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**“Reinforcing Human Rights and
Democracy in Lebanon - Penal Reform
Focusing Prison Reform”**

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This evaluation report was prepared by an evaluation team consisting of Paul English, International Consultant and Diane Mecattaf, National Consultant. The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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EXECUTIVE SUMMARY

Introduction and the background

The evaluation was implemented as the final independent evaluation of the project “Reinforcing Human Rights and Democracy in Lebanon - Penal Reform Focusing Prison Reform” (LBNT94).

The project duration was 3 years, 8 months. It started on 1st April 2011 and was designed to assist the process of prison reform in Lebanon by building leadership capacity within the prison service and strengthening the ability to manage the prison population more effectively and more humanely. The government implementing agency is the Ministry of Justice (MoJ) in close collaboration with the Ministry of Interior (MoI).

Activities were planned to extend penitentiary reform to a national level. Actions in the project included providing technical support to ministries to develop capacity and promote a sound institutional basis for future reforms. Support was also provided to the prison community, through facilitating the work of NGOs and promoting the work of other government bodies inside prisons. Policy and legislative reform included facilitating the work of an inter-ministerial process for the transfer of prisons from the MoI and the MoJ, and working with national partners to assist in the development of new legislation.

The donor is the European Union and the Total Approved Budget (TAB) is \$2,561,238. The work builds on UNODC previous work in supporting the reform of the Lebanese penal system by focusing on the prison system (LBNS92).

During the implementation period the political situation in Lebanon has been unstable. The conflict in neighbouring Syria has had a significant impact at national political level and directly on the prison population. Since the beginning of the conflict in Syria in 2011, Parliament has been profoundly divided in their opinion concerning Syria, resulting in them not taking executive decisions nor passing laws. The Cabinet has been meeting and taking decisions on a regular basis, however they need the Parliament to pass new laws. Since June 2014 the Parliament has failed to elect a new President. At the time of the evaluation and since the start of the project there have been a total 14 months without Government and 20 months without Parliament. There have been several changes of key officials in the partner ministries, requiring new working relationships to be formed each time, which has had an impact on the implementation of the project. The UNODC team has had to work with three Ministers of Justice, three General Prosecutors, three Heads of Gendarmerie, two General Directors of the MoJ, and two Heads of the IEJ. The General Prosecutor is a key authority in the work of prisons, particularly for the activities of the project.

The project had two changes: a no-cost extension for 8 months, and the addition of activities to respond to the changing profile of the prison population as a result of the conflict in

neighbouring Syria and to make adjustments in response to delays or obstacles outside of the direct control of the project.

The project has the following main elements:

The Overall Objective

Improvement in the conditions and administration of detention centres through adoption of international standards and norms.

The Specific Objectives (Outcome)

To establish a comprehensive prison reform strategy under the MoJ authority as well as promote and support alternatives to imprisonment.

The Expected Results (Outputs)

Result 1: Support provided for the elaboration and adoption of new legislation, and alternatives to imprisonment promoted.

Result 2: Transfer of the prison administration from MoI to MoJ facilitated.

Result 3: Detention conditions, including appropriate accommodation for detention centres in Beirut and provinces, improved.

Result 4: Capacity and expertise of the prison staff increased.

The evaluation was implemented by two independent experts, under the Independent Evaluation Unit of UNODC Vienna and coordinated by the Programme Office Lebanon (POLEB). The methodology of the evaluation comprised a desk review, an inception report and a field mission in Lebanon from 8th - 17th November 2014. During the field mission, meetings were held with core learning partners from the government, civil society, international organisations, prisoners and former prisoners, providing the opportunity to cross reference expressed opinions and statements from a variety of constituencies. The evaluators visited project sites, including adult and juvenile prisons and ministry offices, where activities had been implemented, to directly observe the work of the project. Documentation from various sources, including UNODC, project partners, international organisations and the media were used to cross reference observations and findings.

Design

The project has key elements of good design. Exit strategy and sustainability are core to the planning and the work of the project. The project provides benefits at a fundamental level inside prisons, at an operational level for the involved ministries and at a high level in matters of legislation and policy. The project focuses on issues that could involve multiple ministries rather than one institution. The project design demonstrated good logic of cause and effect and devised indicators to track changes that resulted from the project. Some indicators have proved to be less useful (lacked specificity) or less relevant (they would demonstrate changes that were not entirely attributable to the work of the project). The main weakness of the design was the implementation

of new legislation within the project duration. This was highly ambitious, and ultimately proved impossible due to circumstances outside the control of the project, most notably the political instability at the time of project implementation. This would have been an ambitious result even in a time of political stability.

Relevance

The project was highly relevant at the time of design, remained relevant for the duration of the project, and the issues it addresses and the overall objectives are still highly relevant. The project is relevant to the UNODC international and regional framework, from UN standards and principles to regional strategies. The project outcomes and activities are clearly part of plans noted in regional programme documents, they are consistent with and supportive of the UNODC human rights framework, the objectives work towards norms and standards concerning conditions of detention and alternatives to imprisonment and draw upon UNODC guidance in the field of Crime Prevention and Criminal Justice. The project has been relevant in targeting basic needs inside places of detention and in focusing initiatives on wider national policy issues. The project's attention to prison conditions, creating a data rich context within justice procedures and the work of prisons, is highly relevant for emerging challenges, not foreseen e.g. the escalating war in Syria and its impact in Lebanon and national security challenges.

Efficiency

The project has been highly efficient. The project team has made good decisions and worked in a way to deliver high levels of efficiency. The project team has minimised costs where this was an option and appropriate, allowing increased focus on expenditure for reform initiatives. The project has used national government expertise and resources when possible and appropriate e.g. government facilities and personnel, to very good effect. The project has directly leveraged in kind support and parallel support (that is not reflected financially nor substantively in the project documentation) that adds significantly to the overall progress and results of the project.

The project personnel have worked in such a way to contribute to efficiency, with those involved showing an obvious and high willingness to work beyond what is expected of their individual roles.

Partnerships and cooperation

The project has developed and maintained a high standard and appropriate range of partnerships, which were inclusive of relevant government agencies, non-state actors and international organisations. The partnerships with Government organisations were with those that were critical for the success of the project. Partnerships with national civil society organisation were based on the needs to the project, capacity to civil society organisations to deliver and likelihood of continuing action (sustainability) beyond the project duration. There is a very high regard from government representatives for the approach and qualities of the project team in the development and maintenance of the relationships. The project team is very much trusted by the government agencies who were part of the project. The project team was highly commended for their willingness to offer advice and support at short notice on matters of the project, and often on related matters outside of the direct project framework.

Effectiveness

The project was effective in delivering high quality activities and outcomes in most areas. Those areas where activities were less effective in reaching outcomes, e.g. the legislation and some work inside prisons, were stymied by the changing political and security situation.

The project has been particularly effective in the transfer of the prisons from MoI to MoJ. The transfer is a long term process, beyond the duration of the project, but the work of the project has been effective on a policy and operational level. The project activities have directly contributed to the transfer in accordance with government decisions and plans. The current status of the transfer, a functioning Prisons Administration as part of the Ministry of Justice would not have been achieved without the project.

There have been some significant improvements in detention conditions. Where the project has been active, these changes have been recognised by Prison Staff and the prisoner community as tangible and very positive, these include more recreational and educational activities for prisoners, family visiting arrangements and some refurbishment works. However, conditions is a broad concept, including material, behavioural, and systemic components far beyond the means and scope of the project, and the direct improvements are limited to quite a small population of the prisons. The project targeted its activities to include vulnerable prisoners, areas where sustainability was most likely and also areas where it is reasonable and realistic for a project to intervene, for example, conditions would be improved if there was a massive refurbishment programme, which is simply not possible for such a project. There remains a significant level of need in the prison setting for enhanced health provision to account for the increasing pressure on prisons and inadequate existing provision.

There has been a significant degree of increased capacity for the staff of prisons who have directly worked with the project. This new capacity is put to good effect in the operational matters of the prisons and for the direct benefit of prisoners. The staff involved have come from the Ministries of Interior, Justice, Social Affairs and Education. The continued involvement of all these Ministries is a highly relevant element in the availability of suitably expert staff working as part of the prison system.

The role of IT in the project has been immensely important, through the complete establishment of a national prisoner file management system that is of high utility. The system allows tracking of prisoner case files with accuracy and immediacy, facilitates the nexus of the work between MoI and MoJ, provides robust analysis of the prison population and trends and detailed information for the benefit of prisoners concerning the progress of their cases while under trial or if they have hearing for their early release.

Impact

The project has had the most obvious impact in systemic changes in accordance with government decisions, through the establishment and operations of the Prisons Administration, to the increased involvement of other government offices in the prison system and increased cooperation between involved government agencies. There has also been an impact for prisoners. Some groups, e.g. the juvenile prisoner population, have benefitted extensively, the majority of juveniles detained have been beneficiaries and comprehensively, through a range of different interventions, from the project activities. For adults, the relatively few who have access to

refurbished and equipped rehabilitation activities are likely to have a less harmful prison experience. Indirect and direct accounts from a small number of former prisoners confirm that the activities of the project contribute positively to their options after release. The broader impact on the prison population is harder to quantify, but arguably the work of the project has had a wider impact on conditions of detention, even for those who were not direct beneficiaries. During the field mission, one senior government official noted:

“I cannot imagine how bad things would now be inside the prison if it were not for the activities of the project.”

Overall, the project has contributed to the prison system becoming more ‘open’, inspections have been introduced, and are to become routine, prisoners have new options for registering their complaints, detailed information about the prison population (not individuals) is now publically available and more civilians are involved in prisons. This impact is tempered by the current security situation; however these are important elements in working towards the overall objective: “To support penal reform including prison reform in Lebanon in accordance with UN standards and norms”

Sustainability

The project ends with a significant portfolio of achievements, and has directly contributed to a national reform programme. The achievements are sound and robust, as they have been delivered through a strategy and an approach which has had a critical focus on sustained impact. However, the political, and in particular the security context in Lebanon, which is severely aggravated by the conflict in Syria, prompts some fragility in the status of the reforms. An overarching national narrative of insecurity, conflict and the response to those detained under terrorism related offences can in some cases undermine the progressive reforms such as those achieved by the project. To counter this risk, continuing support for the reforms through providing objective, trusted, expert and timely support, is much needed. The likelihood of sustainability at this stage was based on the project planning and design that included financial, institutional and policy sustainability. Sustainability was also a core element of the approach of the project, in that the project team worked in a facilitative way ensuring key decision were in the domain of the counterparts, and that the project responded to needs as identified by counterparts and beneficiaries.

Human Rights and Gender

Human rights have been central to the work of the project. There has been a direct impact on conditions of detention and the treatment of prisoners. The project has introduced further human rights elements into the training for personnel working as part of the prison system based upon UNODC Publications including: ‘Handbook for prison leaders A basic training tool and curriculum for prison managers based on international standards and norms’, ‘Handbook on Prisoner File management’ and the ‘Handbook on Prisoners with special needs’¹. The project has supported the establishment of new oversight and accountability mechanisms for prisons. The work of the project has had a significant focus and positive impact on the human rights of vulnerable groups of prisoners: prisoners with mental health needs, foreign national prisoners, juveniles and women have all been the direct beneficiaries of project activities through the

¹ All available at <http://www.unodc.org/unodc/en/justice-and-prison-reform/tools.html?ref=menuside>

improvement of conditions of detention and provision for some of their basic needs. The project has also had a positive impact on judicial processes. The outputs of the prisoner file management system have been used by the Ministry of Justice to identify delays in judicial processes and take actions to conduct cases more swiftly.

Conclusions

The project has achieved much that was planned with significant, though sometimes discrete, impact. The project has been implemented in such a way as to encourage wider support for the overall objective. This wider support has in some areas contributed to a greater level of achievement than anticipated. Where the project could not proceed, it was adapted with alacrity to respond to other needs with activities directly supportive of results areas and objectives. The project has been implemented with a very high degree of professional diligence and expertise. These core qualities in the implementation of the project have been vital in the development of partnerships and alliances essential for the progress of the project, in contributing to the sustained impact of the activities and leading to the potential for further and additional activities beyond the project duration.

The project has delivered direct immediate and tangible benefits for partners and beneficiaries. The range of benefits for prisoners have been several, but the need for support and increasing the range and numbers of prisoner beneficiaries remains highly important. This is even more so the case with a changing prisoner population profile and increasing admissions to prisons. There is a new and highly important change of the prison population through increasing numbers of prisoners with terrorism related charges. They themselves are an important category of prisoners, but the consequences of their detention on the prison population as a whole, needs to be clearly understood and mitigated.

The role of IT in the project has been immensely important, through the complete establishment of a national prisoner file management system that is of high utility. This has become a frequent tool for policy and operations of MoI and MoJ, and has contributed to the wider national discourse through the provision of robust data and analysis. The new prisoner file management system has also been very influential in benefiting individual prisoners' circumstances.

The project has directly contributed to the creation of a very sound platform for the national reform strategy in particular the fuller operational establishment of the new Prison Administration. The next stages of the national reform strategy require significant technical and facilitative support. This role has so far been played by the project. The continued rate and quality of reforms will be directly and positively influenced by the presence of similar support by UNODC.

Recommendations

Based on the project findings, which contain very positive progress, though with some reforms still at an early stage, the overarching recommendation is that project support from UNODC should continue without gaps to consolidate existing reforms and contribute to the next stages of reform. There are a number of key areas that UNODC should focus on both at policy and direct assistance level. Work should continue at an inter-ministerial level for the policy level initiatives, there should be provision of direct assistance to the Prisons Administration and inputs to support the growth of involvement of a range of government and civil society organisations in the work of

prisons. Future work should also consider ways in which direct assistance services, e.g. those activities that have an immediate and sustained positive impact for prisoners, can reach an increased number of prisons in different locations in Lebanon. There should also be an increase in new direct assistance activities that focus on the health status of the prison community. The project has made significant progress through the use of IT in the prison systems and that progress may be applicable elsewhere in the prison systems of countries covered by ROMENA.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings²	Evidence (sources that substantiate findings)	Recommendations³
Key recommendations		
The progress so far is sound and has benefited directly from the high quality assistance of the project team	Interviews with multiple core learning partners	UNODC HQ and Romena should ensure adequate resources are provided to sustain the project team to ensure continuity of assistance and a trusted effective relationship.
The process of prison-transfer has commenced and benefitted much from the project, but there remain further significant and complex steps	Government documentation, interviews with core learning partners, situation analysis at time of field mission	POLEB should continue support for the transfer of prisons
The change in culture from paramilitary to a civilian service is not yet fully entrenched and the new oversight and accountability mechanisms are in very early stages of implementation	Interviews with core learning partners, observations in prison during the field mission	POLEB should continue support for activities that make prisons more 'open' where external agencies are able to provide services and prison information is in the public domain
The provision of health services inside prison is inadequate and the prison population is under more stress with increasing numbers, overcrowding and a vulnerable prison population	Interviews with core learning partners, government reports and documentation, international practice documents, observations in prison during the field mission	POLEB should provide additional support for the improvement of health in prisons
The positive impact of rehabilitation has not extended throughout the prison system nor does it reach enough prisoners	Project reports, interviews with core learning partners, observations in prison during the field mission	POLEB should increase the provision of rehabilitation and reintegration activities in smaller prisons
The impact on prisons and	Interviews with core learning	POLEB, ROMENA and

² A finding uses evidence from data collection to allow for a factual statement.

³ Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

prisoners of the increasing numbers of those detained under terrorism related charges is leading to additional and complex pressures on the system and prison population	partners, media reports, international reports, government data	Terrorism Prevention Branch should develop activities concerning managing the prison population in a context of heightened security
Important recommendations		
Alternatives to imprisonment are a key part of a humane criminal justice system and consistent with international standards and more work is required for their eventual implementation in Lebanon	Project reports, government reports, interviews with core learning partners	POLEB should continue work on the promotion of alternatives to imprisonment
Basem has been used to great effect in the prison reform process	International reports on prison issues in the region. project documents, observation during field mission	POLEB, Justice Section and ROMENA to review needs in the region and ascertain what aspects of Basem can be replicated
The functionality of Basem can be extended further as the prison system moves closer to implementing a corrections type regime	Interviews with core learning partners and government data and project report	POLEB should support the continuing and increased use and impact of Basem for prisoners' rehabilitation and reintegration

I. INTRODUCTION

Background and context

The project “Reinforcing Human Rights and Democracy in Lebanon - Penal Reform Focusing Prison Reform” (LBNT94) has a duration of 3 years, 8 months and started in 01/04/2011. The government implementing agency is the Ministry of Justice (MoJ) in close collaboration with the Ministry of Interior (MoI). The donor is the European Union and the Total Approved Budget (TAB) is \$2,561,238.

The project has the following main elements:

The Overall Objective (objective)

To support penal reform including prison reform in Lebanon in accordance with UN standards and norms.

The Specific Objectives (outcome)

To establish a comprehensive prison reform strategy under the MoJ authority as well as promote and support alternatives to imprisonment.

The Expected Results (outputs)

Result 1: Support provided for the elaboration and adoption of new legislation and alternative to imprisonment promoted.

Result 2: transfer of the prison administration from MoI to MoJ facilitated

Result 3: Detention conditions including appropriate accommodation for detention centres in Beirut and provinces improved

Result 4: Capacity and expertise of the prison staff increased

The project strategy was based on various approaches. The project responded to the interests and needs of both MoI and MoJ to promote the mutual levels of engagement necessary for the progress of activities. To ensure there was a sound institutional framework for the intended reforms, there were activities directly supportive of legislative, regulatory and policy formulation that in turn made possible the practical piloting and implementation activities in accordance with new and revised legislation, regulation and policy. Consistent with the overall objective, work targeted and involved increasing the range of entities and stakeholders working for prison reform and operational inside prisons, this approach responds to the limitations of existing State provision and capacity and brings the prisons more into the public domain. This combination of approaches made it more likely that there would be direct impact for the beneficiaries through increasing the provision of services for prisoners and that these services were carefully targeted,

including through the prioritisation of vulnerable groups. Throughout the project implementation the strategy involved two critical approaches: ensuring key decisions and approaches were made by the relevant government agencies to contribute to sustainability and ownership; and that these decisions were made in an increasingly data rich environment to facilitate sound decision making for government officials concerned with prison operational matters and planning reforms.

The criteria for the evaluation have been agreed as per the policy and guidance of the Independent Evaluation Unit (IEU), UNODC (ToR report in annex). The various evaluation criteria were assessed against the description of the project, benchmarks and indicators as described, in ‘Annex 1. The Action’ being the document by which the donor, the European Union (EU), had agreed to finance the project. The version of the action document used for the evaluation was the final version that incorporated the amendments agreed by the EU.

The evaluation is conducted as part of the UNODC basic principles of project management and UNODC evaluation policy, and is a Final Independent Project Evaluation. The project evaluation seeks to provide accountability to donors, stakeholders and counterparts by determining whether the project’s objective were met and resources were wisely utilized and identify areas of improvement in the project for potential similar interventions in the future.

Evaluation Methodology

The evaluation was implemented between the 8th September and 30th November 2014. The evaluators conducted the field mission between 8th and 17th of October. During the field mission, the evaluators had meetings with officials from the Ministries of Justice, Interior, Education and Social Affairs. The evaluators had many exchanges with prison officials and prisoners during the prison visit and met with former prisoners, the EU and OHCHR and non-state organisations (see annex for schedule and meetings).

The evaluation was based in the following phases: desk review; inception report; field mission; oral report to Project Office Lebanon (POLEB) at the end of field mission; draft findings submitted to POLEB and Justice Section, UNODC HQ for matters of accuracy and omissions; drafting of report for review by POLEB, IEU and core learning partners; final drafting to account for comments and final submission.

During the field mission, following an initial briefing from POLEB, the evaluators attended all meetings jointly and reviewed their findings and each other’s assumptions and interpretations at the end of each day. In addition the evaluators sought further analytical or contextual information from external sources including media and international reports. At the end of each day, the evaluators sent a note to the project team for matters arising and questions to be discussed the following day. These steps ensured progressively building an accurate understanding for the evaluators.

The meetings with core learning partners were held mainly in English, though translation was occasionally required. One of the evaluators took the lead in reviewing documentation available only in Arabic. The evaluator with more familiarity with budgeting and finances within UNODC took the lead in reviewing the financial documentation.

There were some group meetings where appropriate e.g. with prisoners and with the team responsible for the development training materials, other meetings were with individuals or two representatives. POLEB were absent from all meetings except those where protocol required an introduction, POLEB left these meetings after the introductions. All but one meeting with core learning partners were held outside of UNODC premises.

Before each meetings the evaluators agreed on the key issues from the evaluation framework for that particular core learning partner. However, the evaluators agreed that core learning partners should be free to digress from the evaluation framework to ensure that relevant experiences and opinions were brought into the discussions to enrich the findings.

The evaluators agreed verbally the main findings, conclusions and recommendations before the end of the field mission. These formed the basis of the briefing to POLEB as the final part of the field mission.

Limitations to the evaluation.

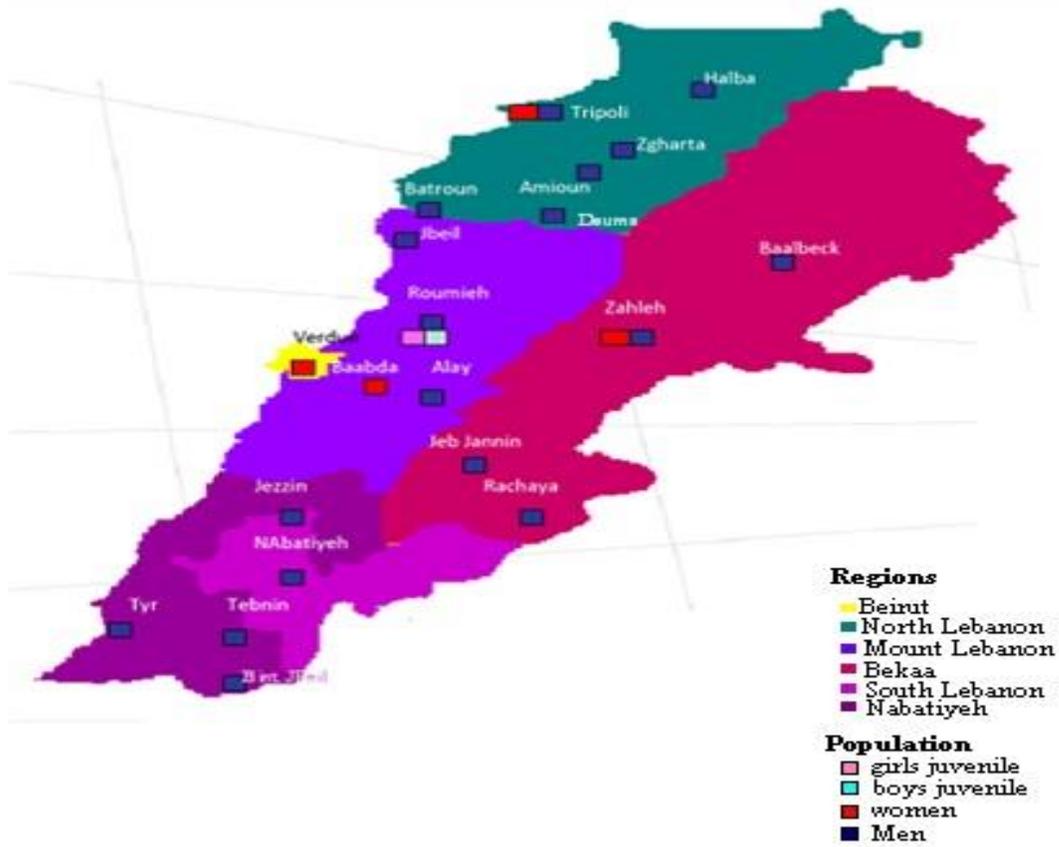
The inception report already identified the possible limitations.

Capturing the experience of prisoners. During the field mission, POLEB arranged for the evaluators to visit Roumieh prison. Security concerns for the government with the detention of prisoners on terrorism related charges meant some areas of the facility were not possible to visit, though it was possible to visit some parts of the male adult facility and the male juvenile facility. The exchanges with the adults was easier than with the juveniles, simply as juveniles in detention are less confident than adults and more likely to be hesitant to engage with unknown visitors. With the juveniles fewer of them spoke English limiting the possibility of an unstructured exchange with half the evaluation team. Within the parameters of the ToR it was not realistic to devote the time to building the necessary relationship for more thorough interactions with detained juveniles. There was ample opportunity to discuss with adult prisoners who were part of the vocational training schemes, albeit it is acknowledged a small sample of the prison population, but an important one in terms of project beneficiaries. POLEB organised a meeting with former adult and juvenile prisoners which allowed very candid exchanges. The evaluators note that by definition, those former prisoners who remain in contact with the POLEB team or government counterparts are from a small sample of the population of total number of released prisons.

The time possible for the field mission within the parameters of the ToR. The requirement to have meetings that were essential due to protocol constrained the range of meetings and locations visited. The evaluators determined with POLEB to focus on selecting meetings and site visits that would offer as much crucial information as possible and provide a cross section of experiences to substantiate observations, conclusions and ensure as full a degree of triangulation. During the field mission the schedule was reviewed and adapted by the evaluators and project team to reflect availability of core learning partners and prioritise meetings to ensure fullest possible coverage all aspects of the project and the evaluation criteria.

Profi access was requested, but was never possible. The evaluators were provided with print outs of Profi reports by POLEB.

Map 1. Prisons in Lebanon (provided by POLEB)



II. EVALUATION FINDINGS

Design

The project strategy, and its focus on sustainability, reflect a good standard of design. Results areas 1 and 2 were ambitious for a conclusive result within the project time frame considering that they depended on decisions and actions beyond the direct control of the implementing agency. The project documentation made good use of indicators, though in the detailed review of indicators during evaluation, some of them lacked specificity reducing their utility, however the standard of indicators is higher than observed in similar project documents. Overall the project logic was good and the combination of activities planned were likely to lead to, or directly contribute to, the specific results areas and sustained impact intended. This was reflected with clarity in the coherence of the logframe. The project built upon former UNODC activities in Lebanon and drew upon an existing knowledge base within UNODC. The design and development of the project were directly based on the experience and needs of national stakeholders as articulated in the outcomes of previous projects ‘Improving the Criminal Justice System through Support to Penal Reform’ (LBNS92) that ended in 2010 and ‘Improving Detention Conditions in Roumieh Prison, Lebanon’ (LBNT89) that ended in 2011. The project design responded to needs stated in the MoI ‘Comprehensive National Report on Prison Conditions in Lebanon’ 2011. Finally the project was designed so that during its implementation, key decisions were taken by relevant authorities ensuring that it responded to needs jointly assessed and understood by government authorities and the project team. The project had sustainability and exit strategies that were established and followed in the project plans, increasing the likelihood of continuity of impact following the end of the project.

Relevance

Officials from government and members of the prisoner community stated emphatically the project was, and remains, relevant. They noted that prison reform, in particular conditions of detention and management of the prison population, remain highly relevant national priorities. The conflict in Syria has had a dramatic impact in Lebanon and a dramatic and negative impact on prisons, with the national prison population increasing and the prisoner population profile changing. According to information provided by the Ministry of Justice the percentage of Syrian prisoners in Lebanon has increased from 11.8% in 2011 to 22.6% at the time of the evaluation. Foreign prisoners have somewhat different needs from national prisoners, for instance, they are less likely to benefit from family support which fills gaps in State provision⁴. Finally the need for prison reform is also noted in the context of increasing numbers of prisoners held under terrorism related charges prompting new challenges for the already stretched national authorities.

⁴ Foreign nationals are often disadvantaged in the criminal justice system due to increasingly punitive measures applied to foreign national offenders in many countries, to discrimination, limited awareness of legal rights, lack of access to legal counsel, lack of social networks and economic marginalization, Handbook on Prisoners with special needs UNODC, 2009

The project is directly relevant to the UN standards and norms in the areas of prison reform and alternatives to imprisonment including:

- Body of Principles for the Protection of All Persons under Any Form of Detention and Imprisonment
- UN Standard Minimum Rules for the Treatment of Prisoners
- Basic Principles for the Treatment of Prisoners
- UN Standard Minimum Rules for Non-Custodial Measures (Tokyo Rules)
- United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (the Bangkok Rules)

The project is relevant to the Strategy for the period 2012–2015 for the United Nations Office on Drugs and Crime IV, Sub programme 4, Justice Objective: To strengthen the rule of law through the prevention of crime and the promotion of effective, fair, humane and accountable criminal justice systems, in line with the United Nations standards and norms in crime prevention and criminal justice and other relevant international instruments.⁵

The project is consistent with and relevant to the 2012 position paper ‘UNODC and the Promotion and Protection of Human Rights’. In particular, the UNODC position paper lists the following standards relevant to sentencing and prisons that project activities respond to:

Result 1: Support provided for the elaboration and adoption of new legislation and alternative to imprisonment promoted.

The severity of penalties must not be disproportionate to the criminal offence. Imprisonment should be used as a penalty of last resort and the choice between penalties should take into account likelihood of rehabilitation.

Result 3: Detention conditions including appropriate accommodation for detention centers in Beirut and provinces improved.

Result 4: Capacity and expertise of the prison staff increased

All persons deprived of their liberty shall be treated with humanity and with respect for the inherent dignity of the person.

No one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment. In particular, no one shall be subjected without his free consent to medical or scientific experimentation.

⁵ Resolution adopted by the Economic and Social Council [on the recommendation of the Commission on Narcotic Drugs (E/2011/28/Add.1) and the Commission on Crime Prevention and Criminal Justice (E/2011/30/Add.1)]

Result 3: Detention conditions including appropriate accommodation for detention centers in Beirut and provinces improved.

Result 4: Capacity and expertise of the prison staff increased

Prisoners shall be provided with clothing and separate and sufficient bedding, food of nutritional value adequate for health and strength, drinking water, adequate bath and shower facilities, and medical facilities of no lesser standard than available outside of prison.

Result 3: Detention conditions including appropriate accommodation for detention centers in Beirut and provinces improved.

Result 4: Capacity and expertise of the prison staff increased

Prisoners shall be allowed under necessary supervision to communicate with their family and reputable friends at regular intervals, both by correspondence and by receiving visits⁶.

The project is relevant to the UNODC Regional Programme Framework, the Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States for the period 2010-2015 and the sub-component Promoting Integrity and Building Justice, which includes key themes where the project has had a focus: the training of prison management and staff; the reintegration of prisoners and alternatives to imprisonment.

The project is relevant to the MoI Comprehensive National Report on Prison Conditions in Lebanon, 2011 which identifies three main issues in relation to prison conditions: Nutrition; Health and Correction (defined as educational services). The project directly addressed these three issues.

The 2013 visit to Lebanon by the Committee against Torture and subsequent reports document the need for reform, including the improvement of treatment and conditions of detention, the project has had a direct focus on treatment of prisoners and conditions of detention in prisons.

Efficiency

The project team has worked extensively, and built upon the work of previous projects LBNT89 and LBNS92, to maintain robust, transparent and independent relationships with key counterparts. These excellent partnerships are part of a highly efficient approach and have reduced the time consuming and inefficient delays that can occur for projects implemented in rapidly changing contexts. The project team has been partially located in the offices of the MoJ adding stability to relationships, easing decision making and also representing an in kind contribution from the Government of Lebanon.

The IT component, a prisoner file management system (Basem), of the project has built upon existing counterpart capacity and used nationally available government software rather than purchasing expensive models that may have compatibility obstacles. The license for the software was provided by the Government of Lebanon representing an in-kind contribution.

⁶ https://www.unodc.org/documents/justice-and-prison-reform/UNODC_Human_rights_position_paper_2012.pdf

The project maintains thorough records of meetings and all transactions, including when procuring goods as part of the project. This assiduous maintenance of records and adherence to good administrative and financial practice contribute to the active promotion of transparency and accountability. UNDP managed all procurement to contribute to value for money and probity.

The project has shown exceptionally high levels of efficiency in using lower cost options for the delivery of activities and encouraging contributions from other parties, these include:

- Training conducted in government facilities or other no-cost premises rather than paying for commercial hire;
- Using Government of Lebanon personnel as trainers and as experts for activities, rather than paying for external experts;
- Working in partnership with the Government of France, in particular the Embassy of France and ENAP, which has resulted in a significant reduction of expenditure in respect of international travel, per diems, hire of facilities and fees for international experts; and
- Working in parallel with the Government of US who provided extensive training for government staff associated with the project on issues that directly contribute to the furtherance of the project aims.

These efficiencies have contributed significantly to the possibility of a greater level of expenditure on activities that have a direct impact on beneficiaries, for example increasing the number of training participants by 50% in the study tours. If the parallel training provided by the US, in part inspired by the project, is taken into account, the number of those trained has more than tripled.

The project team has leveraged additional support through in kind contributions, or additional parallel contributions that have been supportive of, and extend, the project results.

Partnerships and cooperation

The project team in POLEB has built a very high degree of trust with national authorities. This was emphatically stated by all national counterparts the evaluators met during the field mission. The approach of the project team, which was described as flexible, rapid, and professional and founded in an excellent understanding of the context and issues of the project was much commended. The trust and respect for the project team by national counterparts is further indicated by other government officials, for example the Ministry of Defence, seeking the intervention of the project. The project used its good partnerships with WHO and ICRC to be able to respond to these requests that were outside the resources of the project framework.

The approach of the project has required a robust set of parameters for partnerships. The progress of the project depended upon the trust of national government agencies to allow the project to contribute to the institutional reform and work directly inside prison with government officials and prisoners. The political and security situation in Lebanon to an extent makes good and trusted partnerships with government imperative. In addition the sustainability of the impact requires

stable partnerships, in particular, stable partnerships for those who will continue the activities inside prison. In this context the project has been supportive of government ministries to undertake work inside prisons that in some cases may be seen as the domain of civil society.

Where the project has been working with civil society, it has been working with those who provide professional services of a high calibre and who have independent and mutually respectful relationships with appropriate authorities, in particular the MoI. Some civil society organisations that work in prisons are mandated by the MoJ, this means the MoJ also makes a financial contribution to their activities and these organisations are more likely to continue work inside prisons after the duration of the project. These criteria have determined the range of partnerships and the result is some civil society organisations who would see this project as an area of interest, have not been included. During the field mission, the evaluators met with civil society groups working with the project who expressed satisfaction with the programme, however, two representatives of the international community noted a comment from a civil society source, expressing dissatisfaction at their own organisation's lack of involvement in the programme. The evaluators were satisfied that the engagement with civil society, through implementation and coordination, was sound and based on good principles necessary for the project approach and progress. The funding agreement was specifically focused on technical assistance to the MoJ and there are different EU instruments, calls for proposals that offer alternative funding opportunities for civil society.

Effectiveness

The project has shown a high degree of effectiveness in those areas of the objectives and results that were reasonably within the direct control of the project team. Assessment of effectiveness is measured against the indicators as agreed in the inception report.

Overall Objective

To support penal reform including prison reform in Lebanon in accordance with UN standards and norms.

Overall objective indicators

Decrease of at least 11% of the prison population.

The population decreased from the baseline once during the project. However, due to circumstances beyond the reasonable control of the project, the prison population at the time of the evaluation has risen above the baseline. The increased prison population includes categories of prisoners with even more complex needs and status, newly arrived Syrian nationals and those charged with offences related to terrorism. Considering that the prison population is subject to so many variables, a more useful way of measuring, indicating, change might be based upon the rate of imprisonment e.g. comparison of admissions to prisons (convicted prisoners) over time and how many were sentenced to non-custodial sanctions. Another telling indicator is to monitoring changes of duration of the pre-trial or under trials periods for prisoners.

Prison Administration responsibilities improved and transferred to MoJ.

The Prison Administration existed only on paper only for 40 years, through the support and activities of the project, mainly under Results Area 2, the Prison Administration commenced operations. There is some functionality in the newly established Prison Administration of the Ministry of Justice and within 22 prisons in Lebanon. The project has made a direct and highly significant contribution to the establishment of the Prison Administration.

Detention conditions improved in at least 5 prisons.

In Roumieh prison, the conditions of detention were observed to have been improved as a direct result of the activities of the project. Conditions have improved in adult male, adult female and juvenile prisons. Project work has included making improvements to the sanitation and electrical systems, the visiting areas and kitchen facilities; undertaking general refurbishment of prisoner accommodation; providing mattresses; and arranging rehabilitation activities.

<i>Location</i>	<i>Services undertaken</i>
<i>Sewing workshop- Roumieh prison</i>	<i>Painting and electrical work, furniture such as chairs, steel cabinet, wooden table and other tools (thread, cord, measuring tape...) and one sewing machine purchased.</i>
<i>Baabda female prison</i>	<i>Plumbing work to improve access to hot water.</i>
<i>Kitchen area in Roumieh prison- maison central</i>	<i>Renovation work (plumbing, cleaning work...) testing the existing equipment, pest management services.</i>
<i>New judiciary and administrative office in the: Roumieh prison- Zahle, Tripoli, prison and 19 prisons in the districts</i>	<i>Renovation and furniture (desks, chairs and steel cabinets) provided.</i>
<i>Juveniles' rehabilitation workshop and the juveniles' detention centre</i>	<i>Painting and electrical work, furniture...</i>
<i>Nabatiyeh prison (south)</i>	<i>Plumbing work.</i>
<i>Moubadara (Close institution for girls)</i>	<i>Plumbing works, painting and kitchen refurbishment</i>

Specific objectives indicators (outcome-level)

Draft legislative provisions on alternatives to imprisonment submitted to the Minister of Justice.

Legislative developments took place and the draft law was submitted. It is worth noting that of those in detention from 1st January 2012 – 15th October 2014, 2,629 individuals would have been

eligible for non-custodial sanctions at the time of the conclusion of their cases, in accordance with the draft legislation.

National prison management strategy in place.

The prison transfer strategy was agreed by the Council of Ministers on 7th March, 2012. The project has worked to facilitate the agreement of the strategy through its engagement with key stakeholders and through the provision of highly regarded technical support.

Results indicators (output-level)

Result 1: Support provided for the elaboration and adoption of new legislation, and alternatives to imprisonment promoted.

This result was amended, in agreement with the EU, on 29th June 2014, as adoption was no longer possible in the absence of Parliament. During the project there have been three different Cabinets, three different Ministers of Justice, 14 months without Cabinet (i.e. 33% of the project duration) and 20 months without Parliament to implement laws (47% of its duration). However, the activities of the project made a direct contribution to the elaboration of a draft legislation on alternatives to imprisonment. The project contributed to the technical aspects involved in the amendment of the early release law, early release being an alternative to imprisonment, though not in terms of being a sentencing option at time of conviction.

The project included a reduction of prison overcrowding as an indicator for the success of the work in this results area. At one point in the project duration, there was a reduction in overcrowding as the prison population decreased. The decrease was in part directly attributable to the functionality and use of Basem, and the links between what happens in prisons and what happens in courts being much more effective. However, the level of overcrowding has increased again, and while it is plausible to argue that the overcrowding would be even more severe without the project, in strictly quantifiable and time bound terms, overcrowding has not been reduced by 11% as intended, by the end of the project.

The tools and methodologies for prisons inspection have been developed and piloted, but the appointment of the MoJ staff to undertake these inspection duties is not yet complete. There have been nine inspection reports, however these were done by individuals contracted for the inspection and as such cannot be identified as regular. The inspection implementation plan will depend upon the identification of judges mandated to undertake prison inspections. This is not a full time post and the pilot inspections provide a good platform for the regular reports.

Result 2: Transfer of the Prison Administration from MoI to MoJ facilitated.

The transfer is a process beyond the duration of the project. The transfer has commenced and been partially implemented. The steps are outlined in the Cabinet's decisions and while there are very significant further steps required, the activities have directly contributed to the realisation of the result and the project has without doubt facilitated the transfer process.

Critical to the success of the transfer has been the recruitment and training of staff for the Prison Administration that is an entity under the Ministry of Justice with responsibility variously described as research, policy development, statistical analysis and legislative proposal and development. The Prison Administration has been established in part as a direct result of the project and the recruitment and training of staff has been implemented to the targets as described in the project. It is however distinct from the proposed Department of Correctional Services, which will be the government entity under the Ministry of Justice responsible for operational leadership and management of places of detention. The Prison Administration will play an essential role as part of the Board of the Department of Correctional Services. This recruitment needs to be seen in the context of a government freeze on new recruitments to public service, in place since 2000. That the project was able to achieve this level of recruitment is indicative of the commitment of government.

The work of the Prisons Administration and MoI has been greatly enhanced by full implementation of Basem. The evaluators saw the database in use and reviewed the various statistical and analytical reports produced. Detainees’ files are now available instantly, and contain the relevant information required for early release procedures. This was not the case before the project started. The Basem generated files are the principle documents for the Early Release Commission. Since April 2011, 1,424 individual prisoners have had their appeals to the Early Release Commission supported by the more detailed Basem generated files.

Liaison between the work of prisons and the judiciary has been greatly improved as a result of the project. Previously, such liaison did not happen efficiently or regularly, but has now been made possible through the establishment of judicial offices in the prisons, the transfer of Ministry of Justice staff to work in these offices and the provision of the necessary hardware and software for MoJ staff to work effectively in these offices and ensure swift, accurate, bureaucracy-free liaison with the courts.

Result 3: Detention conditions, including appropriate accommodation for detention centres in Beirut and provinces, improved.

This result has been significantly influenced by the increasing prison population and the increased security conditions in prison, e.g. access to prisons, and movement of prisoners around prison facilities, has been reduced, and the possibilities for NGOs to work inside prisons has been hindered, as has the delivery of material for rehabilitation workshops. Improving conditions has included work on health inside prisons, specific interventions for highly vulnerable prisoners, rehabilitation activities and refurbishment work.

Project activities have contributed to improved conditions, though improved conditions are dependent upon so many factors beyond the control of the project e.g. infrastructure, size and nature of prisoner population, water, electricity, ventilation, the regular rotation of MoI personnel assigned to duties and the politicisation of prisons. However, there are groups in prison who have seen a direct improvement in their conditions of detention through having their basic needs met upon arrival, and having access to recreational and vocational activities, improved contact with their families, and interaction with professional civilian staff. The achievement rate for reaching

numbers of juveniles was 100%, although below expectation in the adults. Senior MoI staff with direct experience noted that even though these focused interventions did not reach a large number of the prison population, they nevertheless contributed to an easing of tension inside Roumieh. As a result of the project there are more rehabilitative activities available to prisoners, including sewing, car mechanics, IT classes, embroidery, carpentry and education.

Part of the rehabilitation and reintegration of prisoners is based on the maintenance of family and community links. The project has improved the conditions for such links to be maintained through work on, and in, the prison visiting areas. The evaluators observed the visiting facilities for those who are not eligible for the open family visiting facilities, and noted a dramatic difference in the process involved for the family visiting, and also in the quality of visits. The new visiting facility and arrangements in Roumieh mark a significant improvement. The total number of visits using the new facility from April 2011 to the date of the field mission was 9,218.

The project has an indicator health system in place, though is not really an easy indicator to use as there is no description of 'health system' in the project document. Prisons in Lebanon are run by the MoI whose staff provide medical services inside prisons. These are augmented to some extent by national health programmes, e.g. for TB and HIV and AIDS. In addition, some health provision is made by civil society. Notwithstanding the existing provision, there remain gaps. The project implemented activities to meet some of these needs and contribute to a more effective health system. The biggest systemic change has been the introduction of prisoner health files, which did not exist previously. According to the University of St Joseph, at the date of the field mission, 26 doctors and medical interns had conducted 235 visits to prisons, interviewed 2,670 prisoners and completed medical files for them. Subject to security, they hope to complete their visits, and complete medical files for the rest of the prison population. Prison medical staff now complete files as a matter of routine, usually within two weeks of a prisoner arrival, or sooner if there is an urgent medical need. The systemic reform has been entrenched with a formal administrative note from the MoI instructing that medical files must be transferred with prisoners.

Work with particularly vulnerable prisoners focused on Syrian juveniles through the provision of a trauma assessment service. A total of 173 Syrian children (at the date of the field mission) had entered the juvenile detention facilities. 85.5% of those have benefited from trauma assessment, 34.5% of those underwent psychosocial treatment and 7.8% of those are under psychiatric treatment. Those who did not receive assessment or treatment were detained for very short periods. The services were provided, with support from the project, by the specialised NGO APEG which was already working within the prison. The APEG health professional interviewed described the client group as highly traumatised and extremely vulnerable. This work was augmented through the project supporting family visits to this group of prisoners, and enabling prisoners to make telephone calls to relatives in Lebanon and Syria. A direct call is permitted after the approval of the General Prosecutor or through the social workers/MoJ staff.

The final rehabilitation and reintegration process that the project has supported is the work of the MoSA. The MoSA has offices throughout Lebanon and has an increasingly important role in reintegration. Leaflets have been prepared in close coordination with the MoSA providing general information on rehabilitation and reintegration services and contacts, and these are now distributed in prisons (for prisoners and families, and NGOs), as well as in MoSA centres,

offering the opportunity for people to seek and avail themselves of services prior to, upon and after release.

Result 4: Capacity and expertise of the prison staff increased.

This result - specifically, the definition of ‘prison staff’ - needs to be clarified to allow appropriate comment. Some Ministry of Interior staff working inside prisons are non-specialised paramilitary personnel working on management, administrative and custodial functions, in effect the complete range of prison operational matters. The MoI also contracts social workers to work specifically inside prisons with juveniles. Other ministries provide staff to work inside prison on specialist functions e.g. the MoSA and MoE MoJ personnel, through the newly established Prisons Administration, also known as the Prisons Directorate, are also considered prison staff. Their work is directly involved with prisons through the Judiciary Offices, although they do not have any custodial management function. The evaluation considers all of the above categories of government personnel to be prison staff.

There has been significant work undertaken for the training of the Prison Administration, MoI and MoSA staff. All Prison Administration staff have taken part in training, including some mentoring, where they have worked alongside project personnel. Training participants include 24 MoJ staff (all those who were recruited) 19 MoSA social workers and 72 MoI staff including medical staff (40) A team of national experts was established to deliver training to the Prison Administration staff. All staff of the Prison Administration who are working in the judicial offices inside the prisons have been trained. Monitoring and continuous support has been an integral part of the project, with the project team making regular visits to prisons to support staff assigned to specific duties and also working directly in the Prisons Administration office. A detailed schedule of transition to ensure all staff were fully competent to undertake the tasks expected of them was in place and being implemented during the time of the field mission. See list of training in annex 3.

Curricula have been developed by MoJ, MoI and MoSA staff. The evaluators met with four of the key members of the team responsible for the development of the curricula. The team clearly recognised the importance of the well targeted inputs from their visits to ENAP, and the services provided by the international consultant who assisted with the curricula development.

Impact

The overarching impact of the project is that it has directly contributed to systemic change that positively influences the work of the MoJ and MoI, including enhanced operational capacity, and leading to a positive impact on prisoners. A major element of the systemic change is the establishment of the Prisons Administration being a key stage of putting into practice the first elements necessary for sequenced transfer of prisons from MoI to MoJ. Such well focused and practical outcomes are essential for turning legislation and strategy into sustained institutional reform.

Concerning conditions of detention, the increased involvement of the MoSA, MoE and St Joseph's Medical University doctors, has increased the range of health services available to the prisoners. Moreover this new or increased involvement should be considered as part of the transformation of prisons from a paramilitary to a civilian operation with aims of prisoner rehabilitation and reintegration. This involvement also has the impact of increasing 'visitors' to prison, reducing the risks of prisons becoming more closed, as a security imperative, and bringing prison issues more into the public domain.

Activities inside prison for prisoners, where observed, are of a high standard and diverse in range. There is no doubt that involvement in such activities is a positive diversion from a prison life and routines. Informal observations from a senior official in the juvenile prison and also those running the vocational training facilities indicate that released juveniles put to good use the skills acquired. Former prisoners gave accounts of the incredible personal benefits of the activities inside prisons and the difference it has made for their reintegration after release.

The number of adult prisoners being able to access activities supported by the project is low in respect of the prison population. Other activities are provided through the authorisation of the MoI through NGOs or the prisoner community. The protocol by which those interested in activities can access them follows the prison regulation: those offering activities inform prisoners of the activities and interested prisoners register their interest with the implementers, though the waiting lists are long. The potential for increased access to activities is constrained by the rapidly increasing prison population and by those held under terrorism related charges who are also detained in Roumieh. The detention of those in terrorism related charges has had a dramatic effect on all aspects of the prison community. Increased security measures makes access for NGOs more difficult, and severely delays the introduction of goods for prison workshops. The few high security prisoners occupy prison accommodation designed for many prisoners, this results in the internal displacement and concentration of other prisoners into fewer accommodation block, increasing overcrowding in some blocks.

The project has supported the introduction of prisoner's complaint procedures. Two senior officers from the prison are mandated to open together the complaint box and to register any complaints for further follow up. The social worker from MoSA is also entitled to follow up registered complaints. In order to protect the prisoner and preserve anonymity, the direct prison staff have no access to the box or the register (especially if the complaint is against the prison staff). If the complaint is about minors issues such as moving from room to other, the officer liaise with the prison staff for further process. The procedures contribute to oversight, accountability and a more civilian type prison operation, however, the practise of complaints is something new and will be treated with caution by the prisoner community, there is also a limited culture of the anonymous complaint and core-learning partners noted advocacy and practice will be required for this system to take effect. In the Juvenile prison the complaints box had none of the complaints forms available, the paper is used for other purposes. It was reported that this was similar in the adult prisons. Providing batches of complaints forms on a regular basis seeks to reduce this obstacle. In the Juvenile prison there have been 17 submitted complaints mainly on the goods distribution from the prison shop. In the others prisons there are reports of about 3-4 complaints per prison and per week.

The outcomes of Basem have had a high impact. Detailed and accurate data is available instantly to policy and decision makers. The MoI know who they have in prison, individual prisoner details and the nature of the prison population. The basic prison population facts are available to the

public through the Prisons Administration website. The criminal justice sector can track cases and take actions to remedy problems. All concerned with prisons are, as a result of the project, now operating in a data rich environment and are using the data and analysis to considerable effect, ranging to public information and awareness, informing and influencing high level government decisions and taking actions for the benefit of individual prisoners.

An additional impact, while not explicit in the project documentation, but inherent in the efficiency of Basem, is the reduction in time taken for some tasks ordinarily undertaken by MoI and MoJ and the possibility for time and resources to be devoted to other and additional pressing requirements.

The project impact has gone beyond what was intended. The analysis provided by Basem, allowed the MoJ and MoI to secure a donation of 23 vehicles from the US to facilitate the transfer of prisoners to courts. This level of robust, evidence based analysis would not have been possible without Basem and represents an additional impact of several hundred thousand dollars and the reduction of delays in trial resulting from inadequate transport.

Sustainability

There are key elements of the project that contribute to the sustainability and the likelihood of continuing impact beyond the duration of the project. The project’s sustainability strategy included financial sustainability, institutional sustainability and sustainability through the development of policy and support in the development of the legislative framework.

In respect of the transfer of prisons and the functioning of the Prisons Administration, Basem is a key asset. It is functional and already in use, and the Basem outputs are regularly demanded and put to use by senior government officials, indicating a very strong likelihood of continuation. Personnel who were providing services such as data inputters, have now been replaced by government employees who have been trained by the project. The benefits of the established routines within government offices that no longer require support from the project e.g. liaison between prison facilities and the MoJ will continue after the project as they have become features of work and procedures for different levels of staff. There are functioning staffed judicial offices inside the prisons, which provide valued services to both MoI and MoJ and represent a sustained element in the sequence of steps necessary for the continuing transfer of prisons. There is a new curricula for prison staff training and a team established to train new personnel who will work as part of the prison system.

In the areas of prison conditions, the MoSA and MoE will continue in prisons beyond the duration of the project with budgeted staff and there is ambition for such work to increase. The MoJ will cover the costs of the services provided by APEG beyond the duration of the project because it is an NGO mandated by the MoJ to provide professional services inside prisons. The rehabilitation activities are established and welcomed by the prison community (staff and prisoners) and external contracts are being discussed with commercial entities to ensure financial sustainability. In addition a commission has been established to explore and plan for prisoner remuneration. The prisons oversight and accountability mechanisms and tools have been established and are intended to form part of the core work of the Prisons Administration. The prisoner health files are now part of the routine inside prisons, replenishing stocks of files should

not be an insurmountable financial obstacle for the MoI. The University of St Joseph's have stated their readiness to continue involvement and extend it to clinical services for prisoners, at 'minimal' cost as part of their philanthropy.

The legislative and regulatory framework in place so far is sound and there is no evidence that they will be altered in a detrimental way.

Human rights and Gender

The project has been dealing with core human rights issues relating to criminal justice and detention. It has directly contributed to positive changes concerned with conditions of detention, protection of prisoner's rights and increasing oversight and accountability of prisons in Lebanon. It has concentrated on some of the most vulnerable groups in prisons, including activities that respond to the needs of women in prison. The 2012 Position Paper UNODC and the Promotion and Protection of Human Rights also notes in the section Prosecution and Courts 'Criminal proceedings must be started and completed within a reasonable time'. In relation to this the project has enhanced cooperation between ministries to identify and remedy slow cases and this is an example of the project has made a positive contribution to the protection of rights even in areas where the activities were technical and not related to direct assistance to the prison community.

The recent CAT report highlights the risk of grave abuses for those detained in Lebanon. While prisons were not specifically the focus the CAT report findings, torture and inhumane conditions are a greater risk in closed systems. The project, while not designed specifically to contribute to torture prevention has intrinsic elements that contribute to prevention and protection, these include:

- Making prisons more open through the introduction of more civilian staff inside prisons and strengthening NGO involvement through facilitating coordination between MoSA and NGOs for activities inside prison. Even the visits of medical doctors and interns on over 200 occasions in the last two years, contribute to informal oversight and making the prisons in Lebanon more public and open.
- Providing the necessary tools and supporting new procedures for individual prisoners to have their cases reviewed, in particular through the Judicial Inspectorate.
- Prison inspection protocols and visits provide well defined criteria for the inspection of prisons and exploring, documenting and reporting conditions.
- A prisoner complaints procedure brings an opportunity for prisoners to bring complaints to the prison authorities concerning conditions of detention.

Some of the above are new, yet to be fully established or have some weaknesses, and none of the above guarantee protection of prisoners, but combined, they contribute to an increased likelihood of an improving human rights situation inside prisons.

Based upon interaction with core learning partners, including meetings with prisoners and former prisoners, it is clear the project has had an impact on vulnerable prisoner groups. Work with juveniles has been a key focus through the support of rehabilitation activities, enhanced family

visits and the interventions of social and health workers. Foreign national prisoners, particularly Syrians, have benefitted from support with family contact, the support of mental health professionals and well-being and hygiene packs upon arrival. Women prisoners have benefited from the MoSA admission programme (needs assessment undertaken by professional civilian social workers) and the project provided special hygiene and welfare kits for women prisoners. Low health status prisoners will have most benefitted from the introduction of health screening and the recording of health details in dedicated health files. These health files are transferred with prisoners when they are moved between facilities, increasing the likelihood of improved services. Indigent prisoners have benefitted from the analysis that Basem provides, in particular on judicial processes. Those with much slower courts cases are more likely to be prisoners unable afford lawyers.

III. CONCLUSIONS

The transfer of the prisons from MoI to MoJ has commenced and has reached a positive stage, in particular the establishment and functionality of the Prisons Administration and with MoJ officials active inside Judicial Offices located in prisons. The next steps are complex and require significant expenditure by Government including the construction of new prisons and recruitment of staff to work on matters of custody and prison daily management. All core learning partners identified the facilitative and technical roles of the project as necessary for the next steps.

The capacity of the MoI and MoJ has increased in matters of prisons management and prisons operations. This has been a result of direct capacity support, including training, but also through increased levels of coordination between the Ministries and the range of other Government personnel that have been introduced into prisons to augment existing work. All core learning partners identified the direct contribution of the project in the processes, including facilitating and catalysing inter-Ministerial coordination, which have led to increased capacity.

Conditions of detention remain a serious concern. All core learning partners identified the positive changes as a result of the project, but noted the dramatically changing national context, the effect this has on prisons, and that much more needs to be done. Prison overcrowding is increasing, according to the MoJ, the prison population has increased from 4,148 in 2011 to just over 6,000 at the time of the field mission, with increasing admissions (remand and convicted), 7,898 in total in 2011 to 8,711 in the first six months of 2014, leading to more and more pressure on an already overstretched prison system.

Health in prisons remains an area of significant need. The project has established a sound platform by which the health status of the prison population can be understood and remedied. The changing profile of the prison population indicates an increasingly vulnerable population, most notably the increase of foreign prisoners. An increasingly vulnerable population, in an increasingly overcrowded prison system, with inadequate health provision combine for a negative consequence on the health status of the prison population as a whole.

Rehabilitation and recreation is of great benefit for the prison population and the impact of the project on discrete groups of prisoners has been very positive and contributes in part to some general improvements in prison conditions. However, there is a great need for such provision, not only in the larger prisons, but also in smaller prisons which have less resources, suitability of premises and less attention from non-state actors.

Basem makes a highly effective contribution to the management and oversight of places of detention. It is frequently used and provides immediate and crucial information for users. It has had a positive impact on many facets of justice processes, prisons management and individual prisoners. It has the potential to be replicated in other national constituencies.

Prisons are increasingly becoming public entities which is a crucial component of them becoming more 'open' and the protection of prisoner's rights. There are some immediate obstacles to this status, in particular the imprisonment of those detained for terrorism related offences being held in Roumieh which has prompted a much greater external security presence. This makes regular

visits more difficult. However the increased activity that contributes to oversight and openness including prison inspection, publication of prison data and civilians working inside prisons, all play a role in the transformation of a prison system and a change in the culture of detention.

The progress and successes of the project and reform initiatives have been made possible by a project team that is highly professional, has highly valued expertise and deeply experienced in the matters of the project. The success of the project is not only due to the appropriate technical interventions, but that these were made possible by the ‘soft’ and facilitative skills and approach of the highly regarded project team. This was consistently stated by all core learning partners, substantiated by reviewing of procedures and observed in practice by the evaluators during the field mission.

The adoption and implementation of alternatives to imprisonment was perhaps a little ambitious in a project of three years duration. The project has developed a sound draft law, which, if adopted and implemented can make a contribution to a more humane and effective criminal justice system. Part of the extent and impact of any such law will be sentencing practice of the judiciary.

IV. RECOMMENDATIONS

The progress so far is sound and has benefited directly from the very high quality of work by the project team.

1) UNODC HQ and ROMENA should ensure adequate resources are provided to sustain the project team to ensure continuity of assistance and maintenance of a trusted and effective relationship. The evaluators understand the project team is by definition project funded, but in the absence of secured donor funding, a 12 month commitment is a reasonable time frame to make a very significant contribution to the continuation of reform.

The prisons transfer process has made highly significant and successful progress, but remains still quite new, and to an extent vulnerable due to the unstable political and security context

2) POLEB should continue support in the transfer of prisons through:

- technical assistance to the working of the Inter-Ministerial Commission;
- building the constituency of government stakeholders working inside prisons; and
- training for personal transferred to prison or recruited for the putative Department of Correctional Services.

Prisoner's rights and institutional accountability are both areas of some progress, but these are not yet fully mature nor institutionalised. If they are not further developed and more routinely and rigorously implemented, the important, but early gains this far, run the risk of being less effective.

3) POLEB should continue support for activities that make prisons more 'open' through:

- monitoring the prisoner complaints mechanisms and tracking its use and impact;
- providing training and mentoring to those who are appointed as prison inspectors for the Prisons Administration; and
- guidance for the Prison Administration on the ethical and effective follow up for inspection reports.

The prison population is under severe pressure with increased overcrowding, with an increasing population of vulnerable prisons and existing government provision remains inadequate. The project has resulted in the possibility of increased health service interventions for prisoners from providers other than MoI personnel.

4) POLEB should provide additional support the improvement of health in prisons through:

- engaging with national programmes such as National Aids Control Programme;
- facilitating an increased level of service provision from non-state actors such as St Joseph’s University;
- reviewing dietary and nutritional issues inside prison; and
- initiating a pilot project on prisoner’s mental health status.

The benefits of the rehabilitation activities are excellent inside prison and for released prisoners, however, they do not reach enough prisoners and enough prison locations.

5) POLEB should increase the provision of rehabilitation and reintegration activities in smaller prisons considering wherever possible activities that can contribute with additional benefits, e.g. micro scale horticulture (for prisoners of the relevant risk category) as a contribution to improved health status. This should also include training for MoSA and MoE personnel who deliver such activities.

Basem has had a very significant positive impact, there is strong likelihood of its sustained use, however, it has more potential and this needs to be supported.

6) POLEB should support the continuing and increased use and impact of Basem for prisoner’s rehabilitation and reintegration through:

- technical support in the management of case files and case load;
- the use of Basem in preparing increasingly detailed files for the early release mechanisms; and
- as a basis for developing prisoner risk assessment tools and procedures.

Alternatives to imprisonment should be a part of Lebanon’s criminal justice system, the project has made some good progress and this needs to be optimised and built upon when the political context allows.

7) POLEB should continue to work on the promotion of alternatives to imprisonment through:

- working with the judiciary;
- advocacy with legislative bodies; and
- further detailed development of implementation mechanisms.

The experience and lessons from Basem should be used to the widest extent possible and they provide a good basis for ROMENA to explore how best to replicate the benefits.

8) ROMENA and POLEB to review needs in the region and ascertain what aspects of Basem can be replicated in other countries

The dramatic negative impact on the prison system as result of having to detain prisoners charged or convicted of violent extremist offences limits the possibilities of reform initiatives. There needs to be a strategic government response to this challenge.

9) POLEB, ROMENA and Terrorism Prevention Branch should develop activities concerning managing the prison population in a context of heightened security through:

- initiating discussions with national authorities to determine to what extent plans are developed to deal with prisoners under terrorism related charges, in particular planning for their eventual release that accounts for reintegration and integrates emerging good practices on ‘de-radicalisation’, principally the Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders;
- determining the range of existing or proposed development partner and donor support;
- facilitating the establishment of a multiagency and ministerial work group to prepare a situation analysis and road map on this issue.

V. LESSONS LEARNED

The project provides sound lessons which should be taken into account in future projects. The project team had already invested in considering these, and the evaluator concurs with the project team's assessments. These lessons are neither new nor unique to the project, but are important and should be learned (remembered) for the future.

Key lessons

During implementation, the project team proposed to counterparts options for the main project decisions. That the project team did not take decisions in the domain of the national authorities, contributes to a higher level of ownership and relevance of the actions.

The project team undertook advocacy issues at several levels contributing to a broad constituency of interest groups and ensure the reform process was issue based and not only institution based.

The project team used objective and evidence based analysis to contribute to advocacy and key decision making processes reducing the likelihood of the perception of bias or preconceived agendas.

The project adapted to external obstacles swiftly and appropriately with replacement activities that responded to well understood and defined needs in a timely fashion, this maintained the momentum of the reform.

The project addressed human rights issues, but did so through activities that were not perceived only as human rights activities, e.g. training which had many human rights aspects, was not solely about human rights. This approach reduced the risk of alienating government officials who may be defensive and reluctant to engage when international organisations use human rights as their unique entry point.

The project had sustainability and exit strategies that were established and followed in the project plans, increasing the likelihood of continuity of impact following the end of the project.

The project used national resources whenever appropriate, increasing direct in country expenditure and reducing the likelihood of any misconception about value for money, this contributed to good levels of appreciation and support from national partners and contributed to increased counterpart capacity.

The project team recognised that the project and UNODC alone cannot deliver reform and were part of an alliance with national government, civil society, donors and other international organisations who all have a distinct, but mutually reinforcing roles.

The project delivered outputs that were of direct practical benefit to the national partners building commitment, the project did not rely only upon policy or process reform.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

Terms of Reference of the

Final Independent Project Evaluation
“Reinforcing Human Rights and Democracy in Lebanon- Penal Reform
Focusing Prison Reform”

LBNT94
Lebanon

September-November2014



UNITED NATIONS
New York, 2014

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I- BACKGROUND AND CONTEXT

a) Project overview and historical context

Project number:	LBNT94
Project title:	Reinforcing Human Rights and Democracy in Lebanon- Penal Reform Focusing Prison Reform
Duration:	3 years,9 months
Location:	Lebanon- Beirut
Linkages to Regional / Country or Thematic Programme Outcome to which this programme / project directly contributes	Regional programme, Sub-Programme 2: promoting the integrity and building justice Theme 3: Prison reform and alternatives to imprisonment Outcome 3.1: Member states start operating National Prison Enhancement Programmes with a focus on Rehabilitation of Prisoners Outcome 3.2: Member states effectively implement programmes of alternatives to imprisonment in legislation and practice, to combat prison overcrowding and promote the social reintegration of offenders in the community.
Executing Agency:	UNODC
Partner Organizations:	NA
Total Approved Budget:	\$2,747,253
Donors:	European Union
Project Manager/Coordinator:	Renee Sabbagh
Type of evaluation (mid-term or final):	Final Independent Project Evaluation
Time period covered by the evaluation:	01/04/2011 – 30/12/2014
Geographical coverage of the evaluation:	Lebanon
Core Learning Partners ⁷ (entities):	Ministry of Justice, Ministry of Interior, European Union

⁷The Core Learning Partnership (CLP are the key stakeholders of the subject evaluated (project, programme, policy etc.) who have an interest in the evaluation. The CLP works closely with the Evaluation Manager to guide the evaluation process.

UNODC has been providing technical support to the Lebanese government, notably the ministries of Justice and Interior since 1999 in their efforts to reform the criminal justice system, with a special focus on juvenile justice from 1999 until 2008 and prison reform since 2008 until present time. Since its launch in 2008, the UNODC programme on prison reform in Lebanon has been the key actor in assisting the Government of Lebanon in implementing a country wide prison reform.

The LBNT94 project entitled “Reinforcing Human Rights and Democracy in Lebanon- Penal Reform Focusing Prison Reform”, with a total budget of \$2,747,253 was launched in April 2011 and aimed to focus on deepening the process of penal reform through further strengthening the capacity of the MoJ to manage the country’s penal system. It focussed on providing the necessary support to establish a comprehensive prison reform strategy under the MoJ authority as well as to promote alternative to imprisonment. More specifically, the project aimed to achieve the following 4 objectives: (i) to support the elaboration and adoption of new legislation and alternative to imprisonment, (ii) to facilitate the transfer of the prison administration from MoI to MoJ, (iii) to improve detention conditions, (iv) to increase the capacity and expertise for prison staff.

Lebanon’s overall human rights record remains mixed: civil and political rights are generally respected, however major difficulties relate to the weak Rule of Law. Despite the hectic situation in the country, and the impact of the influx of Syrian refugees to Lebanon, some progress has been made in recent years to consolidate the human rights situation. Moreover, the Lebanese Government remains committed at the highest levels to reforming the justice system through the implementation of the early release law, and the improvement of prison conditions. In particular, the Lebanese Government is increasingly conscious of the necessity to reform its prison system and to ensure the promotion and protection of the best interest of the prisoners.

b) Justification of the project and main experiences / challenges during implementation

Ensuring an effective and humane penal administration is a prerequisite for the proper functioning of any justice system. Strengthening the penal administration should be a key component of justice reform.

UNODC has a clear mandate concerning technical assistance in the area of criminal justice reform. Such includes the effective and appropriate management of prisons by assisting Member States in applying the United Nations Standards and Norms in Crime Prevention and Criminal Justice, and most essentially the Standard Minimum Rules for the Treatment of Prisoners. Two recent resolutions by the Economic and Social Council have placed particular emphasis on these aspects. In July 2006, ECOSOC adopted resolutions 2006/22 and 2006/25. In resolution 2006/25 entitled “Strengthening the rule of law and the reform of criminal justice systems, including in post-conflict reconstruction” ECOSOC encourages UNODC to further develop its comprehensive programmes concerning strengthening the rule of law and the reform of criminal justice institutions, with a continued focus on vulnerable groups such as women and children, countries with economies in transition, and countries in post-conflict situations.

In addition, resolution 2006/22 entitled “Providing technical assistance for prison reform and the development of viable alternatives to imprisonment” recognizes the serious problems posed by prison overcrowding and the potential threat to the rights of prisoners in many Member States.

ECOSOC has invited UNODC to develop tools and training material to assist Member States in improving prison management and reducing overcrowding. Moreover, ECOSOC requests UNODC, in cooperation with relevant partners, to continue to provide advisory services and technical assistance to Member States, upon request, in the area of penal reform.

The project has achieved considerable success in the area of prison reform. Significantly, a draft law on alternative to imprisonment was submitted to the MoJ, the prison data programme BASEM was expanded and significant reports are being generated and used by the national authorities and complaint procedures were implemented in prisons. Moreover, selected prisons have undergone an improvement in terms of detention conditions, admission stage including health kits distribution was adopted by the MoSA, rehabilitation programmes were strengthened and income generating activities were introduced. Additionally, in March 2012, the Cabinet adopted the Prison Transfer Strategy, from the MoI to the MoJ. The establishment of the MoJ Prison Administration was finalized in May 2013, a judge was appointed as director and the first pool of MoJ staff to work in the prison administration office as well as in the judiciary offices in the prisons has also been recruited. The prison staff curriculum was validated and training to prison staff personnel organized.

The activities were implemented in line with the Action plan; however few challenges were been faced:

- The difficult situation in prisons as well as the explosive overcrowding rate due to the syrian crisis impact in the prison in general, led to a delay in implementing vocational workshop activities and family visiting areas;
- The resignation of the Government in March 2013 and the long months before the nomination of the new cabinet (mostly one year), which led to a delay in adopting new procedures and implementing activities;
- The postponement of the legislative elections and its related issues which led to a delay in the discussion and adoption of the alternative provisions to imprisonment, mainly the community services;
- The retiring of the head of the “Civil Service Board” in March 2013 delayed the allocation of the 35 MoJ staff in the prison judiciary offices and thus caused a delay in the training program.

c) Project documents and revisions of the original project document

The project is a part of a MoU signed in October 2010 between the Lebanese Government and the EU for 5 Actions in the Human Rights and democracy field. The project document between UNODC and the EU was signed in March 2011 and the project implementation started 1st April 2011. However, the flexibility of the project’s formulation and provisions allowed UNODC to take benefit from the contingency reserved amount planed in the budget for emergency and unexpected needs, to request 2 addendums.

In terms of contingency, UNODC requested the use of the amount to implement 2 new activities:

- The first one related to the prison administration website. UNODC requested on November the 7th, 2012, the addition of a new activity within the result 2: “transfer of the prison administration from MoI to MoJ facilitated”, activity 2.4, “provide reliable data on prisons situation and services available” as follow: “developing a sub-domain on prison administration within the Ministry of Justice website” including prisons statistics”. The contingency request was approved by the EU on December 14, 2012.

-The second one related to the Syrian refugees in prison. The new activity was added within the result 3, activity 3.1: “Improve detention conditions in the detention centers focusing on Syrians refugees in detention”. The contingency request was approved by the EU on June 3, 2013.

In terms of addendums, 2 requests were sent to the EU:

- During the project implementation, joint efforts aiming to strengthen the coordination and collaboration with international communities has been undertaken especially in terms of training and study tours. Consequently, this in-kind contribution allowed UNODC to reshuffle the amount allocated for these activities to build up other one, mainly the rehabilitation programmes. The EU approved on the addendum on September 17, 2013.
- New rehabilitation programs including vocational training were strengthened in the second request, since 2 activities were not fully implemented (adoption by the parliament of the alternatives to imprisonment and its implementation and the establishment of additional family visiting areas) due to different challenges, as mentioned previously. The request was sent to the EU on March 26, 2014.

Finally, an extension of the project duration till December 2014 with no additional cost was approved on September 17, 2013 in order to be able to meet the planned activities in line with the Action.

d) UNODC strategy context, including the project’s main objectives and outcomes and project’s contribution to UNODC country, regional or thematic programme

The project aims to achieve the following 4 objectives i) to support the elaboration and adoption of new legislation and alternative to imprisonment, (ii) to facilitate the transfer of the prison administration from MoI to MoJ, (iii) to improve detention conditions, (iv) to increase the capacity and expertise for prison staff.

The main objective of the LBNT94 project was to improve the conditions and administration of detention centres in line with international standards and norms.

Outcome 1: The MoJ adopts a comprehensive prison reform strategy that includes support for alternatives to imprisonment.

The project forms part of the Regional Programme of the UNODC Regional Office for the Middle East and North Africa. It was designed in line with UNODC’s Regional Programme for the Arab States for the period 2011-2015, Result Area 3.6.2 “Increased capacity to apply international standards on the professional management / operations of prisons”.

I- DISBURSEMENT HISTORY

<i>Overall Budget(time period)</i>	<i>Total Approved Budget April 2011- December 2014</i>	<i>Expenditure till end of March 2014</i>	<i>Expenditure in % (till end of March 2014</i>
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\$2,747,253	\$2,671,742	\$2,146,593	80%
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II- PURPOSE OF THE EVALUATION

At the request of the donor and in line with the UNODC basic principles of project management and UNODC evaluation policy, the project LBNT94 “Reinforcing Human Rights and Democracy in Lebanon- Penal Reform Focusing Prison Reform” provides for a Final Independent Project Evaluation. The programme officer initiated the process on behalf of the main implementing agency (UNODC).

The project evaluation seeks to provide accountability to donors, stakeholders and counterparts by determining whether projects objective were met and resources were wisely utilized and identify areas of improvement in the project for potential similar interventions in the future. The evaluation will also examine best practices and lessons learned from the project’s implementation. Specifically, the final evaluation will consider whether the project brought new materials to the beneficiaries and whether outputs of the project can be replicated in other UNODC initiatives elsewhere.

The evaluation will be conducted based on the following criteria: relevance, design, efficiency, effectiveness, impact, sustainability, partnerships and cooperation as well as gender and human rights. The evaluation will be based on the review of project related documents as well as conducting interviews, discussions with key persons involved in the project implementation. Field visits will be organized to different prisons as well as to the prison administration office. Presentation of the prison data base software will be undertaken.

To be noted, a Result Oriented Monitoring (ROM) mission was carried out by IBM Belgium who is charged by the European Commission Services of the Implementation of Projects and Programmes of external aid financed by the European Union. The monitoring report showed a very positive result: “the project implementation is proceeding very well and the quality achievements are recorded and significant number of results was observed”.

This mission was held in October 2012 project to gather results-oriented information on LBNT94 project and to report on progresses in order to maintain and where possible improve the quality of external cooperation activities through timely, independent, well-targeted information on projects implementation. The main criteria of this monitoring were relevance and quality design, efficiency of implementation to date, effectiveness to date, impact to date, and potential sustainability, with particular attention on horizontal and cross-cutting issues.

III- SCOPE OF THE EVALUATION

UNODC Lebanon started since 2008 a technical assistance to the ministry of justice on penal reform in general with a special focus on prison reform. The project LBNT94 “Reinforcing Human Rights and Democracy in Lebanon- Penal Reform Focusing Prison Reform” is the third project aiming to deepen the process of penal reform through further strengthening the capacity of the Ministry of Justice (MoJ) to manage the country’s penal system;

The evaluation will cover the implementation period of the LBNT94 project; starting April 1st, 2011 till December 30, 2014.

The evaluation will cover the geographic area on which the project activities were implemented, on national level, in Lebanon.

IV- EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lesson learned, and, will respond to the following below questions, however, provided as indicative only, and required to be further refined by the Evaluation Team.

Relevance

Extent to which the objectives of the project are continuously consistent with recipients' needs, UNODC mandate and overarching strategies and policies.

- To what extent are UNODC services and products provided through this project relevant?
- To what extent are UNODC mandates translated adequately into this specific project?
- To which extent are there synergies or complementarities with other implemented interventions within this particular thematic area?
- To what extent are the project objectives still relevant?
- How well do the objectives reflect the specific nature of the problem?

Efficiency

Measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs.

- To what extent is the governance of the project implementation mechanism adequate?
- How efficient are the reporting mechanisms related to the project especially in line with the EU and UNODC requirements?
- To what extent were the resources and inputs, including technical equipment used appropriately and efficiently, and converted into outputs in a timely and cost-effective manner?
- To what extent was the project funding mobilization and utilization efficient?
- How efficient were the planned contingency in the budget proposal? And how efficient was it's used during the project implementation?
- To what extent UNODC has reacted toward unexpected situations / needs...?

Effectiveness

Extent to which the project activities achieves its objectives and outcomes.

- To what extent has the project achieved its planned results to date (objectives and outcomes)?
- To what extent have other results, which are not explicit in the project document, been achieved?

- To what extent is the progress or lack thereof made so far, the result of external factors rather than of project activities? How did external factors impact on the effectiveness of the project?
- Are there any specific areas where UNODC can improve the effectiveness of delivering technical assistance with regard to prison reform based on the lesson learned in Lebanon/region in the future?
- To what extent UNODC has linked to other thematic areas (drug / HIV)?
- What was missed in the project document to make UNODC project more effective?

Impact

Positive and negative, primary and secondary long-term economic, environmental, social change(s) produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented.

- What, if any, has been the overall impact of the project to date?
- What difference has the project made to key stakeholders, and beneficiaries at the local level?
- What are the social, economic, technical, environmental and other effects on the individuals, the community and institutions- wither short, medium or long-term, intended or unintended, positive or and negative?

Sustainability

Measure of whether the benefits of the project are likely to continue after its termination

- To what extent UNODC has taken into consideration “sustainability” criteria while developing the project document?
- To what extent are the project results likely to continue after the project completion?
- To what extent do the beneficiaries accept the project, are they willing to continue and is there a capacity and motivation to manage the project?
- To what extent can the activity become self-sustaining financially?
- Is the activity likely to continue after the donor founding or after a special effort such as a campaign ends?

Partnerships and cooperation

Measure of the level of UNODC cooperation with partners

- To what extent are UNODC partnerships in Lebanon efficient and effective with regard to the implementation of the project?
- To which extent the UNODC takes advantage and maximizes its impact while working with partners and other stakeholders?
- Has working in partnership with other actors, stakeholder’s etc. achieved long term results?
- To what extent have partnerships been sought and established and synergies been created in the delivery of assistance provided by this project?
- To what extent UNODC has cooperated with relevant stakeholders?

Gender and Human Rights

Measure of (i) how the intervention is designed and implemented to align and contribute to HR & GE as defined by international conventions; (ii) how results were defined, monitored and achieved (or not) on HR & GE and processes that led to these results were aligned with HR & GE principles; (iii) how HR & GE integration led to benefits and related costs;. (iv) how the intervention has advanced key factors that need to be in place for the long-term realisation of HR & GE.

- To what extent have men and women benefited /can be expected to benefit from the project?
- Have gender and human rights been mainstreamed in the planning and implementation of the project?

Lessons learned and best practices

- What lessons can be learned from the project implementation to date in order to improve performance, results and effectiveness in the future?
- What lessons can be drawn from unintended results?
- What best practices emerged from the project implementation to date?

V- EVALUATION METHODOLOGY

While remaining independence, the evaluation will be carried out based on participatory approach, which seeks the views and assessments of all parties. The evaluation uses a participatory approach through the active participation of the evaluation stakeholders, in particular the CLP in the evaluation process. These should share responsibilities for the evaluation planning, implementation and reporting. In particular, this means that core-learning partners should comment on ToR and refine evaluation questions (if needed); take note of evaluators proposed, provide support and insights throughout the evaluation process, as applicable, comment on the draft report, take note of the final report and take note of the implementation of recommendations, if needed.

The evaluator will conduct a qualitative and quantitative assessment of project progress. The evaluation should be conducted in a number of phases, all processed through the ProFi application of Independent Project Evaluations, which certain steps and all deliverables to be cleared by IEU. These phases will include:

- A desk review of relevant reports and data (provided by Project Management);
- The submission of an evaluation methodology and work plan (in form of an inception report), in line with UNODC Inception Report Guidelines and Template⁸. The final draft needs to be submitted to the Independent Evaluation Unit IEU for review and approval before beginning the field research;
- A field-research visit to Lebanon where more qualitative issues can be addressed;

⁸ To be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>

- The production and presentation of the evaluator's findings and recommendations;
- The draft and final evaluation report in line with UNODC Evaluation Guidelines, Standards, Norms and Templates⁹ and to be reviewed and cleared by IEU

a. Desk review

The evaluator will perform a desk review of existing documentation. Secondary sources for the desk review will include, among others:

- The original project document, addendum, contingencies request;
- UNODC progress reports(annual and semi-annual);
- ROM mission report;
- Tools developed under the project and other supplementary documents;
- Official communications with key stakeholders;
- Any other material that should be relevant

b. Phone interviews / face to face consultations

The evaluator will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders (the evaluator will also have the opportunity to propose further interviews with stakeholders throughout the evaluation):

- UNODC staff in Beirut office, UNODC's Regional Office for the Middle East and North Africa (ROMENA) and UNODC's HQ;
- Partner government officials who are benefitting from and are directly involved in UNODC's work in Lebanon;
- Representatives of development partner/donor agencies who are contributing to UNODC's work;
- Other UN agencies as appropriate.

c. Field mission

The evaluator will undertake a field mission to Lebanon where the UNODC Office is located and the activities were carried out. Additionally, field visits to the prisons will be to have a full overview of the project.

d. Preparation of a written report¹⁰

The evaluator submits a draft report to the programme officer for review of factual errors or omissions and quality assessment of the final draft. IEU will review the draft report and provide comments and/or clearance of the report to be shared with CLP for comments. This should record the findings of the review, and any associated observations, recommendations, action plans, etc. It should be delivered to UNODC and programme implementation team in its final form on a date to be agreed upon but prior to November 3rd, 2014.

⁹ To be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>

¹⁰ All deliverables of this evaluation are to be in line with the UNODC Independent Evaluation Unit Norms, Tools, Standards, Guidelines and Templates, as well as the UNODC Evaluation Handbook; To be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>

The data needs to be triangulated and will be collected from the following sources:

- Substantive reports;
- Formal letters to counterparts,
- ROM monitoring report;
- Publications;
- UNODC staff;
- Key stakeholders: prison authority...
- Ministry of Justice, Interior, Social Affairs, Education

VI- TIMEFRAME AND DELIVERABLES

The evaluation will start from the date of signature of the contract (proposed early September 2014) and will last 11 weeks. The evaluator will undertake a mission to the field and conduct the remainder of the evaluation from home.

The field mission will take place from 13 to 20 October.

The evaluators will carry out the following duties:

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and preparation (as well as incorporation of comments) of Inception Report	15 September- 6 October	Home based	List of evaluation questions; Evaluation tools; Inception report according to UNODC Evaluation Norms and Standards; to be reviewed and cleared by IEU before the field mission.
Interviews with staff at UNODC office- Beirut; Evaluation mission: briefing, interviews; presentation of preliminary findings	6-12 October	Lebanon	Interview transcripts and notes
Preliminary debriefing	22 October	Home based	Presentation of preliminary findings
Drafting of the evaluation report (including the incorporation of comments provided)	3 November	Home based	Draft evaluation report in line with UNODC Evaluation Norms, Standards and Templates; reviewed and cleared by IEU
Submission to stakeholders for comments; incorporation of comments	15 November	Home based	Evaluator will receive comments on the first draft.
Finalization of report	30 November	Home based	Final evaluation report including annex in line with UNODC Evaluation Norms, Standards and Templates; to be cleared by IEU; Presentation of final

			evaluation findings and recommendations.
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VII- EVALUATION TEAM COMPOSITION

The evaluation will be carried out by 2 consultants with the necessary knowledge of judicial and social aspects relating to criminal justice reform: one international and one national external consultant.

The role of the lead evaluator

- Carry out the desk review;
- Develop the inception report, including sample size and sampling technique;
- Draft and finalize the inception report and evaluation methodology, incorporating relevant comments, in line with the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; to be cleared by IEU before the Field Mission;
- Carry out the field mission;
- Lead and coordinate the evaluation process and the oversee the tasks of the evaluators;
- Implement quantitative tools and analyze data;
- Triangulate data and test rival explanations;
- Ensure that all aspects of the terms of reference are fulfilled;
- Draft an evaluation report in line with UNODC evaluation policy and the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; incorporate comments received by IEU; clearance IEU;
- Finalize the evaluation report on the basis of comments received; clearance IEU;
- Include a management response in the final report, if needed;
- Present the final evaluation findings and recommendations to stakeholders.

The role of the national consultant

- Assist the Lead Evaluator in all stages of the evaluation process, as per the respective TOR;
- Participate in selected missions;
- Provide methodological evaluation quality assurance throughout the evaluation process;
- Comment on all deliverables of the evaluation team;
- Assist the Lead Evaluator in all stages of the evaluation process;
- Join some of the planned missions and apply methodological tools;
- Draft the executive summary of the evaluation report in Arabic.

The evaluator will not act as representative of any party, but should use his/her independent judgment and should not have been directly involved in the design, appraisal or implementation of the project.

The international consultant must have:

- Advance university degree in the area of criminal justice as well as relevant professional;
- Extensive knowledge of, and expertise in applying, qualitative and quantitative evaluation methods;
- A strong record in designing and leading evaluations;
- Researches methodology including desk review skills;
- Necessary knowledge of judicial and social aspects relating to criminal justice reform;
- Up to date knowledge and practical experience of UN programmes, policies, guide lines and procedures is desirable.
- Excellent communication and proven drafting skills in English. knowledge of French might be an asset;

The national consultant must have:

- knowledge of, and experience in applying, evaluation methods;
- technical competence in the area of evaluation;
- knowledge of the UN environment and possibly of UNODC;
- proven experience in gender analysis and gender evaluation methodologies (at least one team member);
- Language skills: English proficiency with proven drafting skills in English and knowledge of French might be an asset;
- Field experience

The evaluators must not have been involved in the design, implementation, supervision or coordination of and/or have benefited from the project under evaluation. The evaluators must be independent and not have any past or expected future associations with the project. The evaluators will not act as a representative of any party and must remain independent and impartial.

VIII- MANAGEMENT OF EVALUATION PROCESS

The Project Manager is responsible for managing the evaluation, drafting and finalizing the ToR, selecting Core Learning Partners and informing them of their role, recruiting evaluators, providing desk review materials to the evaluation team, reviewing the inception report as well as the evaluation methodology, liaising with the Core Learning Partners, reviewing the draft report, assessing the quality of the final report by using the Quality Checklist for Evaluation Reports, as well as developing an implementation plan for the evaluation recommendations as well as follow-up action.

Members of the Core Learning Partnership (CLP) are selected by the project managers. Members of the CLP are selected from the key stakeholder groups, including UNODC management, mentors, beneficiaries, partner organizations and donor Member States. The CLPs are asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow-up action.

The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>. IEU provides comments and

clears all deliverables of the evaluation and provides quality assurance throughout the evaluation process.

The Project Manager will be in charge of providing logistical support to the evaluation team including arranging the field missions of the evaluation team. For the field missions, the evaluation team liaises with the UNODC Regional/Field Offices and mentors as appropriate.

IX- PAYMENT MODALITIES

The project will cover the costs of the consultant's travel for related field mission, issuing a travel authorization. 75 percent of the DSA and terminals is paid in advance, before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

Consultant will be issued consultancy contract and paid in accordance with UNODC rules and regulations. The contract is a legally binding document in which the consultant agrees to complete the deliverables by the set deadlines. It is the responsibility of the requesting office to carefully consider and determine the estimated time period that the consultant would need to be able to produce quality work and fully complete all the expected deliverables on time. It is particularly essential that sufficient time is planned for the drafting and finalizing of the report, including the process of consultation and incorporation of comments and changes.

Payment is correlated to deliverables and three instalments are foreseen:

- The first payment (25% of the consultancy fee) upon clearance by IEU of the Inception Report;
- The second payment (25% of the consultancy fee) upon IEU-clearance of the Draft Evaluation Report;
- The third and final payment (50 % of the consultancy fee, i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report and clearance by UNODC/IEU, as well as presentation of final evaluation findings and recommendations.

ANNEX 1. JOB DESCRIPTIONS OF EVALUATORS

Independent Project Evaluation of the UNODC project

Job description for the International Evaluation Consultant

Post title	International Evaluation Consultant and Team Leader
Estimated duration	11 weeks
Starting date required	September 15
Duty station	Beirut-Lebanon

Duties of the International Evaluation Consultant

The international evaluation consultant will collaborate with the National Evaluation Consultant on the Independent Project Evaluation of the UNODC project LBNT94. On the basis of the Evaluation Terms of Reference s/he will carry out the following duties:

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and preparation (as well as incorporation of comments) of Inception Report	15 September- 6 October	Home based	List of evaluation questions; Evaluation tools; Inception report according to UNODC Evaluation Norms and Standards; to be reviewed and cleared by IEU before the field mission.
Interviews with staff at UNODC office- Beirut; Evaluation mission: briefing, interviews; presentation of preliminary findings	6-12 October	Lebanon	Interview transcripts and notes
Preliminary debriefing	22 October	Home based	Presentation of preliminary findings
Drafting of the evaluation report (including the incorporation of comments provided)	3 November	Home based	Draft evaluation report in line with UNODC Evaluation Norms, Standards and Templates; reviewed and cleared by IEU
Submission to stakeholders for comments; incorporation of comments	15 November	Home based	Evaluator will receive comments on the first draft.
Finalization of report	30 November	Home based	Final evaluation report including annex in line with UNODC Evaluation Norms, Standards and Templates; to be cleared by IEU; Presentation of final evaluation findings and

			recommendations.
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Required qualifications

The consultant should demonstrate:

- Extensive knowledge of, and expertise in applying, qualitative and quantitative evaluation methods;
- A strong record in designing and leading evaluations;
- Technical competence in the area of evaluation (advance university degree or relevant professional researches methodology including desk review skills);
- Necessary knowledge of judicial and social aspects relating to criminal justice reform;
- Excellent communication and drafting skills in English proven by previous evaluation reports;
- Up to date knowledge and practical experience of UN programmes, policies, guidelines and procedures is desirable.

Languages

The consultant must have excellent spoken and proven drafting skills in English. Knowledge of French is an advantage.

Absence of Conflict of Interest

According to UNODC rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Ethics

The evaluators shall respect the UNEG Ethical Guidelines.

Independent evaluation of the UNODC project:

Job description for the National Evaluation Consultant 1

Post title	National Evaluation Consultant
Estimated duration	11 weeks
Starting date required	September 15
Duty station	Beirut-Lebanon

Duties of the National Evaluation Consultant

The National Evaluation Consultant will collaborate with the International Evaluation Consultant on the independent evaluation of the UNODC project LBNT94. On the basis of the Evaluation Terms of Reference s/he will carry out the following duties:

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and preparation (as well as incorporation of comments) of Inception Report	15 September- 6 October	Home based	List of evaluation questions; Evaluation tools; Inception report according to UNODC Evaluation Norms and Standards; to be reviewed and cleared by IEU before the field mission.
Interviews with staff at UNODC office- Beirut; Evaluation mission: briefing, interviews; presentation of preliminary findings	6-12 October	Lebanon	Interview transcripts and notes
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			recommendations.
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Qualifications

The consultant should demonstrate:

- knowledge of, and experience in applying, evaluation methods;
- technical competence in the area of evaluation;
- knowledge of the UN environment and possibly of UNODC;
- proven experience in gender analysis and gender evaluation methodologies (at least one team member);
- Language skills: English proficiency and knowledge of French might be an asset;
- Field experience

Languages

The consultant must have excellent spoken and proven drafting skills in English and Arabic. Knowledge of another language relevant to the evaluation might be an advantage.

Absence of Conflict of Interest

According to UNODC rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Ethics

The evaluators shall respect the UNEG Ethical Guidelines.

ANNEX 2. PRELIMINARY LIST OF BACKGROUND DOCUMENTS FOR THE DESK REVIEW

- Project document of LBNT94
- Project revision including the 2 Addendum related to the use of contingencies
- Annual and semi-annual project progress reports 2011-2014
- ROM mission report
- Official communications with key stakeholders
- Media screening
- Publications, printing materials...

ANNEX 3. LIST OF CLP MEMBERS

MR. RAJA ABINADER, HEAD OF THE PRISON DEPARTEMENT (MOJ)

MS. NADA ASMAR, PRESIDENT OF THE TRANSFERT COMMISSION (MOJ)

GENERAL ELIAS SAADE HEAD OF THE GENDAREMERIE (MOI)

COLONEL BOUTROS HACHEM (MOI)

MS. ROSE MARIE TANNOUS (MOI)

MS. ABIR ABDELSAMAD, FOCAL POINT MINISTRY OF SOCIAL AFFAIRS

MR. JOSEPH GHOREIB, MINISTRY OF EDUCATION

MS. ROULA ABBAS, EU FOCAL POINT - LEBANON

PR. NADA DAKROUB, HEAD OF THE JUDICIARY INSTITUTE

PR. MAYSSAM NOUERY, GD OF MOJ

MR. CHAKIB CORTBAWI, FORMER MINISTER OF JUSTICE

GENERAL JOSEPH DOUEHY, FORMER CHEF DE LA GENDARMERIE (MOI)

**MS. ELISABETH SIOUFI, HEAD OF THE HUMAN RIGHT INSTITUTE - BAR
ASSOCIATION.**

MR. ROBERT NICOLAS, SWISS DEVELOPMENT COORPORATION,

HEAD OF INL-LEBANON, ITALIAN AND FRENCH COOPORATION,

ANNEX 4. UNODC STANDARD FORMAT AND GUIDELINES FOR EVALUATION REPORTS

All guidelines and templates to be used for the evaluation are to be found on the IEU-Website:
<http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html>

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Framework questionnaire with key guiding questions

Relevance

Extent to which the objectives of the project are continuously consistent with recipients' needs, UNODC mandate and overarching strategies and policies.

Are the project objectives aligned with the current policy priorities and action plans of:
Government of Lebanon;
UNODC mandates; and
ROMENA strategic framework?

To what extent does the project build upon previous UNODC interventions?

How well do the objectives reflect the specific nature of the problem?

How relevant is the project to defined needs and priorities of Lebanese Prison system and target beneficiaries?

To what extent are the activities in line with documented and defined needs and priorities of the Lebanese Prison system?

Does the work and impact of the project remain relevant? How does this compare to the time of the project design?

How would you describe the current most urgent needs of different categories of prisoners in Lebanon?

Efficiency

Measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs.

To which extent have inputs (funds, expertise, time etc.) been converted into outputs of the project component in a timely and cost effective manner? Were there delays that influenced efficient progress? Were these days outside the control of the implementing agency or external delays?

How efficient were the planned contingency in the budget proposal? And how efficiently was it used during the project implementation?

To what extent has UNODC reacted toward unexpected situations and needs?

Has there been adequate and appropriate backstopping been provided by field and HQ staff (administrative/managerial support and coordination)?

Were alternative interventions modalities considered in designing projects?

Are there other methods which could achieve the same outcome/impact at the beneficiary level?

To what extent have partnerships been sought with other relevant actors (including UN-agencies) in the delivery of assistance?

Is there anything could have been done differently or in addition to enhance the project?

How efficient were recruitment and procurement?

Effectiveness

Extent to which the project activities achieves its objectives and outcomes.

The discussions with core learning partners will focus on progress with the indicators identified in logical framework. Where these are quantitative documented reports will be sought.

Overall objective indicators:

Decrease of at least 11% of the prison population.

Prison administration responsibilities improved and transferred to MoJ.

Detention conditions improved in at least 5 prisons.

Specific objectives indicators

Draft legislative provisions on alternatives to imprisonment submitted to the Minister of Justice

National prison management strategy in place

Results indicators

Result 1: Support provided for the elaboration and adoption of new legislation and alternative to imprisonment promoted.

1.a- Draft legislation in line with the international standards developed

1.b- Level of overcrowding reduced by at least 10%.

1.c- Toolkit on alternative measures developed

1.d- At least 3 advocacy meetings for Parliamentarians on alternatives done.

1.e- 20 Training sessions for all actors on alternative done.

1.f- Inspection procedures and mechanisms operational.

1.g- At least 5 Regular reports on prison inspection produced

1.h- Material printed and disseminated.

Result 2: transfer of the prison administration from MoI to MoJ facilitated.

2.a- 60% of staff recruited for the prison administration

2.b- national Penal reform strategy adopted

2.c- 100% case flow management system and National statistics available.

2.d- Detainees files liable for early release procedures

2.e- Liaise with the Court increased by 25%

2.f- First National report on prison population published

2.g- Prison sub-domain website is in place

2.h- Training MoJ personnel on the prison administration sub-domain is organized

Result 3: Detention conditions including appropriate accommodation for detention centers in Beirut and provinces improved.

3.a-30% of the number of sentenced prisoners will benefit from the rehabilitation programme.

3. b- at least 8 new rehabilitation programmes in place.

3.c- 40% of prisoners has access to vocational training and basic education courses

3. d- At least 5 family visiting areas established.

3.e- at least 5 facilities will be Renovated and refurbished;

3.f- Health system in place

- 3.g- Psycho-social intervention including trauma assessment for Syrians children in detention and follow-up are provided by a specialized team.
- 3.h- Family visits in detention for Syrian children are facilitated.
- 3.i- Basic needs are provided to the Syrian refugees at regular basis.
- 3.j- Preparation to release and follow up
- 3.k- Training for prison staff and social workers active in prison on trauma impact and refugees’ issues in detention are provided.

Result 4: Capacity and expertise of the prison staff increased

- 4.a- Training programme in place for all penitentiary administration staff
- 4.b- All recruited staff trained
- 4.c- All staffs in prison have been trained and monitored
- 4.d- at least 3 Curricula available for each category.
- 4.e- Training materials developed and disseminated
- 4.f- Pool of 10 trainers trained

Some indicators are not relevant to all core learning partners and discussions will be adapted accordingly.

Where progress as ascertained through indicators – or targets – have not been achieved, the discussions will be managed to gain an understanding if there are alternative indicators that represent sound progress or why the progress has not been as planned

Impact

Positive and negative, primary and secondary long-term economic, environmental, social change(s) produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented.

What impact would you describe the project created in Lebanon? What are the examples that illustrate this impact?

What are the positive and negative, intended and unintended, effects of interventions on people, institutions and the physical environment?

To what extent will the project component had a long term impact on the targeted beneficiaries, including the prison service, prison staff, prisoners and society at large?

What changes have you observed in prison?

What if any impact did these changes have on your experience in prison?

What if any impact did these changes have on your experience of visiting prison?

To what extent will the project component activities have contributed to long-term changes in the prison system?

Were the skills and knowledge provided through training appropriate? If they were appropriate did you use them in your work? What were the obstacles and opportunities that influenced the use on new skills and knowledge?

Had the project enabled the strengthening of relationships between the prison authorities and new partners willing to assist with prison reform?

Sustainability

Measure of whether the benefits of the project are likely to continue after its termination

To what extent has the project established processes and systems that make it likely that they will continue after the project ends?

To what extent are any differences stable and entrenched?

What is required to ensure continuation of change?

What is the legal policy framework that enables the change promoted by the project to be sustained? Are there further changes to this framework required? If so, what steps are required and by who to ensure that this happens?

Partnerships and cooperation

What was the role played by the implementing agency in leveraging internal or external resources and expanding partnerships with other actors to support the project?

Could there have been additional alliances and partnerships to contribute to project process?

If there are similar future programmes in the future, who should be involved?

Describe how the project team worked with you?

What worked particularly well in the management of the project?

Gender and Human Rights

Measure of (i) how the intervention is designed and implemented to align and contribute to HR & GE as defined by international conventions; (ii) how results were defined, monitored and achieved (or not) on HR & GE and processes that led to these results were aligned with HR & GE principles; (iii) how HR & GE integration led to benefits and related costs; (iv) how the intervention has advanced key factors that need to be in place for the long-term realisation of HR & GE

Describe the process during project design and implementation whereby HR and GE were incorporated into the work of the project

Which stakeholders in the project have a specific HR and GE mandate? Describe their role in the project?

Which major external events in the duration of the project influenced the work as related to HR and GE?

ANNEX III. DESK REVIEW LIST

Annual Progress Report Year One April 2011 – March 2012

Annual Progress Report Year Two April 2012 – March 2013

Annual Progress Report Year Three April 2013 – March 2014.

Monitoring Report MR – 145264.01 November 2012

‘Project Document LBNT94’ Annex 1. The Action

Lebanese Republic Report No. :45 Council of Ministers Decision No. :34 General Secretariat
Year : 2012 (Prison reform strategy)

Request for addendum I – August 2013

Request for addendum II - March 2014

List of documents in Arabic

Cabinet decision # 53 Date: 29/8/2012 : Assigning 35 persons for prison from MoJ

Appointing of the inter-ministerial commission # 65 Date 02/08/2011

Decision # 1455 Date: 20/10/2012 : Appointing Judge Raja Abi Nader as prison administration director.

MoSA ToR established by MoJ regarding prisons. (letter of MoSA minister, date: 18/10/2012)

Administrative note # 46367 Date: 17/06/2014 : Transfer of detainee’s medical file when moved to another prison

Draft of prison transfer strategy. Oct. 2011

Cabinet decision # 34 Date: 07/03/2012 :Approval of Prison transfer strategy

Statistics of the distribution of prisoners at the admission and their offence – Syrians Date: 15/10/2014

BASEM

Summary of distribution of work between ISF and MoJ Date: 01/10/2014

Distribution of prisoners exiting prison temporarily, mainly to hospitals Date: 09/10/2014

Prisoners’ activities per prison and per activity Date: 09/10/2014

Activities offered in all prisons Date: 09/10/2014

Statistics of fines versus offences Date: 09/10/2014

Statistics of fines for prisoners who finished their sentence but didn’t pay their fines and fees – according to nationality Date: 09/10/2014

Table of current prisoners who ended their period of sentence but are still awaiting to pay their fines and fees Date: 09/10/2014

Table of all current prisoners according to age/family situation/level of education Date: 09/10/2014

Table of Lebanese current prisoners according to age/family situation/level of education Date: 09/10/2014

Table of Syrian current prisoners according to age/family situation/level of education Date: 09/10/2014

Juveniles (Male and Female) currently detained in men and female prisons Date: 09/10/2014

Statistics of prisoners in Lebanese prisons Date: 08/10/2014

Family visits in prison Date: 01/01/2014 and 04/10/2014

Transport/escort report per prisoner Date: 09/10/2014

Table of escort to courts from 01/10/2014 till 08/10/2014

Table of escort to courts per prison from 01/10/2014 till 08/10/2014

Table of current prisoners according to nationality Date: 09/10/2014

Monitoring of MoJ staff per name Date: 01/10/2014

Monitoring and tracking of Moj staff activity per prison and per user Date: 01/10/2014

Press articles of former Minister of Justice Chakib Cortbawi re BASEM and UNODC project

BROCHURES published by MoJ with the technical support of UNODC and funding by EU:

First national report , (2012)

Leaflet: HIV prevention and awareness

Leaflet: Drugs awareness

Leaflet: Prisoners rehabilitation activities to help reintegration in society

Leaflet: Visiting rules

Strategy of prison transfer from MoI to MoJ

Manual on the early release law # 463/2002 amended by law #183/2011 Date: October 2011

PRINTED JOB DESCRIPTIONS FOR ALL PERSONEL WORKING AS PART OF PRISON SYSTEM

Warden

Juvenile's Warden

General Supervisor in charge of staff administration

General Supervisor in charge of prisons

Supervising Officer

Judiciary office Clerk

Head of Judiciary office

Head of Escort and Staff

Communication Officer

Head of exterior Guards

Storage Officer

Maintenance Officer

Floor Guards

Security search Officer

Yard Supervisor

Prison's main entrance Supervisor

Shaving Supervisor

Workshop Supervisor

Visits Supervisor (traditional visits through glass separation)

Family visiting room Supervisor (DAR)

Defense Room supervisor

Store officer

Kitchen, cooks, cook’s helpers’ chief

“Safe” Officer

Food warehouse Officer

Head of Medical Center

Head of the Juvenile’s wing

Social Worker for the Juvenile’s wing & the closed institution for girls

Social Worker for the closed institution for girls

Juvenile’s Building visits Supervisor

Female Guard for the closed institution for girls

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ANNEX IV. LIST OF PROJECT TRAINING FOR PRISON STAFF

Training undertaken by UNODC during the LBNT94 project period- April 2011 till September 2014 (provided by POLEB to evaluators during field mission)

1- BASEM program

Nb	Year	Participants	Dates	Nb of Participants	Evaluation Results
1	2011	ISF working on BASEM	23-Sep-11	23	On-job training and monitoring
2	2012	ISF working in the judiciary offices in the smaller prisons (< 100 prisoners)	18-May-12	19	On-job training and monitoring
3		ISF working on BASEM	14-Dec-12	19	On-job training and monitoring
4	2013	ISF working in the judiciary offices in the smaller prisons (< 100 prisoners)	19-Dec-13	17	On-job training and monitoring
5		ISF working on BASEM	20-Dec-13	18	On-job training and monitoring

2- Medical staff

Nb	Year	Participants	Dates	Nb of Participants	Evaluation Results
1	2013	Medical staff in prisons: doctors in prisons	15 Mar-13	40	On-job training and monitoring
2		Medical staff in prisons: nurses in prisons	23 Mar-13	41	On-job training and monitoring

3		Doctors from Saint Joseph University identified to fill the medical files with the prisoners	6-Apr-13	16*	On-job training and monitoring
4	2014	Doctors and officers working in the military prisons	26-27 Jun-14	22	On-job training and monitoring

* Some of the dedicated Dr. to work in prisons didn't attend the training due to their working hours.

3. Admissions

Nb	Year	Participants	Dates	Nb of Participants	Evaluation Results
1	2013	MoSA staff identified to work on the admission stage in prisons (Roumieh and the female prisons)	9-Apr-13	19	On-job training and monitoring
2			10-Apr-13	18	On-job training and monitoring
3			16-Apr-13	18	On-job training and monitoring
4			23-Apr-13	15	On-job training and monitoring
5			16-Jul-13	13	On-job training and monitoring
6			24-Sep-13	15	On-job training and monitoring
7			26-Sep-13	16	On-job training and monitoring
8			7-Nov-13	16	On-job training and monitoring

4. MoJ Prison Staff

Nb	Year	Participants	Dates	Nb of Participants	Evaluation Results
1	2014	First pool of MoJ prison staff	11-27 Mar- 14	8	On-job training and monitoring
2		The first pool of MoJ prison staff and the ISF working on BASEM program in prisons	25-Apr-14	15	On-job training and monitoring