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**PROVISION FOR POST PROJECT EVALUATIONS FOR THE
UNITED NATIONS DEMOCRACY FUND
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EVALUATION REPORT



**TRANSTEC
PROJECT
MANAGEMENT**

UDF-KAZ-08-256-Human Rights Education for the Police
(Kazakhstan)

Date: 27 February 2013

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Disclaimer

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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I. EXECUTIVE SUMMARY

(i) Background

The project ran from 1 April 2010 - 31 May 2012, with a total grant of USD 175,000. It was designed by the Kazakh International Bureau for Human Rights and Rule of Law (BHR) and implemented in partnership with the Kazakh Ministry of Interior, the Human Rights Commission under the President of Kazakhstan, the Danish Institute for Human Rights (DIHR) and the Tajik Bureau for Human Rights. The target population consisted of academic staff of Kazakh police training institutions, i.e. the Academy of the Ministry of Internal Affairs (MIA) in Almaty, the MIA Academy in Karaganda and the Academy of the Financial Police in Astana.¹ As defined in the Project Document the overall objective was to improve human rights protection through the elaboration of a human rights education course for introduction into the curricula of Kazakh institutions training future police officers. Accordingly, BHR aimed for the “logical chain” of four key outcomes:

- Human rights manuals in Kazakh language shall be available for the training of future police officers;
- Police faculty members shall ensure good quality human rights training for students of police academies, applying the international experience they gained through the project;
- The state shall directly participate in fostering a human rights culture among police officers;
- The community (i.e. the population) shall have more confidence in police officers and shall contribute to human rights implementation with concerted efforts.

(ii) Assessment of the project

Project design and objectives were **relevant**. Measures adequately addressed issues pertaining to the absence of quality training and

¹In accordance with the final narrative report two MIA schools in Aktobe and Kostanay were added with the approval of UNDEF at a later stage to the project’s target group.

materials, as confirmed by the grantee's initial contextual analysis. The project involved teaching faculty staff of police recruits, who follow a career path requiring completion of studies at Kazakhstan's higher educational institutions. Outputs aimed to ensure that graduates will dispose of the consolidated knowledge necessary to execute their duties, both in accordance with practical needs and international human rights standards.

Despite significant delays under the component supporting the curriculum development the project was **effective**. With the opportunities provided for exchange of practical experience in the course of international study visits and the range of topics covered in the workshops and training materials, the project's implementation partnership made an effective, if not essential, contribution towards the inclusion of the human rights subject into the country's future police academy curriculum.

As the project's ultimate impact (i.e. the mandatory introduction of human rights training into the police academies' curriculum) remains unachieved, indirect beneficiary quantities at this point cannot be taken into consideration to assess the project's efficiency. The resulting high unit cost of USD 1,193 per beneficiary puts the **potential benefit of efficient project conduct at risk**.

In the absence of results-oriented monitoring documentation that demonstrates project progress in relation to the grantee's contextual analysis (= baseline) or of data assessing the likely impact prospects generated by the project, evaluators gathered testimonials of beneficiaries documenting the project's **potential impact**. Trained faculty staff claim to already apply new skills and knowledge in current teaching, across a variety of disciplines and subjects, which includes the use of anecdotes, examples and literature provided by the project and of the suggested methodological approach of interactive teaching.

The **sustainability of the project's outcomes appears to be at risk**, as five months after the project closing date the Ministry of Education

has still not undertaken the actions necessary to oblige higher training institutions to offer future Kazakh police officers human rights courses based on the project's outputs. At the time of the evaluation visit still no launch date had been secured and almost 2,600 training manual copies were idle on stock. With plans for future training, review and production of new training manuals yet to be confirmed (to keep pace with national legislative developments), there is a serious risk that knowledge will be lost and that existing course material becomes out of date.

(iii) Conclusions

- We found that exposure to international experience through a combination of study visits and workshops and the concept of the training manuals were appropriate to facilitate the generation of an informed and up-to-date human rights perspective. We therefore conclude that the project's design was relevant to **provide a direct solution to the absence of good quality, practitioner-oriented, Kazakh-language human rights education.**
- Although the line authority for higher education did neither veto the objectives nor the time plan during the project's initial consultations, the perspective as to when human rights training will become a mandatory discipline for Kazakhstan's police academies at the time of the evaluation visit still remained vague. Based on our observations related to efficiency and sustainability we conclude that the grantee and its implementing partners **did not foresee and maintain ongoing communication and coordination with the Ministry of Education to secure its timely (and political) approval.**

(iv) Recommendations

- It remains unclear why the Ministry of Education has not approved the inclusion of project outputs into the curriculum and the mandatory launch of human rights training. **To avoid the risks**

we noted in our comments on efficiency and sustainability we recommend to the grantee to remind the approval authority that integration of the present project’s training manuals into the curriculum of higher education institutions is fully consistent with government policy, since recommended by the Human Rights Commission in its “Report on the Human Rights Situation” in 2011, and approved by the President of the Republic in May 2012 (resolution No 32-42.157).

- The present experience highlights that applying an inclusive partnership approach, to the extent possible, is vital for the achievement of democracy development project objectives. Based on our observations on sustainability, we therefore recommend to the grantee and to UNDEF to ensure that future project applications include specific measures promoting cooperation and ownership, in case acceptance of project deliverables is of concern to multiple government institutions.

II. INTRODUCTION AND DEVELOPMENT CONTEXT

i. The project and evaluation objectives

This report contains the evaluation of the project entitled “Human Rights Education for the Police”. The project ran from 1 April 2010 - 31 May 2012 (including a 2 month no-cost extension), with a total grant of USD 175,000 (out of which UNDEF retained USD 17,500 for monitoring and evaluation).



Orientation map² to indicate police academies participating in the project: MIA academies of Almaty, Karaganda, Aktobe and Kostanay; Academy of the Financial Police in Astana³

The project was designed by the Kazakh International Bureau for Human Rights and Rule of Law (BHR). It was implemented in partnership with

²Map published by Bernard Tom under the Creative Commons Attribution-Share Alike 3.0 Unreported license; source: http://en.wikipedia.org/wiki/File:Kazakhstan_provinces_and_province_capitals.svg#filelinks

³BHR’s training for academic staff from these five locations took place in: Almaty, Karaganda and Astana.

the Kazakh Ministry of Interior, the Human Rights Commission under the President of Kazakhstan, the Danish Institute for Human Rights (DIHR) and the Tajik Bureau for Human Rights. As defined in the Project Document, the overall objective was to improve human rights protection through the elaboration of a human rights education course for introduction into the curricula of Kazakh institutions training future police officers. The target population consisted of academic staff of Kazakh police training institutions, i.e. the Academy of the Ministry of Internal Affairs (MIA) in Almaty, the MIA Academy in Karaganda and the Academy of the Financial Police in Astana.⁴

UNDEF and Transtec have agreed on a framework governing the evaluation process, set out in the Operational Manual. According to the manual, the objective of the evaluation is to “undertake in-depth analysis of UNDEF-funded projects to gain a better understanding of what constitutes a successful project which will in turn help UNDEF devise future project strategies. Evaluations also assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved”.

(ii) Evaluation methodology

The evaluation was conducted by an international expert, working with a national expert, under the terms of the framework agreement between UNDEF and Transtec. In accordance with the agreed process, the evaluation aimed to answer questions across the Development Assistance Committee (DAC) criteria of relevance, effectiveness, efficiency, impact, and sustainability, as well as the additional criterion of UNDEF value added (see Annex 1).

The evaluation took place from October - December 2012 with the field

⁴In accordance with the final narrative report two MIA schools in Aktobe and Kostanay were added with the approval of UNDEF at a later stage to the project’s target group.

work in Kazakhstan conducted from 5 to 9 November. The evaluators reviewed available project documentation and contextual / background materials on human rights in Kazakhstan (Annex 2). Initial and final interviews were held with former project staff of BHR's Almaty office, involving BHR's acting director and its chief of human rights advocacy. Field work focused on meetings and exchanges with representatives of the implementing partners and staff members of the participating academic institutions, to confirm the project beneficiaries' experiences and to obtain updates of their most recent activities. These interviews and group meetings were carried out in the cities of Almaty, Karaganda and Astana, involving 2 implementing partner representatives (and contributors), academic staff (2 contributors/trainers and 3 trainees) and the head of BHR's educational center (Annex 3).

(iii) Development context

Kazakhstan was the last of the former Soviet Union republics to declare its independence.⁵ The political system is a presidential republic, with a very centralized form of government, and a constitution that grants the president considerable control over legislature, judiciary, and local governments. The country's first president, who was also the last communist-era leader, has been repeatedly re-elected since 1991. However, none of the elections observed by the Organization for Security and Cooperation in Europe (OSCE) have met the international standards.⁶ Under the current constitutional rules, President Nursultan Nazarbayev may serve an indefinite number of five-year terms.

In terms of economic development, Kazakhstan since the early days of its independence has maintained a strategic focus based on market economy and integration into the global economy. Upper-middle income country status was achieved in 2009, with a gross national income of US\$ 6,920 per capita. Assets for the rapid economic growth include oil and mineral

⁵December 6, 1991

⁶Source <http://www.osce.org/odihr/elections/kazakhstan>

resources. With low domestic consumption of oil and exports averaging one million barrels per day, Kazakhstan is a significant player in world oil markets. Strong economic performance from 2000 to 2007, with average real GDP growth of 10 percent, was buoyed by high world prices for crude oil.⁷ The period of high economic growth significantly decreased the population proportion to below the government defined poverty line, from 35 percent in 1999 to 8.2% in 2009.⁸

Although the achievements of Kazakhstan in terms of economic growth are widely recognized, the human rights situation remains an area of concern for many outside and non-governmental observers. On a scale of 1 to 7 (1 being the highest grade) Freedom House⁹ ranks Kazakhstan with a 6 in “political rights” and a 5 on “civil liberties”, denoting as “not free” in 2011.¹⁰ At the international level, Kazakhstan is bound by the International Bill of Human Rights, as it has ratified the two overarching covenants that between them cover the whole range of civil, cultural, economic, political and social rights. It has also ratified most of the main human rights conventions.¹¹ At the national level, Kazakhstan adopted a National Human Rights Action Plan (NHRAP) for 2009 - 2012 which constitutes a consolidated program of planned concrete steps for the improvement of legislation and practices of its application, the national system of protection of human rights and the education of the population regarding human rights and mechanisms of their protection.¹²

Notwithstanding the importance of ratifying international human rights instruments and related national policies, the current challenge lies in their proper implementation. The NHRAP recognizes that violations of the constitutional rights of citizens by law-enforcement agencies are

⁷Source http://www.fao.org/fileadmin/user_upload/Europe/documents/Publications/AI_briefs/Kazakhstan_ai_en.pdf

⁸Source <http://www.indexmundi.com/g/g.aspx?c=kz&v=69>

⁹Freedom House is “an independent watchdog organization dedicated to the expansion of freedom around the world.”

¹⁰Source <http://www.freedomhouse.org/report/freedom-world/2011/kazakhstan>

¹¹Source <http://www.ohchr.org/en/NewsEvents/Pages/DisplayNews.aspx?NewsID=12343&LangID=E>

¹²Source http://www.undp.kz/userfiles/plan_en.pdf

widespread. Most common violations are illegal detention, unwarrantable entry and search of homes and unlawful methods of investigation such as the use of violence and other degrading treatment. The NHRAP identifies low levels of professional training of officers of criminal investigation and lack of elementary knowledge of criminal legislation and international treaties ratified by Kazakhstan as the main causes of the violations of human rights by law-enforcement agents.

The year 2011 saw the worst confrontation in recent history, when on December 16th police and government troops opened fire on a public gathering of civilians, including striking oil workers, in the southwestern city of Zhanaozen.¹³ At least 15 people were killed and more than 100 seriously injured. One protester was killed later in a separate incident.¹⁴ A 20-day state of emergency was imposed by the president and all communications with the town were temporarily cut off. The international NGO Human Rights Watch documented allegations of ill-treatment and torture by people who witnessed or were subjected to physical abuse by police in custody between December 16 and 19.¹⁵ These individuals described how police variously kicked and beat detainees with truncheons, stripped them naked and walked on them, and subjected them to freezing temperatures. During the trial defendants testified that they had suffered beatings, suffocation, psychological pressure, and other ill-treatment, apparently to coerce testimony against themselves or others. One of those detained, 50-year-old Bazarbai Kenzhebaev, died from a ruptured small intestine and blunt abdominal trauma, injuries he apparently sustained in custody after he was detained on December 16.¹⁶ The Prosecutor General's Office opened a criminal investigation on the use of force by security forces after video footage of the events was released and invited the UN to join an impartial investigation into the violence.

¹³Source <http://www.hrw.org/news/2011/12/17/kazakhstan-investigate-violence-oil-rich-western-region>

¹⁴Source <http://www.amnesty.org/en/region/kazakhstan/report-2012>

¹⁵Source <http://www.hrw.org/news/2012/02/01/kazakhstan-letter-prosecutor-general-regarding-december-events-zhanaozen-and-shetpe>

¹⁶Source <http://www.hrw.org/news/2011/12/22/kazakhstan-detainee-dies-after-police-beating>

III. PROJECT STRATEGY

(i) Project strategy and approach

The over-all objective of the “Human Rights Education for the Police” project, as defined in the Project Document (UDF-KAZ-08-256) in February 2010, was to improve human rights protection through the elaboration of a human rights education course for introduction into the curricula of Kazakh institutions training future police officers. Accordingly, BHR’s strategic approach aimed for a “logical chain” of four key outcomes:

- Human rights manuals in Kazakh language shall be available for the training of future police officers;
- Police faculty members shall ensure good quality human rights training for students of police academies, applying the international experience they gained through the project;
- The state shall directly participate in fostering a human rights culture among police officers;
- The community (i.e. the population) shall have more confidence in police officers and shall contribute to human rights implementation with concerted efforts.

According to BHR, human rights education was previously neither a training subject taught in its own right nor a topic the students of Kazakhstan’s existing police academies knew much about. The grantee therefore intended to develop a course which is compliant with international human rights standards. Closely collaborating with the MIA’s academia, BHR expected:

- the introduction of human rights education to become mandatory for all academies training future police officers;
- continued evolution of the training subject to be secured beyond the life time of the project.

BHR promotes the observance of civil and political rights and freedoms and the development of civil society. Established in 1993, the NGO maintains thirteen regional branches in all regions of Kazakhstan and over time has become one of the main players promoting human rights in the country and Central Asia. Working towards the alignment with international human rights standards, BHR's operations are steered by two centers: the "Human Rights Protection Center," which focuses on an analysis of legislation, human rights consultation, human rights program development; and the "Informational and Educational Center," which develops and implements educational programs and informational campaigns.

The most recent educational initiatives implemented by BHR have addressed two distinct target groups of police officer candidates. Human rights education at secondary-level special institutions was the subject of a project supported by OSCE and led to the development of training programs addressing e.g. future district police officers, prison guards and penitentiary officers. The present UNDEF-funded project targeted Kazakhstan's higher educational institutions, i.e. universities and academies educating future police officers who will be involved in investigative activities.

(ii) Logical framework

The Project Document translates BHR's programmatic approach into a structured plan of project activities and intended outcomes, including the achievement of the project's overall and specific objectives. The framework below aims to capture the project logic systematically, also attempting to eliminate confusion between intended outcomes, impacts and long-term objectives, which evaluators at times observed in the Project Document's result framework.

Project Activities & Interventions	Intended Outcomes	Medium Term Impacts	Long Term Development Objectives
<p><u>1. Consultations</u></p> <p>Negotiations with the MIA, the National Human Rights Commission and the Ministry of Education</p> <p>Introductory working meeting to discuss and develop a strategic action plan regarding the development of manuals for use at higher educational institutions</p>	<p>Introduction of Human Rights course into the curricula of higher educational institutions and training of future police officers discussed and agreed</p>	<p>Direct participation of the state in fostering a human rights culture among police officers</p>	
<p><u>2. Curriculum Development</u></p> <p>Development of the manuals for academic staff and students</p> <p>Translation into Kazakh language</p> <p>Production, both in Russian and Kazakh languages</p>	<p>Separate manuals on:</p> <p>Human rights as a police duty and function (methodological recommendations, for academic staff)</p> <p>Ensuring and respecting human rights in practice (for students)</p>	<p>First-time-ever availability of consolidated Human Rights training material for higher educational institutions, in particular in Kazakh language</p> <p>Human rights course introduced into the curricula of higher educational institutions (i.e. universities, police academies)</p>	<p>The community (i.e. the population) shall have more confidence in police officers and shall contribute to human rights implementation with concerted efforts</p>

<p><u>3. Training of Trainers</u></p> <p>Organization of study tours to Tajikistan and Denmark for academic staff involved in the training of future police officers</p> <p>Workshops held for academic staff in Almaty, Astana and Karaganda</p>	<p>Police faculty members capable to provide good quality human rights training to students of police academies</p>	<p>Faculty members apply the international experience they gained through the project</p> <p>Human Rights training provided on an annual basis (for up to 900 future police officers)</p>	
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IV. EVALUATION FINDINGS

(i) Relevance

Baseline Situation

BHR relied on three sources to underpin its initial assessment: (i) information gathered in the context of previous activities (e.g. research for its human rights education program targeting secondary-level institutions and personal observations made by staff of BHR’s Astana office when training law enforcement officers); (ii) interviews with MIA representatives following an official enquiry made by BHR (to confirm e.g. the subjects covered by the curriculum of higher educational institutions); and (iii) research on websites and other public sources of information maintained by the MIA and relevant academic institutions (to establish e.g. the annual number of police officer graduates).

BHR's baseline findings

- “Human Rights” as a discipline is not taught at the police academies of Astana, Almaty and Karaganda.
- In the absence of relevant knowledge and experience, the faculty members of these academies are unable to provide good quality human rights training.
- 900 police officers graduate annually, without acquiring human rights knowledge. There are no training materials, neither for teachers nor students. Consequently, young police officers are unable to apply human rights adequately.

This “material” baseline led the grantee to the conclusion that without good quality human rights education as part of the MIA’s curricula, supported by consolidated human rights reference materials, (1) future police academy graduates will be unable to execute their duties in accordance with international human rights standards and, subsequently, (2) the population’s confidence in Kazakhstan’s police officers will not improve.

The project response

Evaluators found various examples of relevant project design, addressing the above three baseline aspects:

1. Consultations

BHR’s strategic approach was to integrate state institutions (representatives of the Ministry of the Interior and the Human Rights Commission under the President of Kazakhstan) in the project implementation process to generate ownership, thus improving the likelihood of acceptance and continued use of the project’s planned deliverables. By involving state-

level key actors not only in project steering activities, but also in the delivery of actual outputs (through co-authorship of certain training manual chapters), the project grantee aspired to achieve:

- academies and universities to become obliged to provide human rights education to future police officers;
- human rights training to continue to evolve after the end of the project.

2. Curriculum Development

Police academies and universities did not dispose of consolidated training materials to raise awareness among future police officers that the protection of human rights was their function and duty. Those higher educational institutions that actually offered optional human rights courses would leave the choice of training materials to its faculty staff and would provide the training mostly in Russian language. Educational materials or training for police officer candidates in Kazakh language were unavailable.

Accordingly, the consultations between BHR, MIA and Human Rights Commission arrived at a choice of training manual topics and associated co-authors ensuring a combination of academic expertise and practical field experience. In other words, the objective was to develop training material which clarified that human rights values are constitutionally guaranteed, that the police is at the service of its citizens and that therefore police officers are committed to certain rules of professional conduct when it comes to the execution of typical functions (e.g. investigation, detention, the use of physical force or arms), the interaction with people (i.e. indiscriminate, regardless of social background or ethnicity) and the handling of emergency situations. Co-authorship by experts from the Human Rights Commission, the MIA's Education Division, the MIA's B. Baysenov Academy and the Bolashak University's faculty of law; as well as translation of all outputs from Russian into Kazakh language aimed at acceptance and widespread use of the training manuals.



Human Rights Training Manual
(Student Edition)

3. Training of Trainers

The Tajik tutor colleagues whom trainees met during their first study visit estimated that following the introduction of dedicated training the amount of human rights violations committed by police officers had dropped by one third. Accordingly, exposure to international experience through a combination of study visits (Tajikistan, Denmark) and workshops was meant to generate an informed perspective among potential training manual authors and trainers, which was seen as a precondition for ensuring the provision of good quality human rights training in the future. Information obtained during study tours (lectures, literature, manuals) was foreseen to inspire structure and content of the future training manuals and to provide faculty staff with practical examples of training techniques. The suggestion who would contribute as co-author to the manuals was also based on BHR's observation of the performance and interaction of study tour participants.

The workshop scheme was agreed among implementation partners during a Round Table, which served to clarify the purpose of the training

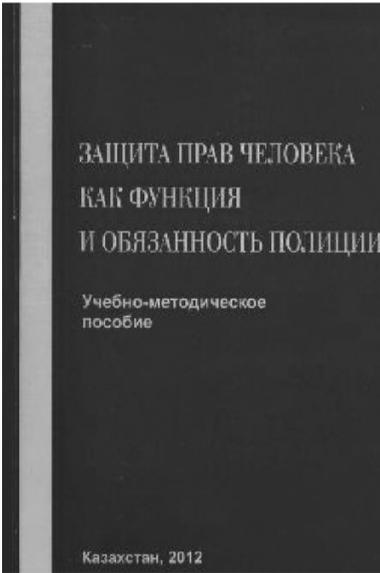
for faculty members: workshops were designed (1) to familiarize future human rights trainers with the specific topics covered by the future training manuals and (2) to introduce trainees to the application of new, interactive training methods and tools. During a typical workshop's first day the manual's co-authors presented the subjects: history/background of human rights; human rights protection as function and duty of the police; respecting human rights during criminal investigation. For the second day, trainees were asked (i) to prepare in groups for presenting themselves one of the other topics covered by the training manual and (ii) to do so by choosing from a range of interactive presentation techniques and tools previously demonstrated and made available by trainers.

(ii) Effectiveness

The project's final narrative report describes a generally successful project, making the modest claim that the project's objective was met to 70%. As a matter of fact, the project completed all of its scheduled activities within the extended project implementation period. However, at the time of the evaluation visit, courses based on the project's training manual outputs were still not offered by higher training institutions for future Kazakh police officers. Five months after the project closing date, the project's ambition to contribute towards improved human rights protection remains partly unachieved.

Apart from a two-month extension further changes occurred, though without affecting the project's implementation progress:

- a transfer of the project coordinator role was executed smoothly on the basis of internal arrangements (among BHR staff, due to maternity leave);
- faculty members of two MIA academies in Aktobe and Kostanay (previously under the responsibility of the Ministry of Justice) were added to the project's target group (cf. district map above).



Human Rights Training Manual
(Tutor's Methodology Edition)

1. Consultations

Introductory discussions held at the outset of the project to develop a strategic action plan were concluded successfully, with the partnership agreeing (1) to work towards mandatory introduction of human rights education by all academies training future police officers by September 2012 and (2) to draft jointly human rights training materials including contributions by experts from the Ministry of the Interior and the Human Rights Commission.

However, the MIA's input to the training manuals took more time than anticipated. As there was a serious risk that the workshops (planned to train future trainers on the content and use of the manuals) could not be held, BHR took initiative and organized an additional "roundtable" to clarify the purpose of the workshops and to once more commit the partnership to timely delivery of their contributions.

2. Curriculum Development

Under the coordination and editorial leadership of BHR two versions of the training manual were completed. While the student version of the manual introduces police practice to the human rights perspective, the version for faculty staff includes additional recommendations on the application of interactive teaching methods.

Despite the above-mentioned significant delays at input level the project with these manuals ensured that relevant information will be readily available, once the human rights subject will be included into the country's police academy curriculum. Given the range of the below listed topics, evaluators assume that the new material will effectively generate an informed human rights perspective among future police officers:

- Introduction to history and background of human rights;
- Police interaction with the civil society;
- Police investigation, with particular respect to human rights;
- Detention - actions by the police and process;
- Use of fire arms and physical force by police officers;
- Police interaction with vulnerable / marginalized people;
- Emergency situations - actions by the police and process.

All activities that were foreseen to follow the editorial work on the manuals' content were carried out according to plan, but - as a consequence of the late completion of the writing process - their implementation was delayed. The manuals were translated into Kazakh language, and the numbers of copies produced exceeded by far the 1,000 copies (100 for academic personnel, 900 for students) initially planned in the project document: altogether, 2,600 copies were printed (650 Russian and 650 Kazakh copies of the tutor and student versions each). BHR together with contributing experts announced the publication and presented the manuals during a press conference, held in Astana in April 2012 on the occasion of a workshop.

3. Training of Trainers

As planned, two study tours to Tajikistan and Denmark involved 10 participants each. Following UNDEF's approval, workshops were organized for 60 participants in the course of the project's two-month no-cost extension period.

Participants told evaluators they were impressed by the strong commitment to human rights protection as an integral element of the education for Tajikistan's future police officers, saying that their meetings with police officers, prosecutors, judges, and human rights advocates provided them with interesting examples from a country which had previously benefitted from a similar project (supported by the Danish Institute for Human Rights). This and other feedback made the project popular, and competition to participate in the second study tour (to Denmark) reportedly became tough.



Group work, study visit to Denmark
(June 2011)

With the objective of the study tours in mind, BHR successfully insisted vis-à-vis its implementation partners to involve the same group of participants in the second visit, which included a series of human rights

seminars at the Danish Institute for Human Rights, and meetings at a Copenhagen police station, a pre-trial detention facility and the Danish National Police Academy. In interviews evaluators confirmed that the study tours effectively provided the participating trainees with the inspiration needed to develop the structure and contents of the training manuals. Participants once more were impressed with the extent to which the human rights discipline had evolved, and expressed their appreciation for the transparent way in which tutors discussed Danish human rights issues and provided them with useful experience.

Two-day workshops were held as planned in three locations to train future human rights tutors on methodology and content of the new manuals. Like the participants of the study tours, the workshops' trainees were selected by BHR's implementing partners. When the Financial Police Academy in Astana nominated five instead of the expected twenty trainees, BHR invited and obtained confirmation of five trainees from the newly introduced beneficiary institution in Aktobe. While ten participants from the MIA Academy in Kostanay were included similarly in the Almaty-based workshop, the envisaged participation of 20 trainees could be secured from the MIA Academy in Karaganda, bringing the total number of trained trainers to 50 (planned: 60).



Workshop participants in Almaty
- May 2012

While human rights information was absorbed with great interest, interactive training methods proved a novelty more difficult to promote. When tasked to present some of the new material themselves, it emerged quickly that workshop participants had a strong preference for traditional lecture-style teaching. The grantee accordingly adjusted the task, removing traditional teaching as an option and providing more information on the very few techniques (e.g. role-play, assignments for individuals/groups, discussion) and tools (e.g. flip chart, PowerPoint, video) that are needed to realize interactive teaching.

(iii) Efficiency¹⁷

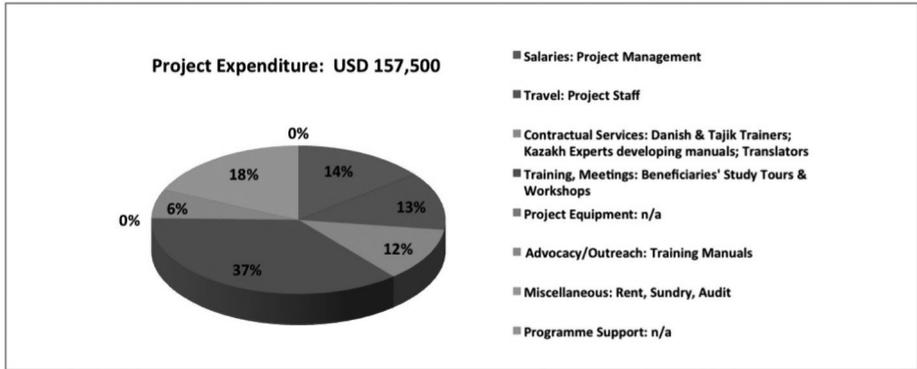
Activities generating an up-to-date human rights perspective among potential training manual authors and future trainers (e.g. study tours, workshops) and the development and publication of appropriate training materials (involving national expertise, translation and printing) represented by the project's principal focus. Accordingly, 54.6% of the budget was reserved for expenditure related to trainings/meetings (36.5%), contractual services (11.7%) and advocacy/outreach (6.4%). Breaking the amount spent for above activities (USD 85,900)¹⁸ over the total number of 72 direct beneficiaries¹⁹ provides a high average cost of approximately USD 1,193 per beneficiary. Including 900 police officer candidates (i.e. the number of students expected to be trained every year) as indirect beneficiaries would, however, lower the average cost per beneficiary to USD 88.40. In other words, implementation partners must rush to fulfill their commitment to introduce human rights training into the curricula of their higher educational institutions. Otherwise the course material risks to become outdated²⁰ and the potential benefit of a highly efficient project conduct could be lost.

¹⁷Quantitative assessments made in this section are based on the total amount of project expenditure, which excludes the budget amount reserved for evaluation by UNDEF.

¹⁸Expenditure budgeted for project management (i.e. salaries) is not included in this percentages/amounts.

¹⁹This figure includes 22 study tour participants and 50 trained trainers (i.e. national experts / potential contributors to the manuals and future trainers).

²⁰During interviews beneficiaries recurrently noted to evaluators the need for annual updates, to ensure that pace with ongoing revisions in relevant national laws.



The nominal unit cost of the training manual amounts to USD 3.85 (2,600 copies printed), which is significantly lower than the budgeted USD 10 per copy (1,000 copies planned), thus providing further evidence of efficient project conduct.

BHR and the partnership incurred no expenses for equipment or program support. Given the extent of logistics required to run and coordinate the project across three locations in a country of the size of Kazakhstan, the expenses allocated for travel (12.7%) and miscellaneous purposes (18.3% covering e.g. office rent, sundry and audit) appear reasonable.

(iv) Impact

Weaknesses in the grantee's approach to data collection limit the evaluators' analysis of impact to a review of anecdotes. Further to the absence of a representative survey for baseline purposes, BHR did also not undertake a systematic survey to study the project's impact of the study tours or the workshops on its direct beneficiaries. The grantee's assessment of the workshops was limited to the collection of «+/-» feedback from the participants. Among the positively rated workshop aspects were: questions answered, new information and material provided, and the opportunity to learn new methodological approaches and to make new friends. Suggestions for improvement included the use of more advanced

video materials and the availability of more international documents, audio-visual materials, including PowerPoint presentations, in Kazakh language.

On the basis of interviews held with 2 implementing partner representatives, 5 academic staff (3 contributors/trainers and 2 trainees) and the head of BHR's educational center evaluators have independently formed the view that the project generated positive effects. Selected anecdotes are provided below.²¹ They are grouped along some of the key issues identified in the grantee's initial contextual analysis (= baseline, cf. section on relevance) to demonstrate how the project changed the human rights perspective among faculty staff and to indicate potential impact on students in the future. As indicated in the project's final narrative report, these examples demonstrate that the grantee was successful in providing a response to the baseline situation. However, implementation partners still have to live up to their commitment, which is the mandatory provision of human rights courses by all of Kazakhstan's police academies, to enable the project to realize ultimate impact on the country's human rights situation.

Unavailability of training methodology for teachers and of human rights manuals for students

Two members of the *Human Rights Commission's expert committee* confirmed in separate reviews that the issues covered by the new training manuals were critical to ensure that human rights of individual citizens in Kazakhstan will be respected by the police. According to their assessments, the manuals will provide students with a better understanding of the importance of the international standards for the development of civil society and rule of law, "[...] the protection of which is inextricably linked to the professional activities of law enforcement agencies." Furthermore, a Human Rights Committee representative mentioned to evaluators that the project's output inspired him to suggest the addition/development of a practical pocket-size reference book for citizens, in order to facilitate awareness raising about individual human rights also among members of the civil society.

²¹In line with current development practice, an effort was made to identify recent anecdotes or to obtain, where possible, details of relevance

For the *head of BHR's educational center*, chief editor of the manuals and workshop trainer promoting the interactive training method, the workshops and study tours were an “[...] eye opener, which took the staff of the faculties out of their academic isolation.” It is his view that active involvement drew participants into empowerment and inspiration, as they felt that they were contributing to the creation of something new. Convinced that the project generated new values among its trainees, he said that they left the training owning the idea that dedicated human rights courses must be held. He also highlighted the particular significance of the first-ever publication of training material in Kazakh for the standardization of human rights terminology. Given the complexity of the Kazakh language, which frequently offers a variety of meanings for one and the same word, it was important to establish certainty about correct ways of expressing human rights rules and concerns. Therefore the manuals have now also established a standard reference, enabling the future comparison with and translation from Russian and other foreign language human rights sources.

Acquisition of knowledge and experience as pre-condition for quality human rights training

A project participant, *co-author of the manuals and trainer in the workshops*, said, “[...] in general, police officers in Kazakhstan consider human rights to be an obstacle for performing their duties.” He therefore chose to teach human rights using interactive and participative methods, putting students in the shoes of those whose rights were usually violated. “It was the project that made me discover and apply new concepts and methods of teaching, which complement my traditional academic style.” He used the example of the Milgram experiment during the workshops to demonstrate how easily people obey to an authority figure which instructs them to perform acts that conflict with their personal conscience. The experiment established that human rights standards should guide the work of higher police officers, thus helping them to make a distinction between appropriate and inadmissible actions. The presentation of the Milgram experiment reportedly had a very positive effect on and was welcomed by workshop participants. Given this feedback, the trainer expects a similar impact on future police officers who will be trained on the basis of the manual.

A tutor of the MIA Academy in Almaty trained by the project highly appreciated the study visits and the workshop organized by BHR. As far as the workshop is concerned, he praised the opportunity to experience the methodological approach of interactive teaching, which he said he started to apply after the training, even in courses not directly related to the human rights subject. In addition, he told evaluators

that his participation in the study trip to Denmark inspired him to make extensive use of anecdotes, examples and literature he was provided with by the project.

“Human Rights” course provision mandatory for police academies

A future human rights trainer, a *tutor of the Financial Police Academy in Astana* who previously taught international law, characterized the project as an important milestone in her career. After her participation in the human rights workshop she was given the opportunity to start teaching human rights in the framework of an advanced training for law-enforcement professionals. From the semester starting in February 2013, she will also start to run human rights courses as part of the Financial Academy’s Bachelor’s program. She added that the inclusion of the materials and manuals she obtained from the project into the Academy’s library was publicly announced and that the new material already shows heavy signs of wear due to frequent consultation and research by students in preparation for their exams and dissertations.

The stories gathered demonstrate that the project’s outputs generated an informed human rights perspective and ownership of innovative training approaches among faculty staff. Most notably, since the project’s completion beneficiaries have put additional efforts, applying the new skills and knowledge acquired in the context of their current teaching across a variety of disciplines and subjects, as and when appropriate. However, at the time of the evaluation visit, solely the Academy of the Financial Police in Astana appeared set to fulfill the initial commitment to launch human rights courses for future police officers under the Bachelor’s degree program.

(v) Sustainability

Five months after project completion, evaluators came across a number of issues that risk undermining the sustainability of the project’s results. The project’s design expected acceptance of the project’s outputs, which turned out to be a risky assumption in an environment where the violation of human rights by the police is still a practical reality. While the project’s achievements are not to be disputed, there is a potential risk that the efforts and fruits of the work of the implementing partners will become

out of date if not exploited soon:

1. The provision of “Human Rights education” is still not mandatory for police academies

Interviews conducted at the time of the evaluation visit revealed that Kazakhstan’s higher educational institutions assigned with the training of future police officers were still not obliged to hold the 45-hour human rights course, which tutors and training materials had been prepared for by the project. According to the grantee’s final narrative report, the plan agreed during the project’s initial consultation phase was to establish human rights as an obligatory discipline for MIA police academies by September 2012. Among the motivations for a simultaneous launch at all four MIA academies (rather than the conduct of a pilot at an individual institution) was the need for a critical mass of feedback and recommendations from new tutors’ experience, in order to guide future revisions of the manuals.

BHR’s ambition was to establish human rights as a mandatory discipline, which would exclude higher educational institutions from the option to offer the subject as an elected or special discipline only. The rationale behind this approach was that students are required to successfully pass exams for all mandatory disciplines to obtain their degree. The MIA’s Department for Educational and Methodological Matters submitted its application for approval of the new, mandatory, discipline to the Ministry of Education upon completion of the manual drafting process.

It now appears that the implementation partnership faces an unexpected obstacle in the Ministry of Education, which to date has neither approved nor given its view on the project’s outputs. The Ministry however, which is the line authority for all aspects of higher education, was included in the initial consultations and did not object to the time plan. Interview partners presented evaluators with a variety of reasons for the delay caused by the Ministry of Education. These ranged from (i) a fundamental, yet not fully implemented change in the rules governing the procedure for approval and introduction of new mandatory disciplines, and (ii) the possibility

that the Ministry's staff currently prepares human rights manuals and course guidelines more aligned with its own vision and preferences; to (iii) the likelihood of a politically motivated standstill with the aim to simply prevent or delay the introduction of the new discipline.

Notwithstanding the above the Secretary of the Human Rights Commission under the President of Kazakhstan, on the basis of independent reviews (c.f. impact section above) expressed his conviction of the high educational value of the manuals and his appreciation for the work completed under the guidance of BHR. With tutors well prepared and academy managements well aware of the oncoming introduction of the new mandatory discipline, he indicated that the Commission was in the process of addressing both the Ministry of Education and the MIA to investigate possible ways to expedite the approval procedure. This being said, the Commission's secretary was confident that courses using the project's manuals could be expected to launch either by the academic mid-term or autumn semesters of 2013.

2. Only a fraction of the produced Human Rights Training Manuals were distributed

Given the above, only a limited number of the new manuals are currently in use. BHR withheld the textbooks pending the launch of the new human rights courses. For the time being, each beneficiary institution has obtained a limited number of 50 copies. Former project trainers and trainees confirmed that the manual inspires their current teaching methods and that they make use of its content as and when appropriate, e.g. in optional human rights courses held at the MIA Academy in Karaganda. They also reported that other faculty staff was eager to access and absorb the contents of the new textbooks. However, in the absence of the Ministry of Education's approval, none of the 1,600 student copies has been disseminated yet.

3. Police officers already on duty do currently not benefit

The existing two-week (72 hours) advanced training for officers with academic degree includes human rights training, but currently does not

consider the project's output. It is the MIA's intention to review and consolidate the advanced training only once the mandatory course has been approved.

4. The mechanism/modalities for updates of the manuals remain to be confirmed

BHR has started to consider funding options to ensure the training material can be kept up to date. As the current situation provides no certainty as to whether the Ministry of Education would provide such funding, the grantee intends to apply for OSCE funding. The organization already provides financial support for BHR's human rights program addressing secondary-level special institutions.

(vi) UNDEF Value Added

The fact that the MIA, one of Kazakhstan's institutions the least open to public control, collaborated in this project with the leading human rights NGO in Kazakhstan, is a remarkable achievement, in particular as the relationship between these organizations used to be tense. Just a few months ahead of the project's start, the former director of BHR was sentenced to 4 years of prison, in what was seen as a politically motivated, unfair trial. In such a scenario, it appears strongly unlikely that the cooperation with the MIA would have been possible without the backing of UNDEF. The government of Kazakhstan assigns importance to its international reputation, and engagement in projects of the present kind certainly helps to improve its image vis-à-vis the international community.

UNDEF financing has also provided BHR with leverage in its future efforts for the realization of the project's ultimate impact. Should the human rights course by September 2013 still not have been introduced to the police academies' curriculum, BHR intends to pursue notification to the UN through the mechanism of the annual review of the human rights situation in Kazakhstan.

V. CONCLUSIONS

i. We found that exposure to international experience through a combination of study visits and workshops was appropriate to facilitate the generation of an informed and up-to-date human rights perspective, both among authors of the training manual and the future tutors. Our findings related to the concept of the training manuals for future tutors and students show that these were designed to ensure that graduates will dispose of the consolidated knowledge necessary to execute their duties, both in accordance with practical needs and international human rights standards. We therefore conclude that the **project's design was relevant** to provide a direct solution to the absence of good quality, practitioner-oriented, Kazakh-language human rights education.

ii. Although we found delays in the process of training materials preparation, which put the subsequently planned workshops initially at a serious risk, the grantee managed to complete all scheduled project activities within the extended project implementation period. This accomplishment, together with the opportunity provided for exchange of practical experience in the course of international study visits and the range of topics covered in the workshops and training materials, lead us to the conclusion that the project's implementation partnership made an **effective, if not essential, contribution towards the inclusion of the human rights subject into the country's future police academy curriculum.**

iii. We have already found benefiting faculty staff making efforts to apply their new skills and knowledge in their current teaching, across a variety of disciplines and subjects. This notably includes the extensive use of anecdotes, examples and literature provided by the project and of the suggested methodological approach of interactive teaching. These signs of improvement and change, as well as the conclusion that the frequent consultation of the new human rights manuals made available to students

at the library of the Financial Police Academy in Astana is an example of how the project already feeds into research and dissertation work of future police officers, demonstrate the **potential impact** of the project.

iv. These conclusions on impact were drawn from testimonials, which we have gathered among beneficiaries. Regrettably, neither results-oriented monitoring documentation demonstrating progress in relation to the grantee's contextual analysis, nor data assessing the likely impact prospects generated by the project was collected by the grantee.

v. In terms of the project's efficiency, the cumulative expenditure for trainings/meetings, contractual services and advocacy/outreach results in a high average unit cost of USD 1,193 per beneficiary. As we found the project struggling to achieve its ultimate impact, which is the mandatory provision of human rights courses by all of Kazakhstan's police academies, the project's 900 indirect beneficiaries at this point cannot be taken into consideration. Therefore the **potential benefit of efficient project conduct is at risk**. If the project's outputs came to use in the very near future, the average cost per beneficiary would decrease to USD 88.40.

vi. Five months after the project closing date courses based on the project's outputs were still not offered by higher training institutions for future Kazakh police officers. The Ministry of Education to date has neither approved nor given its view on the project's outputs, which puts the **sustainability of the project's outcomes at risk**. Given that the line authority for higher education did neither veto the objectives nor the time plan during the project's initial consultations, we conclude that the grantee and its implementing partners did not foresee and maintain ongoing communication and coordination with the Ministry of Education to secure its timely (and political) approval. As a result, there is no clear perspective as to when human rights training will become a mandatory discipline for Kazakhstan's police academies and by when beneficiaries can make use of the 2,600 copies of the training manual produced by BHR.

VI. RECOMMENDATIONS

To strengthen the outcome and similar projects in the future, evaluators recommend to UNDEF and project grantees:

i. The pertinence of the project's design and effectiveness is among others owed to the fact that one of the two study tours targeted Tajikistan, where participants were put in a position to observe the recent progress the Tajik police made with observing human rights following the completion of a similar project. **In accordance with our findings on relevance and effectiveness, we therefore recommend to UNDEF** to encourage applicants planning the conduct of study visits to ensure that these will expose beneficiaries to countries which have recently applied comparable measures in a similar development context.

ii. As long as the Ministry of Education withholds its approval, the transfer of the newly acquired knowledge is at stake, rendering the project's intention to contribute to the country's future police academy curriculum useless. **Based on our observations on effectiveness, we therefore recommend to the grantee** to remind the approving authority that integration of the present project's training manuals into the curriculum of higher education institutions was already recommended by the Human Rights Commission in its "Report on the Human Rights Situation" in 2011, which was approved by the President of the Republic in May 2012 (resolution No 32-42.157).²²

iii. Since the large majority of current police academy students lack timely and unrestricted access to the new human rights training manuals, there could be also a loss of the potentially efficient project conduct. **In accordance with our findings on efficiency, we therefore recommend to the grantee** to make the approval authority aware that evaluators have noted the project's consistency with government policy, as well as the

²²Human Rights Commission under the President of the Republic of Kazakhstan, Report on the Human Rights Situation in the Republic of Kazakhstan in 2011, Recommendation No. 2, p. 81.

Human Rights Commission Secretary's expectation that courses using the project's manuals are likely to launch either by the academic mid-term or autumn semesters of 2013.

iv. The absence of progress monitoring in relation to the grantee's initial contextual analysis not only significantly reduces the possibility to measure the impact of UNDEF-funded operations, it may well be also one of the reasons why the project is now struggling to achieve its ultimate impact. Based on our comments on impact, we highlight the usefulness of continuous, systematic progress monitoring to identify necessary corrective actions and remaining (or new) needs. **We therefore believe that it is essential and recommend to the grantee** to conduct interviews throughout (at key stages/milestones) and after completion of a project, not only with beneficiaries but also with all stakeholders involved in or concerned by the project. Covering project achievements systematically (i.e. progress/change compared to outcome of the initial contextual analysis) will improve BHR's impact assessment in quantitative and qualitative terms and thus enhance the organization's strategic objectives. This may also help the grantee to attract new donors and implementing partners for an expansion of the original project.

v. **Based on the above we recommend to UNDEF** to become more explicit vis-à-vis applicants about the benefits of generating and using comparative survey data (baseline vs. outcome). We suggest that you consider that applications including solid survey approaches will be given preference.

vi. In relation to our conclusion that that the grantee and its implementing partners did not foresee and maintain ongoing communication and coordination with the Ministry of Education to secure approval, we believe that it is of utmost importance for democracy development projects to include and continuously involve all stakeholders concerned by the introduction of previously unavailable knowledge and skills. This applies in particular to CSO projects requiring cooperation with multiple central government institutions, as it ensures continuous consultation

and thus a process more likely to identify practical or administrative challenges. **Based on our observations on sustainability, we therefore recommend to the grantee and to UNDEF** to ensure that future project applications include specific measures promoting cooperation and ownership in case the acceptance of project deliverables is of concern to multiple government institutions, notably through a project design applying an inclusive partnership approach, to the extent possible, that continuously involves all stakeholders concerned in the project's implementation.