event such an interview and another media training for the prosecutors	1 press conference on the first visit to schools by prosecutors in Bishkek and/or Chui oblast and Osh	Within the public awareness campaign publicize the success stories on fighting corruption w/ the Anti-Corruption agency	1 press conference on progress of the outreach program and trainings	1 press conference and/or interview of the trainings for the mid-level prosecutors	5 interviews or press conferences on anti-corruption conducted
				Actual		Yes	At least 1 conducted	1 conducted	No data	1 conducted	1 conducted	At least 1 conducted

Kyrgyzstan
MCA Threshold Program
Implementers Partners' Contact Information

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U.S. Department of Justice Criminal Division Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT)	1331 F Street, NW, Washington, DC 20530 OPDAT Direct Line(202) 514-1323 Department of Justice Main switchboard (202) 514-2000