Annual Review - Summary Sheet

This Summary Sheet captures the headlines on programme performance, agreed actions and learning over the course of the review period. It should be attached to all subsequent reviews to build a complete picture of actions and learning throughout the life of the programme.

Title: Penal Reform International						
Programme Value: £1,081,377 per ye	Review Date: July 2015					
Programme Code: 202590	Start Date: April 2011	End Date: March 2016				

Summary of Programme Performance

Year	2012	2013	2014	2015		
Programme Score	Α	Α	Α	A+		
Risk Rating	Low	Medium	Medium	Medium		

Summary of progress and lessons learnt since last review

PRI has maintained progress against the logframe requirements. Indicator milestones at outcome and output levels have all been achieved, and in many cases exceeded. The programme is on track to achieve its milestones and targets in 2015-2016. The programme is currently due to close in March 2016.

PRI continues to play a vital role in advocating for improvements to the criminal justice systems in the countries and regions it operates within. Its NGO/CSO partnership programme ensures that impact is made beyond the reach of its regional centres.

Overall lessons learned include:

- 1) Creating institutional change, reform or modernisation within the security and justice sectors requires an awareness and ability to work in a politically sensitive environment. Trust & credibility needs to be established before advocacy and influencing can make any impact.
- 2) The PPA Learning Partnerships has proved a valuable mechanism for sharing learning experiences across PPA organisations, though more needs to be done to extend this knowledge more widely.
- 2) PPA funding has allowed PRI flexibility of operation within the requirements of the programme logframe, and is seen to encourage innovative and creative solutions to longer-term problems.

Summary of recommendations for the next year

All the recommendations made (to be found within the body of the review report) surround the need for the expertise and experiences of PRI to be shared widely and incorporated in S and J programming more generally. In particular, PRI's high-level political advocacy strategy, including the 'government engagement' scale rating, and their overall knowledge of modernising criminal justice systems in difficult contexts would be invaluable to other S&J interventions. There is also value in the lessons learned through the programme to be used to more fully to inform future S&J programmes.

A. Introduction and Context		
	DevTracker Link to Business Case:	http://devtracker.dfid.gov.uk/projects/GB-1- 202590/documents/
	DevTracker Link to Log frame:	http://devtracker.dfid.gov.uk/projects/GB-1- 202590/documents/

Outline of the programme

In-line with the original business case and requirements of DFID's overall operational objectives, PRI develops and supports fair, effective and proportionate criminal justice systems that are non-discriminatory and respect the rights of poor and disadvantaged people, who are least able to access justice. It promotes safe and secure societies where offenders are held to account, victims' rights are recognised, sentences are proportionate and the primary purpose of prison is social rehabilitation not retribution.

B: PERFORMANCE AND CONCLUSIONS

Annual outcome assessment

Outcome indicator milestones have been achieved for the current reporting period, and PRI anticipate meeting all Year 2 milestones.

Outcome indicator 1: Georgia: PRI's probation recommendations approved by government. Kazakhstan: 160 of PRIs recommendations for new Criminal Code & Criminal Executive code adopted. Jordan: PRI's recommendations, including increasing age of criminal responsibility, incorporated into new Children's Act.

Outcome Indicator 2: PRI international standards referenced by all targeted intergovernmental bodies e.g. subcommittee for prevention of torture from level 1 to level 2, Gender Unit, OHCHR from level 2 to level 3.

Outcome Indicator 3: PRI training in Georgia, Jordan, Kazakhstan, Pakistan & Kenya evaluated against new criteria demonstrating improved levels of knowledge & skill utilisation.

Overall output score and description

A+ Outputs moderately exceeded expectation.

Annual milestones have all been achieved. Key successes include: UN Human Rights Council recognition of prison overcrowding as a human rights issue; New Kazakhstan Criminal Codes adopted. In both instances PRI advocacy and technical assistance were pivotal in achieving change.

PRI recommendations adopted in new Children's Act in Jordan; 63% of PRI recommendations adopted in new UN Standard Minimum Rules for Treatment of Prisoners.

Key Lessons

- 1. Creating institutional change, reform or modernisation within the security and justice sectors requires an awareness and ability to work in a politically sensitive environment. Trust & credibility needs to be established before advocacy and influencing can make any impact.
- 2. The PPA Learning Partnerships has proved a valuable mechanism for sharing learning experiences across PPA organisations, though PRI needs to do more to extend this knowledge to the wider S&J community (see recommendations).

Key actions

PRI's new and improved monitoring, evaluation and learning guidelines and tools will need to be further developed and extended, in-line with the requirements of the logframe and associated Theory of Change document.

Has the logframe been updated since the last review?

The logframe was amended in 2014 as a requirement of the two year extension of contract and recommendations made in the previous annual review._PRI have recommended removing Impact Indicator 2 and widening Output 5.3 from 'documents' to 'products'._This amendment is supported.

C: DETAILED OUTPUT SCORING

Output Title		Evidence body developed and disseminated to demonstrate need for change through research, data collection and gap analysis				
Output number per LF		1 Output Score A+				
Risk:		Low	Impact weighting (%):	15%		
Risk revised sinc	e last AR?	N	Impact weighting % revised since last AR?	N		

Indicator(s)	Milestones	Progress
1.1 Number of reports, papers, manuals produced based on research & learning undertaken or	2 reports, papers or manuals	Death Penalty publication, 'Strengthening Death Penalty Standards' 'Who are Women Prisoners', survey results from
commissioned by PRI		Jordan, Tunisia & Uganda
1.2 Number of research publications produced by partners & criminal	2 disseminated	Women in prison research, Thai Institute of Justice
justice stakeholders disseminated by		Rehabilitation of Offenders publications, Women
PRI		in Business, Georgia
1.3 Number of journalists trained by PRI on human rights	10 journalists trained	15 journalist trained in Jordan 59 journalists trained Belarus

Key Points

Progress against milestones is greater than demonstrated (above), with a number of additional reports, papers and manuals being produced by PRI or its partners during the reporting period. Published articles extend the evidence base so that women's additional needs are recognised throughout their passage of the criminal justice system. PRI's publication on strengthening international death penalty standards made a significant impact with its target audience: UN Human Rights Council, UN Crime Congress, OHCHR & UNODC. Switzerland, a leading country on the new death penalty resolution at UNHRC, regards PRI as their key-international NGO partner. In Belarus following PRI media training on issues surrounding the death penalty, 41 articles supporting abolition were published. In Jordan, following similar media workshops, 20 articles were published. PRI's advocacy role is both measured and politically nuanced, resulting in high-levels of credibility, access and achievement. Output expectations are therefore exceeded.

This is a new output following the logframe redesign. Responses N/A

Recommendations

PRI should seek out opportunities to share their experience and knowledge of working in support of criminal justice reform more broadly, and seek to influence the design of new security and justice programmes (irrespective of funding modalities).

Output Title	Advocacy to raise awareness of current international standards and to develop new standards for implementation nationally.				
Output number per LF		2	2 Output Score A+		
Risk:		Medium	Impact weighting (%):	20%	
Risk revised since	e last AR?	M	Impact weighting % revised since last AR?	N	

Indicator(s)	Milestones	Progress
2.1 Number of events organised by PRI at international/regional forums		PRI/African Committee of Experts on the Rights & Welfare of the Child (ACERWC) Subcommittee on Prevention of Torture, UN Committee Against Torture & Special Rapporteur on Torture, international workshop on women prisoners
2.2 Number of national advocacy events organised by PRI to promote international standards in PRI target countries	1 event per regional office	2 nd Prison Forum, Kazakhstan Alternatives to detention conference, Jordan CSO roundtable on probation, Armenia Roundtable on juvenile justice, Russia
2.3 Number of national CSOs promoting international standards	2 additional CSOs	Criminal Justice Alliance, Georgia. New CSOs: Rehabilitation Institute for Vulnerable Groups (RIVG) & Georgian Association of Social Workers (GASW).

Key Points

The Year 1 milestones have been exceeded. A large number of international, regional & national events have been organised, either directly by PRI or in association with government or other key-partners.

The workshop on women prisoners for the Subcommittee on the Prevention of Torture (SPT), UN Committee Against Torture (CAT) and Special Rapporteur on Torture (SRT) was the first of its kind, with learning spread through participating organisations (a multiplier effect) which will impact on women detainees.

A regional event held in Jordan involved 200 participants from over 25 countries. Transferable models of good practice were shared on issues surrounding imprisonment of children, women and people with disabilities.

In Georgia, the PRI supported Criminal Justice Alliance, has increased in size with additional CSO membership. PRI designed monitoring tools for children's detention centres have been adopted by the Georgian National Preventive Mechanism and the Office of Ombudsman and will be used for in future facility inspections.

Ν	/	A

Recommendations

Advocacy for change and support for change has been conducted in tandem with provision of direct technical assistance to government agencies. This combination of mechanisms is best placed to achieve meaningful long-term improvements to the CJS.

C: DETAILED OUTPUT SCORING

Output Title	Technical assistance from PRI to draft penal policy and legislation in line with international standards.				
Output number po	er LF	3	Output Score	A+	
Risk:		Medium	Impact weighting (%):	30%	
Risk revised since	e last AR?	N	Impact weighting % revised since last AR?	N	

Indicator(s)	Milestones	Progress
3.1 Number of laws or policy guidelines where PRI submits recommendations	Recommendations submitted to 2 laws/policy guidelines	New Criminal Code & Criminal Executive Code adopted in Kazakhstan following substantive PRI involvement Juvenile justice included in Jordanian criminal justice strategy
3.2 Number of official working groups & events attended by PRI to discuss changes in policy & legislation	2 per regional office	Working groups on reform of criminal justice and penal systems attended in Russia, Jordan, Kazakhstan and Georgia.

Key Points

Year 1 milestones have been exceeded.

In Kazakhstan, PRI were a key-government partner in amending the Criminal Code and Criminal Executive Code. PRI representatives attended over 60 meetings of the Parliamentary Working Groups, submitted 20 technical papers and organised 10 expert meetings. As a result, 160 recommendations were adopted into the new Codes, including important areas such as oversight of detention facilities, extending the remit of probation services and mechanisms for allowing early release from imprisonment.

In Jordan, PRI direct support to the formulation of a new national criminal justice strategy has addressed gender sensitive and child friendly justice, and alternatives and diversion mechanisms. PRI participation in Parliamentary discussions, providing training and assisting in legislative drafting processes were key in developing the 2014 Children Law.

In Georgia, PRI is a part of the Criminal Justice Reform Interagency Coordination Council, the main policy-making body developing an overarching national strategy and implementation action plan.

In all the above examples, PRI activities have been central in achieving change (and monitored through the use of complex attribution/contribution tools).

Summary of responses to issues raised in previous annual reviews (where relev									
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NI/A				
N/A				

None made

C: DETAILED OUTPUT SCORING

Output Title	Technical assistance from PRI to set up and implement new systems in line with international standards and good practice.			
Output number per LF		4	Output Score	A+
Risk:		Medium	Impact weighting (%):	30%
Risk revised since last AR?		N	Impact weighting % revised since last AR?	N

Indicator(s)	Milestones	Progress
4.1 Number of operational & procedural guidelines, manuals & plans developed, contributed to or provided by PRI to establish new systems	1 per region	Kazakhstan, manual on psychological impact on children in detention Jordan, inspection protocol for monitoring places of detention for children Russia, training resources for Prison Oversight Committees Georgia, juvenile detention monitoring manual
4.2 Number of people trained in new systems	200 people	Kazakhstan (277), Russia (60), Jordan (15) Training on Bangkok Rules (90)
4.3 Number of key stakeholders that PRI engages to support new systems	3 key stakeholders per region	Kazakhstan, doctors, social workers, prison administration; National Preventive Mechanism Jordan, inspection teams; Ministries of Justice & Social Development; Juvenile police Russia, Krasnoyarsk Public Committee; POC members; prison staff. Georgia, Penitentiary Department; NPM members, Ombudsman's office, Juvenile Probation agency, Ministry of Corrections

Key Points

Year 1 milestones have been exceeded. PRI continue to play a major role in the development of new guidelines and procedural manuals, focusing on introducing international standards across the criminal justice system. Many of the above recorded interventions support PRI's push to improve independent and transparent oversight of detention facilities, and in so doing reduce the occurrence torture and ill-treatment of prisoners.

In Jordan, PRI training and inspection guidelines were put into practice, leading to human rights violations being identified, with the consequent closure of two below-standard juvenile detention centres.

In Russia, PRI strengthened the capacity of the Public Oversight Commissions, by conducting training and assisting in the design of new inspection guidelines. Future POC inspections will focus on the treatment of vulnerable groups, such as women, children, people with disabilities and the elderly, in police and pre-trial detention.

PRI continue to work with and influence a very wide range of partner groups, including international organisations, government MDA's, NGO's, CSO's the media and others.

Summary of responses to issues raised in previous annual reviews (where relevant)

N/A

Recommendations

PRI's expertise in developing new criminal justice standards, both national and international, makes it one of the market leaders in the subject area. PRI should find ways for their expertise and knowledge to be more fully utilised by the international development community.

C: DETAILED OUTPUT SCORING

Output Title	Develop a monitoring, evaluation and learning (MEL) system to collect robust evidence to institutionalise and sustain the systems developed.			
Output number per LF		5	Output Score	A+
Risk:		Low	Impact weighting (%):	5%
Risk revised since last AR?		N	Impact weighting % revised since last AR?	N

Indicator(s)	Milestones	Progress
5.1 Level at which MEL plans are operationalized in all PRI offices to capture robust data (scale rating)	Level 2 reached for head office and 4 regional offices	Practical monitoring tools & plans developed and being used at Level 2 standard
5.2 Number of learning documents produced by PRI that captures learning from experience & identifies examples of good practice	2 learning documents produced	Two internal evaluations produced Monitoring of training package produced.
5.3 Number of people that receive learning documents	150 people per learning document	175 people per learning document.

Key Points

PRI have robustly addressed previous recommendations requiring design & implementation of improved internal monitoring, evaluation and learning (MEL) systems. A full-time MEL adviser has been appointed and a wide-range of new or improved systems and tools have been introduced. These include: scale rating to monitor PRI's international advocacy on the Bangkok Rules (outcome indicator 2a), a government engagement scale rating, to be completed by regional offices/partners (outcome indicator 2b), a legislation and policy tracker, which is aimed at regional activities and attempts to shed light on the difficult areas of attribution and contribution (linked to outcome indicator 1) and a scale rating to manage PRI's MEL work (outcome indicator 5.1).

Over the reporting period, PRI's 5-level scale rating for PRI offices rose from level 1 to level 2: 'project coordinators understand how to develop project monitoring and evaluation plan and establish a project monitoring and evaluation system. Project Coordinators are beginning to use data collection tools to track capacity building and advocacy outputs and outcomes'.

PRI have put considerable effort and resources into improving their MEL systems, many of which are already beginning to take effect. Further development and management of these systems will be required, an issue PRI are aware of and addressing.

Summary of responses to issues raised in previous annual reviews (where relevant)

Previous PRI PPA annual reviews have consistently commented on the need for PRI to put into place new and enhanced MEL systems, which would help to inform future programme activities. Many of these systems are now in place, resulting in learning through experience lessons being shared by PRI and their partners. This work will be further monitored and developed during the next 12 months.

Recommendations

PRI's scale ratings may be worthy of replication in non-PPA funded security and justice programmes. The 'government engagement scale rating' may be a useful tool for programmes attempting to measure political ability and will to deliver change (records effort and demonstrable change achieved against a scale rating).

D: VALUE FOR MONEY &FINANCIAL PERFORMANCE

Date of last narrative financial report	18 June 2015
Date of last audited annual statement	30 April 2015

Key cost drivers and performance

PRI's definition of VfM is 'maximising the use of resources to ensure fair, effective and proportionate responses to criminal justice problems'.

The VfM cost drivers outlined in the business case were revised and approved in 2013 (prior to this review). The main cost driver continues to be staff costs (PRI employed personnel and limited use of consultants). Jobs, including consultancy support, are evaluated and market-tested, and are competitive within the NGO sector, enabling the recruitment and retention of high quality individuals.

PRI is in the final stages of consolidating and migrating its IT systems to provide an efficient centralised platform for sharing information across the organisation.

VfM performance compared to the original VfM proposition in the business case

PRI has identified the following VFM indicators: extent to which outcome was achieved (effectiveness); cost per outcome (cost-effectiveness); spend attributable to results (cost-effectiveness); budget execution (efficiency). The table below provides VFM data for PRI's Criminal Legislation Reform project in Kyrgyzstan and Tajikistan.

Outcome	Achieved	Spend	Spend Attributable to Results	Execution
Alternatives	Full-100%	£34,907	£34,907	100%
Juvenile justice	Partial-25%	£34,907	£8741	100%
Torture prevention	Mainly-90%	£34,907	£31,416	100%
Civil society	Partial-70%	£54,747	£38,323	100%

Overall, the project represented good value for money because 71% project expenditure is attributable to results. However, the juvenile justice targets were over-ambitious and should be tailored to country contexts. The analysis was useful for internal learning and further VfM performance data will be collected to compare project performance and inform project design.

Assessment of whether the programme continues to represent value for mone

PRI's PPA represents good value for money. External cost-benefit analysis studies provide evidence that effective criminal justice reforms bring economic savings for the state and social benefits for offenders and the wider community. Walsh and Farrington (2011, Prison Journal) conclude that early prevention and alternatives to imprisonment are effective and worthwhile investments. The New Economics Foundation (NEF) conducted a Social Return on Investment Study (2012, Women's Community Service) and found that community service returned a social value of between £3.44 and £6.65 for every £1 invested, including savings (£1.62 million) through reduced demand for health and housing services.

Quality of financial management

Over the previous two years PRI has carried out two internal reviews of its financial management procedures. In mid-2014 following the first review it amended its overall financial accounting system; in early 2015 it conducted a competitive audit process, undertaken under a good governance mandate. All reporting and audit requirements have been met and no significant issues have arisen as a result.

PRI produces income forecasts & budgets for all expenditure. These are reviewed on a monthly and quarterly basis. Monthly analysis of budget against spending is conducted and any significant variances are the subject of further investigation. Partnership agreements undergo a quarterly financial analysis.

PRI provides standardised financial reporting templates for all partner groups. Financial reports are submitted & reviewed by the PRI Executive Board quarterly. The PRI annual Board meeting reviews financial forecasts, budgets and reports and formally approves the accounts.

E: COMMERCIAL CONSIDERATIONS

Overall risk rating

Low	Medium	High
	The PRI PPA is judged to be of	
	medium risk.	

Overview of programme risk

The political situation in many of the countries where PRI works presents on-going challenges e.g. Russia and MENA Region. PRI Regional Directors have maintained professional contacts with government officials and others, to allow advocacy to continue and practical programmes to make progress. In Jordan, Kazakhstan and Georgia PRI has wide support, including from the highest levels. In countries where PRI does not have an office, PRI supports local partner NGOs to help them implement their programmes. Work on abolition of the death penalty in Uganda, through the PRI partnership with the local CSO FHRI, has extended into other countries in the region. The risk levels set at output level remain the same as last year.

Outstanding actions from risk assessment

The Overseas Security and Justice Assistance (OSJA), setting out programme risks and mitigating actions, was reviewed earlier this year and requires no immediate change.

PRI has developed and updated its policies to meet DFID's due diligence recommendations. These included policies to prevent bribery, fraud and corruption and for child protection. PRI have also taken the opportunity to revise and update all its policies, which are contained in its International Financial Procedures and Staff Handbook. All were submitted to DFID in October 2014.

F: COMMERCIAL CONSIDERATIONS

Delivery against planned timeframe

Activities recorded have taken place within set and agreed timeframes. All output and outcome milestones have been achieved, and in many cases exceeded. The programme is on track to achieve its 2015-16 targets.

Performance of partnership (s)

There has been a close and cooperative partnership between DFID and PRI during the review period.

PRI has reviewed its partnership strategy, policies and procedures within this review period. Working with local NGO partners enables PRI to extend its reach and achieve outcomes more effectively in countries where it does not have offices or where it does not have a presence for security reasons. Formal partnerships have Memorandums of Understanding setting out both sides' obligations, payments and reporting requirements. They also include budgets, and financial and narrative reports are required quarterly. An annual review process assesses performance and the added value of partnership working. Following this review, one partnership was terminated; a meeting was held to resolve difficulties with another.

In September 2014 PRI reviewed its NGO partnerships in East Africa and in Pakistan; it will jointly develop further work with two NGO partners in the same regions.

PRI provides visibility for its partners through PRI's website; joint logos and recognition in reports, publications and activities; and publicising information about them in PRI news and e-newsletters.

Asset monitoring and control

PRI has a register of fixed assets e.g. IT equipment and office furniture, which is kept under review. PRI does not own residential property or vehicles.

Update on partnership principles (if relevant) N/A

H: MONITORING & EVALUATION

Evidence and evaluation

G: CONDITIONALITY

As reported under Section C5, PRI has made substantial improvements to its own internal MEL systems.

PRI commissioned an external evaluation of the death penalty programme, focusing on Jordan, Kazakhstan and Uganda. It found that the three main project objectives were achieved fully or in part for all three countries. All three governments improved conditions for prisoners sentenced to life imprisonment and capacity of civil society to raise awareness on abolition and alternatives has been strengthened.

The evaluators commented that the project 'succeeded in creating very strong relations with policy makers, legislators and the central administration' in each country. However, they noted that the change achieved did not come about in the way anticipated in the ToC - for example, the role of the media was not effectively linked to the changes that occurred. PRI achieved change through its low-visibility advocacy activities. By involving them in study tours and capacity building events, PRI convinced key civil servants and MPs to work actively for abolition. PRI provided key technical support to the various legislative reform working groups, which helped to bring about important legislative changes. PRI provided technical and capacity support to prison management and staff working with prisoners on death row and prisoners serving life sentences. The evaluation recommended PRI to review its ToC for future interventions and consider how impact could be further enhanced through doing 'what PRI is very good at doing – lobbying behind the scenes and creating tangible results without big public attention'.

Monitoring progress throughout the review period

The Annual Review process included: a desk review of PRI PPA and non-PPA funded activities, meetings with DFID and PRI senior staff, a series of telephone discussions with HMG overseas representatives, host government partners and NGO/CSO partners, and the completion of a series of written questionnaires.

As MEL is a specific output within the programme (Output 5) this issue has been addressed and recorded under Section 'C5'.

PRI's internal evaluations have provided an opportunity to receive feedback from their beneficiaries. A member of Kyrgyzstan's Criminal Procedural Working Group noted: "the work done by PRI has been invaluable. The factsheets helped to change stakeholders mind-set".

During an inter-office meeting a participatory exercise facilitated input from all offices on key changes/outcomes in the past year; how and why those changes happened; key contributions from PRI. Another session focused on identifying key lessons and good practices. This helped to ensure that the internal review processes were participatory and supported organisational learning.

I: DISABILITY

Does your organisation consider disability in its policies and programmes: Y/N. If yes, please outline your approach

PRI protects and promotes the rights of people with disabilities or health issues through:

- Revision of international Standard Minimum Rules for 'reasonable accommodation and adjustments to ensure that prisoners with disabilities have full and effective access to prison life on an equitable basis'. These are likely to become the new international standard for prisoners from end 2015.
- Joining the steering committee of the World Health Organisation section dealing with prisoners' health.
- Promoting good practice to reduce the risk of spreading TB, HIV and AIDS in prisons.
- Projects to make prison more gender and age sensitive through medical and social services for women and children in prison in Kazakhstan; advocacy for early release and amnesties for prisoners with disabilities or terminal illnesses in Georgia; guidance concerning prisoners with disabilities for monitoring places of detention in Russia; general information in publication and blogs to highlight the needs of elderly and vulnerable prisoners.