



Excellence in Training on Rehabilitation in Africa (ExTRA) Project

Mid-term Evaluation



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Rob Allen (Independent Consultant)

Nick Curley (PRI Evaluation and Organisational Learning Adviser)

Omar Phoenix Khan (PRI Programme Coordinator)

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Acronyms	
CS	Community Service
CSDVs	Community Service Department Volunteers
CSMT	Community Service Measurement Tracker
CSO	Community Service Order
DfID	Department for International Development
ExTRA	Excellence in Training on Rehabilitation in Africa
PRI	Penal Reform International
PSP	Peer Support Persons

PRI would like to offer Special thanks to all those involved from the below ministries for their involvement in and support of the ExTRA Project, including the smooth running of this Mid-term Evaluation.



Ministry of Interior and Coordination of National Government, Kenya



Ministry of Home Affairs, Tanzania



Ministry of Internal Affairs Uganda

1. Executive Summary

This report describes progress made by the ExTRA project approximately half way through its two year operation. In 2014, Penal Reform International (PRI) received funding from the UK's Department for International Development (DfID) to implement the ExTRA project – a two year pilot programme to test ways of increasing the effectiveness of Community Service Orders (CSOs) in Kenya, Tanzania and Uganda. CSOs are community-based sentences which can be imposed by courts as an alternative to imprisonment (usually for those crimes that would otherwise result in a sentence up to two years, although three in Kenya). An offender subject to a CSO remains at home but is required to do unpaid work of public benefit for a period of time fixed by the court.

Pilot areas have been identified in each of the three countries where a range of project activities are being undertaken in order to achieve three objectives: first to increase the number of orders made by courts; second to raise levels of compliance with the orders carried out to completion by offenders; and third to improve public understanding of and confidence in community service orders as an alternative to short prison sentences.

The activities, which include a variety of training and awareness raising events are being undertaken by PRI's partners. In Kenya this is the Probation and Aftercare Service, in Tanzania the Probation and Community Services Department, and in Uganda the Community Service Department.

In order to measure the impact of the project activities, baseline data was collected in each of the pilot areas and in a control area. Data will also be collected after the project activities have been undertaken in order to assess whether there have been changes in the pilot areas and whether and how these might be attributable to the activities undertaken there.

This report summarises progress made by the ExTRA project. It is based on information obtained during mid-term evaluation visits made to the region between September and December 2015. The data collected during the mid-term visits shows large increases in the use of CSOs by the courts in both Tanzania and Uganda. While in Kenya there appears not to have been an increase, there was a marked rise in the length of orders imposed and fall in prison sentences. These results suggest a positive impact of the ExTRA activities on the broad aim of refocusing CSOs higher up the sentencing tariff and therefore ensuring that they play a greater role in reducing the use of custody.

On compliance, the data made available to the evaluators suggests that the rate of successful completions rose (to 97%) in Kenya, remained broadly the same in Tanzania (96%) and fell in Uganda by 11% to 79%. These findings may in part reflect the impact of changes in overall numbers of CSOs, where a fall in Kenya in CSOs issued may have enabled better supervision, while the sharp rise in Uganda stretched supervision resources.

Data was not collected about stakeholder attitudes during this evaluation; however, a perception survey was taken during the baseline and will be revisited during the final evaluation period for comparison.

The findings are all subject to confirmation by independent researchers who will produce final reports at the end of the project. The results from this mid-term evaluation are outlined and are followed by discussion of the factors influencing each country; a comparison between the ways CSOs are organised in the three countries; and case study illustrations of work undertaken in the project.

The report also identifies learning which has arisen from ExTRA, both about the operation of Community Service in the three countries and about the operationalisation of the ExTRA project itself. The report concludes with detailed recommendations for the probation and community service providers in each of the countries. These include the introduction of more innovative community service (CS) placements and the interviewing of CSO offenders when they complete their sentences, in order to better understand the offenders' experience of CSO, gain qualitative data about the order and identify ways of improving the system. Countries which do not have specific initiatives are encouraged to consider good practices from the others: Kenya's involvement of a seconded magistrate in the coordination of CS; Uganda's use of peer mentors – former offenders who support people serving CSOs; and Tanzania's close ties between CSO and local government officials. There are also recommendations for the researchers who will conduct their end of project of assessment in April and May 2016.

2. Introduction

2.1 Project background

Research

Community Service Orders were introduced into Africa in the 1990s, first in Zimbabwe and subsequently into a range of countries including Kenya, Tanzania and Uganda. PRI played an important role in providing technical assistance during the development of community service programmes but funds for PRI's involvement ceased after the programmes became established. In 2011, after a gap of several years, PRI was able, with support from DfID, to return to East Africa to help improve the effectiveness of community service. A research study was undertaken in 2012 which identified that Kenya, Uganda and Tanzania face similar challenges with respect to ensuring the effectiveness of alternatives to imprisonment. Table 1 lists all PRI activities in the region that have led to this current project.

The first key challenge relates to the way in which alternative sentences are imposed by the courts; for various reasons, alternatives are not considered for many offenders for whom the sentence might be appropriate. In order to remedy this, innovative decongestion programmes – through which eligible offenders can have short prison sentences commuted to CS after a period in custody – have been established.

The second main challenge relates to the implementation of the sentences once they are imposed. A lack of resources, particularly in Uganda and Tanzania, affects the successful placement and supervision of offenders and as a result, compliance and reoffending rates vary. Innovative initiatives which equip offenders with practical income-generating skills during their placements have been introduced in Kenya to improve outcomes and the use of volunteer probation officers has strengthened the monitoring of offenders in Kenya and Uganda.

The third challenge is to build the confidence of the public and the courts in non-custodial punishments. Although efforts were made to sensitise and educate people when CS was first introduced, many members of the public either lack awareness about or are hostile to alternative sentencing; it is common to hear CS referred to as a "soft landing".

A programme of work was established to address these challenges by training magistrates and other key stakeholders in a variety of locations in the three countries. This showed promising results but the impact was inevitably dissipated because of the wide geographical spread of the activities.

Activity	Date
Regional scoping visit and research study	Nov-11
Resource produced: Alternatives to imprisonment in East Africa: trends and challenges	Feb-12
Resource produced: Making Community Service Work: A Resource Pack from East Africa	Feb-12
CSO trainings (2) (Kenya)	Feb-Mar 2012
Magistrates and State Attorneys CSO training (Uganda)	May-12
CSO training (Tanzania)	May-12
CS training and seminars (2) (Kenya)	Sep-12
Presentation at ACSA Conference (Uganda)	Oct-12
Uganda CS department participated in Kenya Probation Offer Conference	Nov-12
Magistrates CSO training (Uganda)	Dec-12
Follow-up surveys and assessment (Kenya)	Dec-12
East Africa Criminal Justice e-network established, 4 e-bulletins per year	Apr-13
Follow-up surveys and assessment (Uganda)	Mar-13
'Models of Excellence' (data gathering, workshops, manual and guidelines, Supervisors and training of trainers trainings (2), (Kenya)	May-Jun 2013
Africa Conference on Alternatives to Imprisonment (Tanzania)	Nov-13
'East Africa: Trends and Challenges' summary update	Nov-13
Africa Network for Probation and Community Services (APC Network) created	Nov-13
Follow-up surveys and assessment (Kenya)	Feb-14
Contract signed with DFID – Security & Justice Innovation Fund	Jul-14
ExTRA Project began	Aug-14

Table 1: Project Background Timeline

The DfID innovation fund provided an opportunity to test and measure whether coordinating a comprehensive range of training and other technical assistance activities in carefully defined settings could bring about significant improvements in the effectiveness of CSOs.

PRI submitted its proposal for the ExTRA project in November 2013 and it was approved in July 2014. The start date of the project was 1 August 2014 and the end date will be 31 July 2016.

2.2 Description of Community Service Systems in Kenya, Tanzania and Uganda

Kenya

Community Service is the responsibility of the Probation and Aftercare Service within the Ministry of Interior and Coordination. The department is also responsible for the supervision of probation orders and a number of other functions including those related to bail, victim impact, reintegration and reconciliation and crime prevention. The Probation Service was established during the colonial period with the first probation officers in post in 1946. Community Service Orders were introduced under the Community Service Orders Act. No 10 of 1998 (as a result of PRI involvement to set up a special committee to identify appropriate alternatives to imprisonment).

Within the department, the National Community Service Orders Committee, chaired by a High Court judge with a wide range of governmental and community representatives, oversees the programme with a seconded magistrate coordinating activities on a day-to-day basis.

Community service order committees are also in place at the district level to oversee the implementation of orders at a local level.

Probation and community service officers, numbering more than 650 in total, are located in court stations around the country. Since 2005, use has been made of volunteer probation officers in some areas; people of good character and integrity identified from within the community to support the work of probation staff by offering close supervision to offenders and helping to prepare reports for the courts. They act as support to the to the work agency supervisors who directly supervise the offenders whilst they work.

Offenders eligible for a CSO are those who have committed an offence carrying a maximum penalty of three years' imprisonment and below, or an offence that can attract more than three years but which, in a particular instance the court determines would be punishable by three years or less. The order is imposed for a period of months and days and this time period is translated into a number of hours of unpaid work to be undertaken by the offender in accordance to the formula developed by the National CSO Committee. The minimum daily period of work is two hours and the maximum is seven hours.

Community service officers carry out enquiries into individual cases to examine their suitability for placement on the programme and submit their findings to the courts. Placement supervisors, who are managers at the public institutions where the offenders are placed, ensure that the offenders comply with the orders made by allocating their work and supervising them on a daily basis until completion. The kind of placements undertaken by offenders subject to CSOs include the construction or maintenance of public roads; forestation works; environmental conservation and enhancement works; and projects for water conservation, management, distribution and supply. The law also specifies maintenance work in public schools, hospitals and other public social service amenities, work of any nature in a foster home or orphanage, and rendering specialist or professional services in the community and for the benefit of the community.

In 2009 the CSO national afforestation programme was introduced through which offenders contribute to meeting Kenya's target of increasing its forest cover from 3% to 10% by 2030. More than two million tree seedlings have been planted each year since the programme started. In 2010 Community Service flagship projects were launched to equip offenders with skills which will help them to earn a living rather than commit petty crimes. While completing their orders, offenders are taught how to raise and keep rabbits, fish, goats and bees and skills such as brick-making. The flagship projects contribute to poverty reduction and job creation and benefit local communities because products are made available at slightly subsidised prices.

A practice has developed in which judges are informed by paralegals and prison officers about cases of prisoners who would have been eligible for community service but for whom the sentence was, for whatever reason, not considered. An assessment is undertaken by the Probation Service and in suitable cases the prisoners may have their sentences reviewed and can be released from prison to complete a CSO, as determined by the High Court. This system is also applied to cases of longer term prisoners who have three years or less remaining to serve.

Tanzania

Community service was introduced in 2002 and since 2008 has been the responsibility of the Probation and Community Services Department within the Ministry of Home Affairs. The enactment of the Community Service Act was prompted by a report prepared by the Law Reform Commission of Tanzania in 1986 and published in 1994. The Commission investigated the causes of prison congestion in Tanzania which had resulted from the tripling of the prison population in the 30 years since independence. Probation and community services are available

in 21 out of 25 regions but only 66 out of 118 districts are covered in these regions. In an additional 28 districts probation and CS functions are carried out by Community Development Officers who are employees of Local Government Authorities. There are 126 probation staff in total, of whom 107 are based in the regions.

The Department is also responsible for implementing Probation Orders and in the near future will be supervising parolees and offenders released from prisons through the Extra Mural Penal Employment Scheme.

The community service model is similar to the model in place in Kenya. A National Committee is chaired by a High Court judge and other members are drawn from various agencies within the Criminal Justice system. In theory 21 regional committees chaired by a resident magistrate in charge, as well as 66 district committees chaired by district magistrates in charge, which are tasked with overseeing community service at the regional and district levels. However, these committees do not always meet on a regular basis. Due to budget constraints, the committee members are not paid for their participation.

Community service orders can be imposed for a fixed period of up to three years not exceeding the period of time for which the court would have sentenced the offender to prison. Orders tend to be targeted at first-time offenders with a fixed and permanent place of residence. Eligible offenders are interviewed at court, but there are insufficient numbers of probation staff to interview all of those who are eligible, particularly in larger courts which can comprise up to six chambers. Recommendations put forward in social inquiry reports tend to be accepted by the courts. Before a CSO is imposed a guarantor has to be identified who will pay a surety in the event of the offender absconding or otherwise failing to complete their order. This has limited the numbers eligible for CSOs but ensured high completion rates for orders that are made. As in Kenya, prison officers are able to identify eligible offenders in prison. Lists are produced and suitable cases are reconsidered by magistrates. Large numbers of those on community service come from prison in this manner. In the pilot area, Probation Officers visit the prison every Friday to assess the suitability of people on the list for CSO.

Community service is undertaken for four hours a day, five days a week. Supervision of the work is undertaken by the placement institution; these are generally government institutions. The nature of the work tends to be physical or menial labour, such as slashing (cutting grass with a machete) or cleaning, but does also include construction or maintenance of public roads, afforestation, environment conservation and enhancement works, water conservation projects, maintenance work in public schools, hospitals, foster homes or orphanages, as well as rendering specialist or professional services in the community.

Uganda

Unlike in Kenya and Tanzania, CS in Uganda is the responsibility of a distinct Community Services Department headed by a commissioner in the Ministry of Internal Affairs. There is a National Community Service Committee chaired by a High Court judge with representation from all criminal justice administration agencies including the police, the Department of Public Prosecutions, NGOs, the Law Reform Commission, the Ministry of Gender, and the Ministry of Local Government and Prisons.

This committee is replicated at the district level. Following a pilot programme in 2001, CSOs were extended to all districts in 2004. The doubling of the number of districts in subsequent years has made it hard to provide national coverage. The resources available for the Community Service Programme have remained limited. The Community Service Regulations Act of 2001 provides for Probation Officers (who are local officials involved in social welfare work whose brief

at courts is otherwise related to children), but this arrangement varies in effectiveness. Community Service Department Volunteers have also been introduced in some areas.

Any person over 18 years who commits a petty offence punishable by imprisonment of no more than two years may be sentenced to carry-out unpaid work for the community instead of a term of imprisonment. An offender serving a CSO is required to carry out up to maximum of 980 hours (within six months) of unpaid work in their community of residence. A maximum of eight hours a day can be imposed. The Children's Act does not provide for CS as a penal sanction for children.

Community service can be imposed by any type of court including local courts, which are able to select CSOs as a punishment for the infringement of a by-law or Ordinance. Most orders are imposed by magistrates. Although the legislation stipulates that the assessment of offenders for CS should be undertaken by Probation Officers, it is in fact the agreed practice that pre-sentence information is to be provided to the courts by the police through the completion of Police Form 103 (PF103), although this is not always carried out.

The work undertaken by offenders is provided by placement institutions which are mainly public organisations or community-based organisations such as churches or mosques. Generating a list of placements is the responsibility of the District Community Service Committees. Areas of work have included construction and environmental conservation; work in schools and health facilities; the planting of trees and the establishment of nursery beds; the desilting of choked drains; solid waste collection and disposal in urban areas; the sinking of pit-latrines; brick-making and-laying; and the maintenance of feeder roads and community utilities. In some cases offenders' professional skills have been matched with their punishments and they have been placed as carpenters, cooks and teachers within the community. Where suitable placements are not available, work is provided at police stations or courthouses. A significant number of placements remain linked to slashing and cleaning.

The Community Service Department has a small budget to support placement institutions by providing tools such as wheelbarrows and seeds for planting. Responsibility for supervising the placements is undertaken by officials or others in addition to their main job.

An initiative has been started to identify defendants on remand in prison who might be eligible for community service. Community service staff, accompanied by magistrates, talk to prisoners to find out why they are being detained. If they are first or second-time offenders who are willing to admit their guilt and whose offence is not too serious, their names can be forwarded to court and their cases dealt with on a fast-track procedure. Community service officers therefore make regular visits to prisons to sensitise the inmates on community service and identify those who are eligible. Plea bargains are used and mini court sessions organised to change the sentences of those who are willing to do community service. Sensitisation is also carried out at police suspect parades, where the identification of eligible offenders also takes place.

2.3 Project Outcomes and Activities

Outcomes

The project aims to have a positive impact on the reduction in the unnecessary use of imprisonment for offenders convicted of non-serious offences in the targeted project regions.

In order to achieve this, the project targets the realisation of the following long-term outcomes:

- increased use of CSOs in the pilot regions;

- increased compliance of CSOs in the pilot regions;
- positive stakeholder attitudes towards CSOs in the pilot regions.¹

There is also a further long term outcome for the Kenya arm of the project, which looks to empower selected offenders who perform well during their CSO to open their own small business and be better able to secure employment. This is in recognition of the accepted position that a large amount of petty offending is poverty driven. While the activities required to initiate this process had been completed by the midterm stage, the key measure for this outcome is the number of businesses still functioning at the end of the project and therefore the effectiveness of these activities will not be examined within this evaluation.

Activities

The project began with a Planning Meeting in Kampala 2014, whereby the project leaders and independent researchers from each country met with PRI staff in order to confirm project activities, exchange ideas and good practice and so that the researchers could agree on a consistent methodology for evaluation.

The three country teams approached the project with the same broad strategy, which was a training based set of activities to inform and upskill those closely involved in the administering and supervision of CSOs, but approaches did differ where necessary to best fit the specific systems of each country. Specific project regions were selected in each country to test the activities of this pilot project. Control areas were also highlighted where no project activities took place in order for a comparison to be drawn during the end-term evaluation.

Key stakeholders trained in specific project regions in across all countries:

- Magistrates
- Probation Officers/Community Service Officers
- Local media
- Multi-Stakeholders (training brought together various agencies including, police, prison and probation officers, the judiciary and local government).

The participatory training was tailored to each stakeholder group, but generally concentrated on:

- the legislation governing CS
- the CS process and relevant documentation
- the benefits to the individual, the community and the state
- the roles of each stakeholder and of the community.

¹ For full details of outcomes and associated indicators, please see Annex 3, ExTRA Project Logframe

Kenya

		Total	2014		2015											
			D	J	F	M	A	M	J	J	A	S	O	N	D	
Kenya	Magistrates	16							16							
	Probation Officers/CSO Officers	34			34											
	Supervisors	189			189											
	Multi Stakeholder	76						76								
	Media	16		16												
	Public (Open days etc.)	934						358	576							
	Offenders (Empowerment)	36										36				

Table 2: Number of Beneficiaries Trained in Kenya

In Kenya, the project activities were held in the region served by Meru High Court (including counties of Meru, Tharaka and Isiolo) with a population of 1.86 million, situated 200 kilometres north east of Nairobi. The area has eight courts including the High Court and five prisons. The control area is Kisii region in the south west of the country.

While an increase in the number of CSOs is obviously desired in Kenya, the system is currently producing thousands of orders per year and therefore, the training focus was more around the improvement of the supervision of the CSOs, as can be seen by the numbers of people in this role trained.

Seven Public Open Days were held to inform the local community about the benefits of CS and how it works. It also gave an opportunity for magistrates to have a dialogue with the community in a manner in which they would not normally be able to and allowed former offenders to answer questions from the audience on the realities of completing a CSO.

A number of former offenders who performed well during their CSO and who showed remorse for their crimes and a desire not to reoffend, were given the opportunity to attend entrepreneurial training and received a small investment to allow them to open a basic business (referred to as the empowerment element of the project).

Tanzania

		Total	2014		2015											
			D	J	F	M	A	M	J	J	A	S	O	N	D	
Tanzania	Magistrates	100			100											
	Probation Officers/CSO Officers	27			11				6	10						
	Supervisors	80					80									
	Multi Stakeholder	80							40	40						
	Media	24		21	3											

Table 3: Number of Beneficiaries Trained in Tanzania

Project activities in Tanzania were held in the Mbeya region in the west of the country, close to the Zambian border. It has a population of 2.7 million, who are served by one high court, one

magistrate court, seven district courts and 43 primary courts. There is one maximum security prison as well as seven district prisons. The control area is Dodoma further south of the country.

An increase in the very low number of CSOs is a priority for the Tanzanian arm of the project and therefore a large emphasis was placed on sensitising the magistrates to the benefits of CS, as they are those with the power to issue more CSOs.

Uganda

		Total	2014		2015											
			D	J	F	M	A	M	J	J	A	S	O	N	D	
Uganda	Magistrates, State Attorneys, Prosecutors, CID	97								45	52					
	Probation Officers, CSO Officers, Prison staff, court staff, local government	280								117	163					
	CS Volunteers	17							17							
	Peer Support Persons	79											79			
	Media	58									58					
	Public (Open days etc.)	3827										3556	271			

Table 4: Number of Beneficiaries Trained in Uganda

Ugandan project regions included the three magisterial areas of Jinja, Iganga and Mbale of Eastern Uganda. These areas cover 17 districts with a total of 25 courts. There are 37 prisons in the area, with populations that range from seven prisoners to over 900. The control area is Luweru and is further north.

The Uganda arm of the project had two extra distinct stakeholders who were also recruited and trained as activities of the project.

Community Service Department Volunteers (CSDVs). Mainly located at the courts, CSDVs provide support to the Community Service Department and the magistrate in order to ensure that all parties have the most accurate information with which to make a decision. They travel to the prisons and police stations in order to sensitise those being held about CS, who may be eligible and what the benefits are. CSDVs also provide this service at the court as well as facilitating the magistrate with information on the defendant and the local community's broad opinion on the return of the defendant to society without a custodial sentence. The CSDV also liaises with the families of the defendant and the complainant and gathers the opinions of the local leaders. Once a CSO has been issued to an offender, the CSDV can play a role in identifying a suitable institution for it to be carried out and will liaise with the supervisor at the institution. They visit the offender at the organisation during the CSO and also carry out home visits. They are the point of contact both for the offender and the supervisors during the completion of the CSO.

A full recruitment and interview process took place to identify strong CSDVs and most are recent graduates and hold degrees in topics such as social work.

Peer Support Persons (PSPs). Managed by the CSDVs, PSPs are former offenders who have already successfully completed CSOs and have been identified as people who can be a positive influence on the offenders currently carrying out CSOs. They provide counselling and support to the offenders and help ensure that they do not abscond.

Activity timeline

The chart below (Table 5) outlines all the activities across the three countries and highlights the original planned dates and the dates of actual completion.

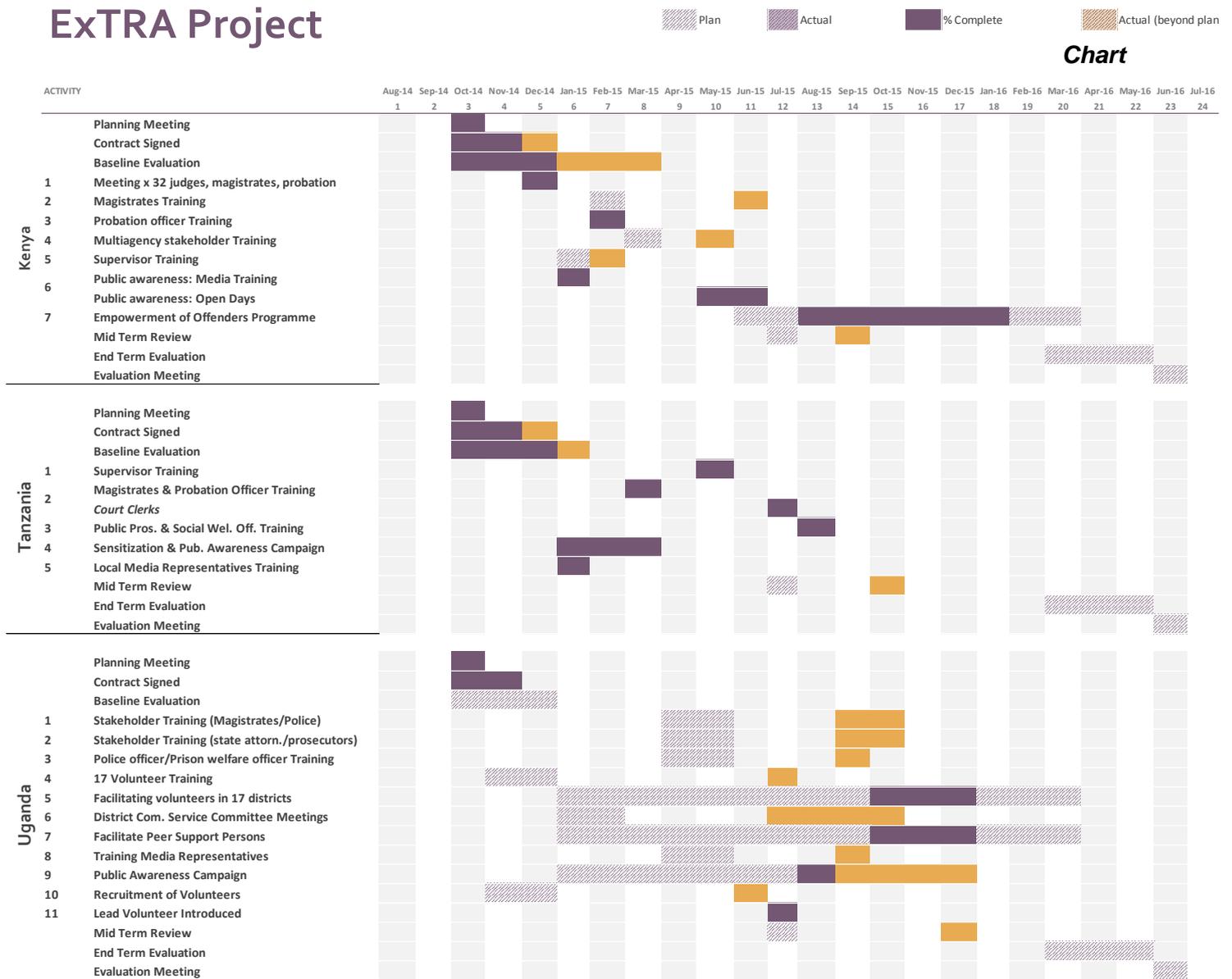


Table 5: ExTRA Project Activity Timeline

3. Evaluation Purpose and Methodology

3.1 Evaluation design

A theory-based evaluation design (see Box 1) was used to test the programme's theory through the links in the causal chain. In terms of method it is close to 'process tracing' (George and McKeown, 1985; Collier, 2011), which is defined by Aminzade (1993) as 'theoretically explicit narratives that carefully trace and compare the sequence of events constituting the process'. These causal chains are typically represented graphically as a causal map.

Box 1: Theory-Based Evaluation

In order to explain we need theory to bridge the gap between data and interpretation of that data; and in the case of impact evaluation to bridge the gap between 'causes' and 'effect'.

Theory-based evaluation is process orientated. It regards the programme as a conjunction of causes that follow a sequence. It follows a change pathway of a programme from its initiation through various causal links in a chain of implementation, until intended outcomes are reached. The process is built upon a 'theory of change' - a set of assumptions about how an intervention achieves its goals and under what conditions (Stern et al, 2012).

The evaluation process was as follows:

1. Analysis of project documentation generated by PRI and project partners.
2. Analysis of project activities (e.g. quarterly reports); the project theory of change and logical framework; the primary data (e.g. community service statistics) collected by the partners during the lifetime of the project
3. Interviews with a range of external stakeholders to identify and evidence (a) what targeted outcomes actually materialised; (b) the plausible causal explanations that underpinned the targeted outcomes; (c) PRI's contribution to the change; (d) case study material for different stakeholder groups.
4. Analysis of additional documentation (e.g. relevant reports produced by other agencies) and secondary data (e.g. Government statistics) to verify the qualitative data collected in step 3.
5. Drafting a final report documenting the research process and key findings.

3. Data collection

The evaluation visits to the project regions were carried out by a team of three UK based staff (including one independent consultant) who, accompanied by members of the respective Probation or Community Service teams, met with various stakeholders in the project.

All three evaluation visits generally consisted of meeting with the resident judge or magistrate in the region, followed by key stakeholders who were involved in the training activities and work with the CSO system. Itineraries and full lists of those visited and interviewed can be found under Annexe 2.

The team adopted a semi-structured interview approach, covering subject areas including:

- current effectiveness of the CSO system;
- positives and negatives about the training that took place;

- what has changed (if anything) since the training;
- their views on public perceptions and how this can be improved;
- what they would change about the system if they were able to.

The visits were combined with a thorough examination of the statistics linked to the number and completion of CSOs and a comparison made with the baseline data.

Statistical data was not gathered for the stakeholder perceptions at this midterm stage, as a survey is scheduled for the end-term evaluation.

4. Results of the mid-term evaluation

4.1 Outcome 1 – Increased use of community service as an alternative to short-terms of imprisonment

Kenya

The researchers collated data in the pilot region (Meru) over a 12 month period, January to December 2014. The project activities have been implemented as scheduled and therefore for the milestone period, data has been collated over a 12 month period, January to December 2015. See Table 6 below for a comparison between the baseline (2014) and the milestone (2015).

	No. of CSOs	Length of CSO Sentence								Number imprisoned
		1 day	2-7 days	8-30 days	31-90 days	3-6 month	6-12 month	1-2 yr.	2-3 yr.	
2014:	2,794	1,053	156	472	235	365	347	49	17	4,819
2015:	2,561	511	182	265	388	637	449	82	17	985 ²
% change	-8%	-51%	+17%	-44%	+65%	+75%	+28%	+67%	0%	-80%

Table 6: Number of CSO orders in Kenya compared to baseline, by length of sentence (Kenya Probation Department and Baseline Research Report)

The milestone target at the mid-term stage was increased use of CSOs by 20% compared to the baseline. Table 6 above shows that the milestone target in Kenya has not been met: the number of CSOs has decreased by 8% in 2015 compared to the baseline in 2014. There are a number of external influences that could explain this decline in the number of CSOs.

² The sharp decrease in the number of people imprisoned in 2015 compared to 2014 could be due to the way the data has been collated for the baseline compared to 2015. For the baseline, the Kenya Probation and Aftercare Service suspects that the data collated by baseline researchers could have been obtained from prisons. This would mean that prisoners transferred into prisons within the project area from those outside of this area would also be included in the data. Most of the imprisonment figures for 2015 were obtained from court (the preferred method) but some of the stations obtained their figures from the prisons. To make an accurate assessment on whether the imprisonment rate has changed, it is essential that there is consistency in the source of the figures and how they are collated. The most accurate source for imprisonment data is to use sentencing data directly from the court. For the end-term evaluation, PRI is working with both the Probation and Aftercare Service and the researchers to ensure that there is consistency on how the imprisonment data is collected for both the baseline (2014) and the project period (January 2015 to April 2016).

Decline in crime rate. The baseline report does not contain information on the number of registered criminal cases, nor the crime rate for the Meru region in 2014. The number of CSOs is an indicator that assumes that the crime rate is relatively stable year on year. If there is a sharp increase or decrease in the number of criminal cases this will have a big impact on the number of CSOs. In 2014, 13,243 people were imprisoned or received a CSO. In 2015 there were 985 people imprisoned in the pilot region, which is an 80% decrease compared to 2014. The sharp decrease in the imprisonment rate suggests that there has been a fall in the crime rate in the Meru region in 2015 compared to 2014, which would explain the fall in the number of CSOs. However it should be noted that due to inconsistencies with how the imprisonment data may have been collected for the baseline compared to the project period (see footnote [2](#) for a full explanation), at the mid-term stage of the project, it is not possible to draw conclusions on the imprisonment data.

Increase in pre-trial detention. An increase in the use of CSOs is also heavily influenced by the efficiency of the court proceedings and the number of people on remand awaiting trial. Table 7 shows that in 2015, there were 13,490 criminal cases that were registered but only 5,252 cases resulted in a sentence (e.g. CSO, probation order, fine or imprisonment). This leaves 8,328 remaining cases. Some of these cases can be explained by the following.

- Acquittal. The statistics presented do not include the number of cases where people are acquitted. However acquittal figures are available for the Meru station: in 2015 16% of registered cases were acquitted.
- Some of the cases registered towards the end of the year will be ongoing and will not be finalised yet.
- There may well be a large number of people that are on remand awaiting trial.

Alcohol-related offences. In the pilot area of Meru, 52% of offences leading to CSOs in 2014 were 'Being Drunk and Disorderly', a further 16% 'Selling Alcoholic Drinks Without a Licence' and a further 4% 'Manufacturing Alcoholic Drinks without a permit' (Kenyan Baseline Report, p. 24). A Presidential Decree in June 2015 urged a law enforcement crackdown on the production, sale and consumption of so called secondary alcohol – illegally brewed alcohol which can cause adverse effects on health and wellbeing. This Decree encouraged magistrates to impose tougher penalties such as large fines or prison sentences for alcohol-related offences.

During the field visit to the Meru region, the evaluators found that the Presidential Decree was being rigorously enforced by both police and magistrates. During a visit to Meru prison in September 2015 there were 294 women prisoners and over a third of them were serving a sentence for brewing illegal alcohol. Evidence suggests that the Presidential Decree on illegal brewing of alcohol has had a negative impact on the number of CSO orders issued in 2015 compared to 2014: in 2014 magistrates were giving offenders a CSO for illegal brewing offences and in 2015 they are now giving offenders a fine or a prison sentence. The evaluators were told that in the vast majority of cases, illicit alcohol is brewed by impoverished women who have few other options to raise money. Therefore, even those given a fine, rather than a custodial sentence, can end up in prison due to the inability to pay the fine. Data was not available at the mid-term stage about the kinds of offences committed by offenders made subject to CSOs during the experimental period, therefore the extent to which this change in policy has effected sentencing is a question which the independent researchers will need to address in the final evaluation.

Transfer of trained magistrates to other regions. During the evaluation interviews, the Probation Team noted that the majority of the magistrates trained in June 2015 were transferred to other regions of Kenya. In Kenya, all magistrates are transferred every three years and this happened to coincide with the project period – 2015. Indeed, the Kenyan Probation Department decided to delay the training activities so that the transfers could take place and they could focus the

training on the incoming magistrates. However, the movement of magistrates was not a smooth process and many of the trained magistrates were transferred after the training. This has meant that a number of magistrates who participated in training and other project activities have been posted to stations outside the pilot areas and have been replaced by magistrates from outside the pilot areas. Thus, a number of the magistrates in the pilot areas will not have benefitted from activities designed to increase their awareness of and confidence in CSOs.

The movement of magistrates may have also led to courts being in session less often, compared to recent years (since the last movement), which may have contributed to an increase in pre-trial detention and a decrease in the number of people that passed through court and thus able to receive a CSO. Some magistrates also noted to the evaluation team that when magistrates first move to a new location, they can often be more punitive than normal, so as to appear strong and not give the impression that they are a 'soft touch'. It may be that those magistrates that moved into the pilot region and had not benefited from project activities took a similar approach.

The majority of the factors above were beyond the control of the project implementation team. The criminal justice system is interconnected and overlapping; if you change one part of the system (e.g. pre-trial detention), it will have a knock on effect for other parts of the system (e.g. sentencing, including community service). It is therefore important that we use the end-of-term evaluation as an opportunity to examine these external influences on the criminal justice system in more detail. Specifically the researchers should collate the following data for both 2014 and 2015:

- crime rate and the number of criminal cases registered;
- the number of people on remand;
- the 2015 CSO data disaggregated by type of crime;
- the number of probation orders and fines for 2014.

This extra data will enable the researchers to fully analyse why the number of CSOs had fallen in 2015 compared to 2014.

Table 6 shows that there has been a significant change in the length of CSO sentences given. In 2014 there were 1,053 one-day orders and in 2015 there was 511 one-day orders, which represents a decrease of 51% compared to the baseline. Interviews with the Probation Department and the magistrates showed that the attitude towards one-day orders has changed: several informants noted that short CSO sentences were not a good use of CSOs because they provided little value to the community and less time to change the offender's behaviour. Indeed it was noted that the CSO trainings encouraged magistrates to use longer CSO sentences and this is reflected in the figures provided in Table 6. In terms of the duration of the CSO sentence, in 2014, magistrates gave 1,053 offenders a CSO that was more the one-month but less than 3 years. In 2015 this figure increased to 1,573, which is an increase of 55% compared to the baseline. Although in 2015 the absolute number of CSOs is less than 2014, the total number of CSO days had increased compared to 2014.

In retrospect, the number of CSOs issued is not the best indicator to measure the performance of a community service project because it is too susceptible to external factors (e.g. changes in crime rate and pre-trial detention) and does not consider the length of sentence. The following indicators provide a better indication on the increase use of CSOs:

- *CSO sentence rate*. This indicator looks calculates the percentage of persons sentenced who receive a community service order. This is a good performance indicator because it enables implementers to track the performance of magistrates on a monthly basis. The Kenyan Probation and Aftercare Service is already using this indicator to set monthly targets and to track the performance of magistrates. However PRI have worked with the

Kenyan Probation and Aftercare Service to refine the data collection methodology for this indicator. For example, the Probation Department were using cases finalised at court but this is inappropriate because it includes acquittals. PRI have designed a CSO measurement tracker, which the Kenyans have used to collect data for the milestone period.

- *CSO to imprisonment ratio.* This indicator compares the number of CSOs to the number of people imprisoned. This is an appropriate indicator because one of the main aims of a community service project is to encourage magistrates to use alternatives to imprisonment. The output of this indicator will be expressed in the smallest numbers that represent this ratio³.

Table 7 below shows how these two indicators can be used to track the performance of a community service programme.

Station	No. of criminal cases registered	No. of CSOs	No. of probation orders	No. of fines	No. imprisoned	CSO to prison ratio	CSO sentence rate
Tharaka	647	283	57	NA ⁴	90	283:90	66%
Chuka	1,044	255	19	453	194	255:194	28%
Nkubu	1,534	245	76	392	35	7:1	33%
Githongo	1,113	301	97	450	47	301:30	34%
Maua	4,234	417	21	298	108	139:36	49%
Tigania	2,550	449	86	NA	155	449:155	65%
Meru	2,368	611	65	542	356	611:356	39%
Total:	13,490	2,561	421	2,135	985	13:5	46%

Table 7: Number of CSOs in Kenya, January-December 2015 (Kenyan Probation Department)

Table 7 shows that the CSO to imprisonment ratio in 2015 was 13:5; for every 5 people imprisoned, 13 received community service. In 2014, the CSO to imprisonment ratio was approximately 7:12; for every 12 people imprisoned, 7 received community service. However it should be noted that due to inconsistencies with how the imprisonment data may have been collected for the baseline compared to the project period (see footnote 2 for a full explanation), at the mid-term stage of the project, it is not possible to draw conclusions on the imprisonment data. For the end-of-term evaluation, the researches should revisit the imprisonment data and ensure that a standard and consistent data collection protocol is used for the baseline and project period. It is important that the imprisonment data is collected and analysed because the broader aim of the project is to encourage the use of community service rather than the use of imprisonment for minor offences. Fewer people in prison has economic and social benefits for the offender (they can be employed and support their family whilst serving CS) and economic benefits for the Government (less people in prison frees up resources that can be spent elsewhere).

Table 7 shows that in 2015 CSOs on average 46% of people sentenced received a CSO. Data is not available to compare this figure to the baseline. However during the evaluation interviews the Kenyan Probation Department and the Head Judge for Meru region, it was noted that their

³ For example, many pairs of numbers have the same ratio as 4 to 12 (or 4:12) but the smallest pair of numbers are 1 to 3. Therefore, 4 to 12 would be expressed as 1 to 3 (or 1:3) because it is easier to comprehend. It should be noted that some pair of numbers do not have a smaller pair and will therefore be expressed in their original state.

⁴ The two 'NA's in this column represent where data was not available, rather than no fines being given.

internal CSO performance target for each magistrate/court was 30%. The data in Table 7 shows that each station has exceeded the 30% benchmark. This is an encouraging sign and it will be interesting to see if there is an increase or decrease in the CSO sentence rate for the remainder of the project (January-March 2016).

To analyse the impact of the project activities on these encouraging results, Table 8 breaks down the CS data on a monthly basis and shows when key project activities were carried out.

Month (2015)	Number CSO orders	CSO sentence rate	Number of CSOs – percentage change	Project activities
January	162	30%		
February	172	30%	+6%	Supervisor / probation training
March	224	29%	+30.2%	
April	147	20%	-34%	
May	203	32%	+38%	Training for police / prisons / councils
June	191	34%	-6%	Magistrates training
July	258	24%	+35%	
August	362	47%	+40%	
September	289	50%	-20%	Mid-term evaluation
October	248	44%	-14%	
November	235	58%	-5%	
December	70	45%	-70%	
Total	2561	36%		

Table 8: Number of CSOs in Kenya, by month, 2015 (Kenyan Probation and Aftercare Service)

Table 8 suggests that the magistrates training in June had a positive impact on the number of CSOs in July and August. It is plausible that fresh from the CS training, magistrates were more willing to use CSOs over other sentencing options. However, there seems to be drop off in the number of CSOs between September and December. This seems to suggest that the effect of the initial training in July was short-term and not sustained. However, if you look at the CSO sentence rate, it is clear that the CSO sentence rate was consistently higher between July and December (after the training) compared to January to June (before the training). This suggests that the training in June did have a sustained positive impact on magistrates and that because of the training they were more inclined to use a CSO over other sentencing options. Interestingly, the monthly registration of criminal cases is fairly consistent throughout the year which seems to suggest that there is a pre-trial detention problem, as mentioned under the above discussion of the movement of magistrates (e.g. lots of people on remand awaiting trial) towards the end of the year (September to December). Indeed Kenya's Probation and Aftercare Service Assistant Director noted: 'the remand population is very high in the Meru regions and nationally. Many of those cases are still ongoing/undecided perhaps due to the number and the frequent transfer of magistrates' (email from Kenya's Assistant Director to PRI, 7 January 2015).

In terms of increasing the number of CSOs, it is clear that magistrates' awareness, perceptions and attitude towards CS is the single most important factor. Training of magistrates was therefore a key project activity. In Kenya, there were fewer magistrates trained compared to the other two countries, although this was partly due to the fact that the project fell during a time when magistrates were moving to new stations, so all magistrates posted to the project region were targeted. In Tanzania, 100 magistrates were trained through the project and in Uganda 30 magistrates were trained. Table 9 below shows that the training of magistrates in the Kenyan

pilot helped to increase the magistrates' knowledge on a range of topics. For example, at the beginning of the training, 50% of magistrates said that they had a poor (weak or very weak) understanding of the concept and background of community service. At the end of the figure increased significantly: 70% said they had an excellent understanding and 30% said they had a good understanding.

Knowledge	Before training (%)					End of training (%)				
	Very weak	Weak	Good	Very Good	Excellent	Very Weak	Weak	Good	Very Good	Excellent
To present an overview on alternatives	0	20%	40%	30%	10%	0%	0%	0%	30%	70%
To explain the concept and background of the CSO	20%	30%	30%	30%	0%	0%	0%	0%	30%	70%
To explain the statutory mandate of CSO	10%	20%	20%	50%	0%	0%	0%	0%	20%	80%
To specify the roles and responsibilities of magistrates	10%	0%	30%	20%	40%	0%	0%	0%	20%	80%

Table 9: Knowledge and skills, magistrates' training in Kenya, June 2015

For this particular project, changing the attitude of magistrates is perhaps more important than increasing knowledge and skills. To change someone's attitude it is of course important to first raise their awareness (e.g. the benefits of CSOs) and to increase their knowledge about CSOs. However, CS was first introduced in Kenya in 1998 and it is therefore quite likely that magistrates are aware of CSOs and knowledge may not be the constraining factor to increased use. Indeed, the training in Kenya was very much focused on changing the magistrates' perceptions. During the evaluation field visit there was an animated focus group discussion with the Probation and Aftercare Service about how to best change magistrates' attitudes and mind-set towards CS. In particular, the Probation and Aftercare Service recommended the following approaches:

- Individual meetings with 'hard-to-reach' magistrates (e.g. those magistrates who are sceptical about CS. For example, Probation Officers could have breakfast briefings with magistrates on a regular basis before the court opens.
- Exposure visits for magistrates. For example, arranging for hard-to-reach magistrates to visit CSO placements and the local prison.
- Developing a system to regularly feedback to magistrates about the completion and breaches of CSOs. This will help to increase the magistrates' confidence that sentence will be effectively enforced. In Uganda, the community service department volunteers (CSDVs) are already playing this role and regularly provide updates to magistrates on how the sentence is being implemented.

It is worth noting that compared to Tanzania and Uganda, the Kenyan community system is more mature and CS is already well used. Therefore it could be argued that the Kenyans may have moved beyond the need for traditional training and that they could benefit from a more sophisticated, targeted and flexible approach that involves some of the activities that are mentioned above (e.g. breakfast briefings, exposure visits and feedback systems).

Tanzania

In Tanzania the Probation and Community Services Department collected data over an eight-month period - 1 January to 31 August 2014 – in the pilot region (Mbeya). The project activities have been implemented as scheduled and therefore for the milestone period, data has been collated over the same eight-month period – 1 January to 31 August 2015. See Table 10 below for a comparison between the baseline (2014) and the milestone (2015).

	Total Number of CSOs	Length of CSO Sentence (months)					
		0-3	3-6	6-9	9-12	12-24	Over 24
Jan-Aug 2014:	124	5	39	4	3	45	28
Jan-Aug 2015:	218	48	72	18	45	20	25
% change:	+76%	+860%	85%	+350%	+1400%	-55%	-11%

Table 10: Number of CSO orders in Tanzania, by length of sentence (Tanzania Probation and Community Services Department and Baseline Report)

The milestone target at the mid-term stage was an increased use of CSOs by 20% compared to the baseline. Table 10 above shows that the milestone target in Tanzania has been exceeded: the number of CSOs increased by 76% in 2015 compared to the baseline in 2014. At the mid-term stage of the project this is an extremely encouraging statistic.

To analyse the impact of the project activities on this result, Table 11 breaks down the 2015 data on a monthly basis and shows when the project activities were carried out.

Month	Number of CSOs	Percentage increase (+) / decrease (-) compared to previous month	Project Activities
January	16		Training of local media
February	11	-31%	Sensitisation material produced
March	31	+182%	Training of magistrates and probation
April	35	+13%	
May	23	-34%	Training of supervisors
June	34	+48%	
July	41	+20%	
August	27	-34%	Training of Prosecutors and Social Welfare Officers
Total:	218		

Table 11: Number of CSOs in Tanzania, by month, 2015 (Tanzania Probation and Community Services Department)

Table 11 shows that there has been a general upward trend in the use of CS towards the end of the milestone period compared to the beginning. For example, between January and March 2015, a total of 58 CSOs were issued and between June and August 2015 a total of 102 CSOs were issued, which represents an increase of 76%. Most of the activities, including training of magistrates, probation officers and supervisors, took place between January and April 2015. The data in Table 11 therefore suggests that these activities had a positive impact on the increased use of CSOs: magistrates increased their use of community service between June and August compared to January and March. Interviews with the Tanzanian Probation Department also seem to indicate that the training and sensitisation activities had a positive impact on the use of community service in the pilot region:

'You can see the trend: in courts where magistrates have received community service training, the number are going up. In courts where magistrates have not received training, the numbers are not going up.' (Interview with Tanzania Probation Department, September 2015)

In Tanzania, there was a strong focus on training of magistrates. Indeed, 100 magistrates were trained during the project which is more than both Kenya (16) and Uganda (30). This makes sense because to date the Tanzanian community service and probation system has received less investment compared to its Kenyan and Ugandan counterparts. In a system that is under resourced and underused, it makes sense to put resources into training magistrates because they are so key to the system. The end-of-training questionnaire feedback from the magistrates training in Tanzania showed that 85% of trained magistrates said that their knowledge and skills on CSOs was higher at the end of the training compared to before. The report found 87% of the trained magistrates said they were more positive towards CS at the end of the training compared to the beginning of the training. This is encouraging feedback that suggests that the magistrates' knowledge and attitude towards community service has increased because of the training.

In Tanzania, the impressive increase in the numbers of orders in the pilot area can therefore plausibly be explained, in part at least, by the impact of training on magistrates and other ExTRA project activities. Because of limited resources, the Probation and Community Services Department has struggled to make courts aware that CSOs are available as an option and to provide credible opportunities for unpaid work. The ExTRA activities have succeeded in raising awareness not only among magistrates but with other agencies who provide placements. These include local government officials who form part of an elaborate structure of local governance. They play a role not only in offering work placements but in informing the Probation and Community Services Department and courts about the suitability or otherwise of particular offenders for CS and the type of work which might be appropriate for them. This role is particularly important as local officials can advise about the community's attitude towards a particular offender or offence. In some cases CSOs may put an offender at risk of reprisals or might cause feelings of anger and hostility from the victim or wider community.

Having said that, the culture in Tanzania is not universally punitive. Community service was explicitly established in order to reduce the use of imprisonment and there are regular amnesties which free offenders, for example, on Union Anniversary celebrations and other important state occasions. The release of a large number of prisoners during such amnesties may affect the number of CSOs being given directly from prisons, as those eligible for immediate release, may also have been eligible to have their custodial sentence commuted to a CSO. These pardons may have an effect in the project areas, and do contribute to the larger aim of the project, which is to reduce unnecessary overuse of imprisonment; however, pardons can also be indicative of wider systemic failures/inefficiencies?

The evaluation team were also told that there is considerable support for CSOs from the senior judiciary. The principal judge encouraged magistrates to make more use of alternatives and support for prison reform has come from the very top. The President of the Republic has lent his support to a National Committee to Decongest Prisons and work is underway to develop bail information schemes to reduce the use of pre-trial detention.

Overall, at the mid-term stage the results in Tanzania are very encouraging: there has been a 76% increased use in the number of CSOs compared to the baseline and the monthly data suggests that activities have had a positive impact on the use of CS. Compared to Kenya, the Tanzanian CS system is less developed and therefore there is more room for improvement in Tanzania compared to Kenya. Tanzania's data collection system is less sophisticated than Kenya's. Moving forward, the Tanzania Probation and Community Services Department and the researchers commissioned to do the final evaluation should also collect data on imprisonment

and other alternative sentences such as probation orders and fines. This data will give us a fuller picture on the relative performance of the community service project in Tanzania.

Uganda

For the baseline in Uganda the researchers collated data – number of CSO orders – over a seven-month period between 1 April 2014 and 30 October 2014. In Uganda there has been a delay in the implementation of project activities – the volunteers were recruited in July and started work in August 2015 and the trainings were carried out in autumn of 2015. To allow for the project activities to have an impact, for the milestone data at the mid-term stage, the evaluation team have therefore decided to look at the number of CSO orders over a five-month period: between 1 August 2015 and 31 December 2015. Table 12 below provides a comparison of the number of CSO orders during the baseline compared to the milestone and is disaggregated by the 17 project Districts.

District	Baseline (1 April 2014 to 30 October 2014)		Milestone (1 August 2015 to 31 December 2015)		Percentage increase (+) / decrease (-) compared to baseline
	Number of CSO Orders	Mean average per month	Number of CSO Orders	Mean average per month	
Jinja	94	13.4	35	7.0	-48%
Iganga	41	5.9	86	17.2	+192%
Pallisa	35	5.0	10	2.0	-60%
Mayuge	35	5.0	73	14.6	+192%
Mbale	26	3.7	70	14.0	+278%
Bugiri	24	3.4	8	1.6	-53%
Namutumba	20	2.9	3	0.6	-79%
Kaliro	12	1.7	10	2.0	+18%
Manafa	9	1.3	25	5.0	+285%
Luuka	8	1.1	8	1.6	+45%
Sironko	7	1.0	16	3.2	+220%
Kamuli	7	1.0	12	2.4	+140%
Namayingo	6	0.9	10	2.0	122%
Bulambuli	5	0.7	13	2.6	+271%
Bududa	4	0.6	14	2.8	+367%
Budaka	2	0.3	25	5.0	+1567%
Buyende	0	0	14	2.8	N/A
Total:	335	47.9	432	86.4	+80%

Table 12: Number of CSO orders in Uganda compared to baseline, by pilot District

At the mid-term stage, the milestone target was to increase the number of CSO orders by 20% compared to the baseline. Table 1 above shows that in the Uganda pilot area, the number of CSOs has increased by 80%⁵ compared to the baseline, which means that the milestone target has been exceeded. Table 13 below provides a monthly breakdown of the number of CSO orders during the milestone period – 1 August 2015 and 30 November 2015.

Month / Year	Number of CSO Orders	Percentage increase (+) / decrease (-) compared to previous month
August 2015	84	

⁵ The 'No. CSOs per month' columns are not directly compared here as the time periods are different and this would not lead to a fair comparison. The 'mean average per month' shows an increase of 80% from 47.9 to 86.4.

September 2015	67	-20%
October 2015	79	+18%
November 2015	108	+37%
December 2015	94	-13%
Total:	432	

Table 13: Number of CSO orders in Uganda by month, August – December 2015

Table 13 shows that in August 2015 there were 84 CSOs, which represents a sharp increase compared to the baseline monthly average of 47.9. The Commissioner of the Community Service Department in Uganda explained that the sharp increase in August was likely to be mainly due to the fact that the CSDVs had started work and provided assistance to magistrates at the court. The Commissioner noted that after their initial training the volunteers were enthusiastic and keen to help facilitate as many CSO orders as possible during sentencing. In September there was a small decrease compared to August. The Commissioner explained that after the initial drive to increase the number of orders the volunteers were encouraged to focus more on supervision and monitoring of the CSO offenders. In October there was an increase in the number of CSO orders compared to September.

The volunteers have not only provided additional capacity, but the ability to ‘make the system work’. Similarly, in one particular station, the increased cooperation between Community Service Department staff and a probation officer following their attendance at a training course has increased the extent to which suitable candidates for CSOs can be identified, allocated to placements and supervised. A number of magistrates also commented on how the volunteers have enabled a more efficient and accurate process and that they are happy that cases are able to be closed quickly.

Attitude of Police and Prosecutors. As noted above, the police play a key role in Community Service by completing a form (PF103) which provides information to the court about an offender’s circumstances and their suitability for a CSO. The evaluation team were told that some police officers had never seen a PF103 before they attended a stakeholder awareness event. While there are questions about whether the police are best placed to fulfil this assessment role, it seems that the ExTRA project has at least made them aware of their role and for some persuaded them that CSOs can be an appropriate sentence for first-time offenders. Indeed, after the training, police in Mbale committed to send PF103s to all outposts and created a policy that meant that a form must be attached to every investigation. It should also be noted however, that the police were often highlighted by other stakeholders to be a hard to reach group in terms of improving attitudes to CS.

The evaluation team encountered a positive attitude too among State Attorneys – the prosecutors who hitherto may have objected to CSOs as too lenient a response to crime. In the case both of the police and prosecutors, their more positive views may have resulted from the contribution which CSOs make to meet their performance targets. After training in Mbale, State Attorneys met and decided on their own targets for CS and have started with the aim of 75 convictions resulting in CSOs per year.

Magistrates. Finally, Uganda has benefitted from a number of magistrates who have championed the use of CSOs. PRI was told that at the AGM of judicial officers magistrates had been reminded of the importance of CSOs by the Principal Judge. CSOs also benefit from being a relatively easy way for courts to complete their case files. Targets are set by the High Court as part of a performance management framework; this seems to have encouraged the imposition of CSOs. Several magistrates confirmed that they have increased the number of CSOs that they have issued since the training.

In September, magistrates received training on community service, which helps to explain why there was an increase in the number of CSOs in the following month. In November there was again an increase in the number of CSOs compared to October, which can be explained by the second CSO training for magistrates that took place in October. The number of CSOs for December was slightly less than in November but represented a good increase compared to the baseline monthly average, which suggests that the training and the volunteers are continuing to have a sustained impact on the number of CSOs that are issued at court throughout the pilot area. Overall the figures are very encouraging: there has been a sharp increase in the number of CSOs compared to the baseline and since the activities were implemented the number of CSOs per month seems to be trending upwards.

Further evidence for the positive impression of the training of magistrates can be seen in the results from the post training questionnaire. Training in Mbale and Jinja in September 2015 included magistrates, police, prosecutors and state attorneys, but the feedback was not disaggregated by stakeholder group. It is therefore not possible to say what impact the training had solely on the magistrates. However, Table 14 below shows that the training had a positive impact on the group's knowledge, skills and perceptions towards CS.

	Yes, a lot	Yes, a little	No	Not sure
Has the workshop increased your knowledge about the law on community service?	92%	8%	0%	0%
Has the workshop increased your knowledge on the practice and implementation of CS?	89%	11%	0%	0%

Table 14: Knowledge of community service, training feedback from Uganda

Table 14 shows that all the trained participants improved their knowledge about the law and practice of CS. Table 15 below shows that all trained participants had changed their opinion on alternatives to imprisonment. Table 15 seems to suggest that the training workshop has changed stakeholders' attitudes towards CS.

	Yes, in many ways	Yes, in some ways	No	Not sure
Has the workshop changed your opinion on alternatives to imprisonment?	58%	42%	0%	0%

Table 15: Perceptions of community service, training feedback from Uganda

When asked to explain how the workshop had changed their opinion, one participant noted: 'imprisonment is not the only solution' and another noted: 'instead of imprisonment I now feel that community service is reformative'. One participant noted that the training had put forward good arguments for alternatives to imprisonment. This encouraging feedback seems to suggest that the training had a good impact on changing the perceptions of stakeholders on CS.

4.2 Outcome 2 – Improved implementation and supervision of community service

To measure the successful implementation of CSOs, the following indicator was identified during the project planning stage: 'CSO completion rate'. The CSO completion rate outlines the percentage of CSO's that were successfully completed during a defined period. However, during the baseline research there were difficulties obtaining data to calculate an accurate percentage. To accurately calculate the CSO completion rate, researchers need the following information.

- They need to define the measurement period, e.g. January to May. All CSOs that were issued before the start of the period (e.g. previous year) should be excluded from the count.
- Only those CSOs that have been issued during the measurement period should be included. However, the CSOs issued will have varying length of sentence and a significant proportion will finish after the end of the measurement period (e.g. a 6 month CSO issued in March 2016 will finish in September and beyond the project lifetime).
- Researchers would therefore have to track the CSO orders beyond the end of the measurement period. To do this, they would have to do it on case-by-case basis (e.g. track individual cases) which is resource intensive.
- It should also be noted that there is a difference between number of CSOs that are issued at court and the ongoing CS case load (e.g. those CSOs being implemented). There is often a delay between sentencing and the start of the CSOs which further complicates the data collection process.

Due to these complexities with the data collection and calculation process, the evaluation team has simplified the data collection process. A good indication of how effective the supervision has been is to look at the number of CSOs that have been breached (i.e. offenders that have not completed their CSO because they absconded, for example they ran away, they didn't comply with the supervision protocols or they failed to turn up to a placement) in a given period. However, absolute numbers (e.g. number of breaches) are often not the best indicators because they are too susceptible to other factors (e.g. sharp increase or decrease in CSO case load). Box 2 below provides a revised data collection and calculation protocol for the CSO completion rate indicator.

Box 2: Data Collection and Calculation Protocol for CSO Completion Rate

- (X) In any given period (e.g. January-December), the number of CSO breaches (included all CSOs that were not completed).
- (Y) In any given period (e.g. January-December), the number of CSO's that are successfully completed. It doesn't matter if the order was issued before the start of the period.
- $100 \text{ minus } (X \text{ divided } Y \text{ times } 100) = \text{CSO completion rate}$

This is not a perfect way for calculating the completion rate, however, when using this method to assess the monthly or yearly trends, it does provide a good indication of how well the CSO supervision and monitoring process has performed. The data is also readily available: the Probation and Community Service Teams in all three countries already collect this data.

Kenya

To overcome the data collection complexities noted above, the Kenyan researchers collected baseline data over a three-year period: January 2012 to December 2014. During this three-year period, they used the following data to estimate the CSO completion rate:

- (X) Number of CSOs completed successfully: 6,868
- (Y) Number of CSOs issued at court: 8,424
- $100 \text{ minus } (X (6,868) \text{ divided by } Y (8,424)) \text{ times } 100 = \mathbf{82\%}$

For the baseline, the researchers therefore estimate that 87% of CSOs were successfully completed between 1 January 2012 and 31 December 2014. Using the data collection and

calculation protocol noted in Box 2, Table 16 below shows that in the Kenyan pilot region, between 1 January 2015 and 31 December 2015, 97% of CSOs were successfully completed.

Number of CSOs successfully completed	Number of CSOs breached	CSO completion rate
2,016	59	97%

Table 16: Percentage of CSOs completed in Kenya Pilot Region, 2015 (Kenyan Probation and Aftercare Service)

At the mid-term stage, the milestone target was to increase the CSO completion rate by 10% compared to baseline. Table 16 shows that in the Kenyan pilot area, the completion rate for January-December 2015 (milestone period) was 97%, which represents a 15% increase compared to the baseline of 82%. Therefore the milestone has been exceeded. However, it should be noted that the data collection method for the baseline data was different to that used for the milestone data. During the end-term evaluation, the researchers should collect and analyse the baseline data again using the data collection/calculation protocol provided in Box 2.

Because the data collection methods to calculate the baseline and milestone were different, it is difficult to comment on the performance of the supervision/monitoring of CSOs during the project period. However Table 16 does show that using the data collection protocol specified in Box 2, 97% is an extremely high percentage rate which seems to indicate that CSOs are being well supervised. It also indicates that there is limited scope for improvement and therefore a 10% increase is an unrealistic milestone target. It would be interesting to break down the data by month to look at the monthly trends. We could then see whether the completion rate increased in the months following the supervisors' training. For the end-of-term evaluation, the researchers should therefore break this data down by month and look at the trends.

During project and evaluation visits, PRI staff visited a number of CSO placements and spoke with the supervisors. A number freely admitted that they had not previously realised that they had a pivotal role in the CS system. Most mentioned that they signed in and out offenders if they turned up for work but did not do much more than this. Feedback from the probation staff also echoed that supervisors did not always follow up those who did not attend and merely received offenders passively. Training was therefore aimed at this group to empower them to play a key role in the supervision of offenders and help to increase completion rates.

A training session for placement supervisors was carried out in February 2015. The learning outcomes of the training included:

- to increase supervisors knowledge on CSOs and their roles and responsibilities;
- to change supervisors behaviour and conduct towards CSO clients;
- to increase the number of CSOs in their area;
- To increase their knowledge and skills so they can better manage:
 - (a) breaches of CSOs (b) the delivery of CSOs (c) special needs of CSO clients.

Table 17 below shows that the training of supervisors in the Kenyan pilot area helped to increase the supervisors' knowledge and skills on a range of topics. For example, at the beginning of the project, 66% of the trained supervisors said that they had weak or very weak knowledge on the concept and background of CSOs. By the end of the training, 78% of the trained supervisors said that they now had excellent knowledge on the concept and background of CSOs. The feedback in Table 17 also shows that the trained supervisors increased their knowledge of their roles and responsibilities and they were more able to list the offences that are suitable for CSOs. At the beginning of the training supervisors had little understanding (56% weak or very weak) of the types of challenges that a supervisor typically faces when supervising

offenders. By the end of the training 76% of supervisors said that they could identify the challenges faced by CSO supervisors.

Knowledge and skills:	Before training (%)					End of training (%)				
	Very weak	Weak	Good	Very Good	Excellent	Very Weak	Weak	Good	Very Good	Excellent
To explain the concept and background of CSOs	38%	28%	24%	5%	5%	2%	2%	1%	17%	78%
Enumerate roles of CSO supervisors	35%	28%	28%	4%	5%	1%	1%	3%	20%	75%
List the type of offences that are considered for CSO placement	32%	30%	28%	5%	5%	1%	2%	2%	19%	78%
Name the challenges faced by CSO supervisors	28%	28%	29%	9%	6%	1%	0%	2%	21%	76%

*Table 17: End-of-training feedback from Kenyan Supervisors
(Source: Kenyan Probation Department)*

The end-of-training feedback in Table 17 suggests that the training of supervisors has increased supervisors capacity to better manage their CS placements. As established above, supervisors are in a unique position to ensure that offenders adhere to the terms their order. It is therefore plausible to suggest that in the Kenyan pilot region the training of supervisors has had a significant impact on the decrease in the number of CS breaches and the increase of CSOs completed. However, to verify the trainings contribution to this outcome, it is important the Probation and Aftercare Service carries out a 4-6 month follow-up survey for supervisors trained through this project.

Tanzania

In Tanzania the Probation and Community Services Department collected data on the breach and completion rates over an eight-month period - 1 January to 31 August 2014 – in the pilot region (Mbeya). The project activities have been implemented as scheduled and therefore for the milestone period, data has been collated over the same eight-month period – 1 January to 31 August 2015. Using the data that was provided in the baseline report and the data provided by the Tanzania Probation and Community Services Department, the evaluation team was able to use the same data collection and calculation protocol (Box 2) to calculate the CSO completion rate for both the baseline (1 January to 31 August 2014) and the milestone (1 January to 31 August 2015):

	Number of CSOs completed	Number of CSOs that were Breached	CSO completion rate
Jan-Aug 2014:	71	2	97%
Jan-Aug 2015:	158	7	96%
% Change:	+122%	-250%	-1%

*Table 18: CSO completion rate in Tanzania
(Tanzania Probation and Community Service Department)*

The milestone target at the mid-term stage for the CSO completion rate was an increase by 10% compared to the baseline. Table 18 above shows that the milestone target in Tanzania has not

been met: the CSO completion rate has decreased by 1% in 2015 compared to the baseline in 2014.

In Tanzania, this was an unrealistic target because the CSO completion rate in 2014 was already 97%, which allows very little room for improvement. A likely reason why the completion rate is so high compared to Kenya and Uganda, is because in Tanzania, while sometimes offenders are given CSOs directly from court, they often go to prison first and then a Probation Officer visits the prison and makes a list of those eligible for CS. In order for the offender to be eligible for CS, a friend or member of the family must be identified and agree to be a guarantor and they pay a monetary surety. If the offender absconds or fails to complete the order they would lose their surety. As a result of this guarantor system, very few offenders abscond, which helps to explain why in 2014 there was such a high completion rate of 97%. Table 18 indicates that in 2015 there has been a large increase in the number of CSOs for the Probation and Community Services Department (122% increase) compared to 2014. As a result, the capacity of the Probation Officers will have been stretched:

‘When you increase the number of community service cases and your resources stay the same, then you do not have the capacity to supervise the offenders so closely.’ (Interview with Assistant Director of Tanzania Probation Department, September 2015)

It is clear that when you increase the of CSOs, you need to also increase the capacity of the Probation Department to ensure that Probation Officers have the time and resources to handle the increased caseload. For future projects, as well as focusing on the increased use of CSOs, it will be important to also focus on developing the capacity of the Probation and Community Services Department, most notably the number of Probation Officers that are employed to supervise the cases. It is therefore recommended that the following indicators are used to track the probations systems capacity:

- average number of community service cases per probation officer;
- average number of hours Probation Officers/Volunteers spend per week on (a) sensitisation (e.g. time spent at court, police stations, prisons and on social enquiry) and (b) supervision (e.g. time spent visiting offenders at the home and at their placements after sentencing).

Uganda

For the baseline in Uganda, the researchers collated data on CSO completion rate over a seven-month period between 1 April 2015 and 30 October 2014. In Uganda there has been a delay in the implementation of project activities, so the volunteers were recruited in July and started work in August 2015 and the trainings were carried out in September and October 2015. To allow for the project activities to have an impact for the milestone data at the mid-term stage, PRI therefore decided to look at the number of CSOs over a five-month period: between 1 August 2015 and 31 December 2015. Table 19 below provides a comparison of the completion rates during the baseline period compared to the milestone period:

	Number of CSOs completed	Number of CSOs that were breached	CSO completion rate
Baseline (April-Oct 2014):	254	25	90%
Milestone (Aug-Dec 2015):	256	55	79%
% Change:			-11%

Table 19: CSO completion rate in Uganda (Uganda Community Service Department and Baseline Report)

The milestone target at the mid-term stage for the CSO completion rate was an increase by 10% compared to the baseline. Table 19 above shows that the milestone target in Uganda has not been met: the CSO completion rate decreased by 11% in 2015 compared to the baseline in 2014.

In Uganda, the CSDVs have a dual responsibility: to increase the number of orders by being present at court and to provide supervisory monitoring support to the placement supervisors and offenders. The CSDVs have helped to increase the capacity of the probation system and this is evident in the increase in the number of CSOs issued at court due to the presence of volunteers during sentencing. As was noted in the case of Tanzania, when number of CSOs increase, greater investment is needed in the monitoring capacity of the implementation team (e.g. number of CS officers that have a supervisory role). However, Table 19 shows that the number of CS breaches increased in 2015 compared to 2014. During the evaluation field visit, the Commissioner of the Community Service Department in Uganda noted:

‘The volunteers were recruited in June 2015, received training in July. When they first started they were very much focused on being present at court and increasing the number of orders. They were less focused on their supervisory and monitoring duties. Over time, they have put more emphasis on their supervisory duties.’ (Interview with Commissioner of the Community Service Department in Uganda, December 2015)

The monthly breakdown of the breaches in 2015 (see Table 20 below) corroborates the Commissioner’s observations: the number of breaches in August 2015 was 21 with a completion rate of only 42% and in December 2015 there were 8 breaches and a completion rate of 90%.

Month / Year	Number of CSOs completed	Number of CSOs that were breached	CSO completion rate	Percentage change compared to previous month
August 2015	36	21	42%	
September 2015	39	10	74%	+32%
October 2015	37	7	81%	+7%
November 2015	64	9	86%	+5
December 2015	80	8	90%	+4%
Total:	256	55	78%	

Table 20: CSO completion rate in Uganda, by month (Uganda CS Department)

Table 20 shows that August 2015 was a particularly poor month with a completion rate of only 42%. This has distorted the overall completion rate for the milestone period. The poor performance in August can perhaps be explained by a number of factors including the following:

- CSDVs were new to their job and put more emphasis on being present at court. They may have put forward unsuitable cases due to enthusiasm and inexperience.
- Most of the project activities, including the trainings, took place at the end of September and in October 2015. The project activities will have had little to no impact on the August-September figures.
- It was noted during the evaluation interviews that previously (e.g. the baseline period) the number of breaches was not always being accurately recorded. This issue was raised during the training of the CSDVs in July 2015. This may help to explain why the number of breaches were much higher during the milestone period: breaches were more accurately recorded during the milestone period than they were in the baseline.

It is encouraging that the number of breaches is trending downwards and the completion rate is trending upwards. Indeed, the completion rate has increased on a month-by-month basis. This suggests that there has been a sharp learning curve for the community service volunteers and

the effectiveness of the monitoring system as a whole. It will be very interesting to see in the final evaluation report if this improvement in the monthly completion rate continues over the coming months (e.g. January to April 2016).

It is worth noting that in the Ugandan pilot region, the Community Service Department did not hold a training session specifically for supervisors, due to capacity constraints. Instead, there was more focus on developing the capacity of the CSDVs. However, as noted in the case of Kenya above, placement supervisors have a unique role with regards to the supervision and monitoring of CS placements. Looking at the results of improved supervision of CSOs at the mid-term stage, it is interesting to observe that there has been an improvement in Kenya – a 15% increase compared to baseline; the situation has remained relatively stable in Tanzania – a 1% decrease; and a decline in the completion rate in Uganda – decrease of 11% compared to baseline. As noted above this could be due to the increased caseload and the sharp learning curve of volunteers. However, because of the key role they play in the supervision process, it is plausible to suggest that the decision not to train supervisors also had a negative impact on the completion rates at the mid-term stage.

At the same time it should be acknowledged that due to resource constraints of the project and the implementing agency, it is not always possible nor desirable to focus on improving all aspects of a system at the same time. Indeed, an incremental improvement approach to system change is often advisable and more sustainable in the long-term. This is an innovation project and the Ugandan Community Service Department deserves credit for taking a risk and developing an innovative volunteer programme that has already produced some encouraging results. Going forward the Community Service Department can build upon these results and focus on improving other aspects of the system (e.g. investing in the capacity of the supervisors and looking at how volunteers can support them in this role).

4.3 Outcome 3 – Positive stakeholder attitude towards CSOs in the pilot regions

While the mid-term evaluation did not look specifically at questions relating to public confidence in CS, stakeholders in all three countries made reference to its importance.

At the most basic level, courts may be unwilling to impose orders if individual victims or the community in general find the sentence unacceptable. One magistrate told us that in his area, theft offences were temporarily excluded from consideration for CSOs because stealing, particularly of food, was viewed so seriously by the public. He explained that a person given a CSO for theft of a chicken had almost been killed by a mob. Avoiding ‘mob justice’ requires a minimum recognition that CSOs are a legitimate response to certain offences. The evaluation team heard that in Uganda the imposition of compensation orders alongside a CSO could help to satisfy the victim’s desire for justice.

In all three countries, the evaluators were told that magistrates who imposed CSOs risked accusation of taking bribes. Negative attitudes to CSOs are not limited to the wider public. The evaluation team heard that some police officers thought that CSOs frustrate the fight against crime and that the magistrates do not appreciate their work if they impose the sentence on one of their cases. However, members of the community liaison branch of the police in Uganda said that they had become much more positive about CSOs as a result of involvement in training and the work of volunteers which had been enabled by the ExTRA project. Similarly a state attorney told us that he had changed his mind about the value of community service.

The evaluation team heard a number of suggestions about how the public can be better informed about CSOs. Media may have a role but radio programmes may not be listened to and reception can be poor in certain mountainous areas and newspapers may not be widely read.

Public meetings were felt to be a better means of communication alongside the use of ‘ambassadors’ to spread the word about CSOs. Magistrates noted that this gives them a space to have dialogue with the community that they do not otherwise have and leads to greater understanding. It is also worth noting that some project areas have a transient population and therefore continuous sensitisation is required.

It was also widely felt that CS work placements providing tangible benefits (such as pit latrines) would help to counter the perception that CSOs are not sufficiently punitive. In Tanzania, PRI was told about a project in which offenders sort through sewage. While such projects might be unpleasant for the offenders concerned, the public are unlikely to be aware of what is being done. More visible and constructive projects are likely to make more of an impression on local people.

5. Strengths and weaknesses of each system

One of the benefits of the involvement of three countries in the ExTRA project is the ability to compare the strengths and weaknesses of the systems in each. Experience of the project at this point suggests the following.

Base rates of CSO use

Compared to the other two countries involved, Kenya makes much more use of CSOs. In Kenya during the baseline period, an average of 233 orders were issued per month in the pilot area and 109 per month in the control area. In Uganda, the monthly average was 48 in the pilot areas and 11 in the control. In Tanzania the monthly average was 14 in the pilot area and nine in the control. This might suggest that increasing the numbers of orders has presented a substantially greater challenge in Kenya because the courts are already issuing CSOs to a larger proportion of eligible offenders and the capacity of the Probation Service may have been reached. The challenges for Kenya with a more established CSO system may be different in nature to that of the others, i.e. to ensure CSOs are appropriately used as alternatives to prison rather than simply increase the numbers.

Short CSOs

The data in chapter 5 shows that in Kenya, while the number of CSOs has declined, the reduction has mainly been in short one-day orders. The number of longer orders has increased and the use of imprisonment reduced, suggesting that CSOs have more frequently been used as an alternative to prison sentences as a result of the project activities. Data is not available on sentence lengths at the mid-term stage for the other two countries. In the baseline survey, 36% of CSOs were imposed in Kenya for seven days or less, a similar proportion to Uganda but very different to Tanzania where no CSOs were reported as lasting for less than a week. It will be important to see whether the trend in Kenya is replicated in Uganda and what if any change there has been in Tanzania. The widespread use of short orders is both a strength and a weakness. Short orders may enable petty offenders to avoid short spells in prison either on remand, as a sentence or more commonly in default of a fine. Yet many of the offences are very minor indeed and could arguably be dealt with by measures short of criminal sanctions.

Greater base awareness

The different scale and stage of development of CSOs could also mean that training might have less impact on magistrates in Kenya than elsewhere. A higher proportion of judicial officers in Kenya are likely to be aware of CSOs. Unlike in the other two countries, CSO is available as a sentence nationwide and the Probation Service operating it is substantially better staffed.

Because it is better established and benefits from stronger infrastructure, it may be that there are a higher proportion of magistrates who already know about CSOs and some at least will have formed a settled view of its value, either for or against. For those who are unenthusiastic, the impact of information may be minimal and new and additional ways of influencing them need to be developed. PRI were told during the mid-term evaluation that ‘some magistrates still have a negative attitude on the sentence’. This has implications for the kind of strategies needed to influence judicial officers – awareness and information may not be sufficient.

Decongestion schemes

The decongestion schemes which identify sentenced prisoners serving less than three years or with a balance of less than three years remaining is a strong feature of the Kenyan system in terms of reducing overcrowding. The evaluation team was shown a list of almost 200 women offenders in Meru prison, mostly committed in default of a fine. The majority of these, PRI was informed, would be likely to have their sentences converted to a CSO by the High Court but the assessment of so many individuals places substantial strain on the Probation Service.

In Tanzania, the fact that the vast majority of offenders made subject to CSOs have spent time in prison shows that the sentence is diverting people from prison. However, this does mean that many more people than is necessary experience the negative effects of imprisonment. The evaluation team was told too that prisons sometimes prefer to retain eligible offenders in order to provide labour on their farms. Some magistrates also felt that it was important for offenders to ‘feel the pinch’ of prison, so that they appreciate CS.

Making recommendations to courts

Despite the impressive increase in numbers on CSOs in Uganda’s pilot areas, the reliance on the police to provide information about offenders and make a recommendation to the court is a weakness. PRI were told that while police attitudes had improved, CSOs were by no means recommended in all of the cases which were eligible and suitable for the sentence. In many cases the forms were not fully completed. The involvement of volunteers in assessing offenders in the ExTRA pilot areas means that orders can be made without the form being completed but this is not a sustainable solution. The involvement of volunteers and paralegals in working at police stations and prisons to identifying potential CSO cases has also proved a successful feature which needs to be systematised in the longer term.

In Kenya and Tanzania reports are provided to the courts by probation or community service staff, although in Tanzania the functions are undertaken by local government officers in certain areas. It is worth noting that these officers are also tasked to complete roles outside of CS such as those linked to probation orders. There is likely to be a correlation between the amount of time that probation staff are able to spend solely on CS tasks (as opposed to other probation activities) and the number of CSOs issued as well as the numbers completed. In both countries there is enough work to do on a daily basis to warrant the employment of probation staff to focus fully on CS.

Ensuring compliance

On ensuring compliance, the development of Peer Support Persons in Uganda is a real strength. Suitable offenders who have successfully completed CSOs are invited to act as mentors to others serving the orders, offering counselling and advice and helping to ensure the sentence is properly served. They can be seen as a particular form of volunteer, whose use in the CS system appears to be growing. The actual Community Service Department Volunteers also appear to be invaluable to the efficiency of the system. They are currently filling various gaps within the system such as accurate information gathering, sensitisation and supervision. This

appears to be a preferable model for a developing CSO system, although a long-term vision should be to employ staff to complete these tasks.

The Tanzanian requirement for an offender to find a guarantor who is liable to forfeit a surety in the event of absconding is both a strength and weakness too. Compliance rates are consistently higher than in the other two jurisdictions although the risk-averse nature of the approach may have costs in excluding otherwise appropriate offenders who cannot find a surety. Clearly, where finance is an issue, the system favours those in higher socioeconomic groups and the poor are the most likely to spend time in prison.

Compliance results in Kenya and Tanzania also support the inclusion of specific training aimed at placement supervisors, as this group work with offenders on a day-to-day basis.

Placements

The Kenyan empowerment scheme is a promising initiative which the ExTRA project has enabled to expand. It is too early to tell whether the small grants made to successful CSO 'graduates' have succeeded in helping them to develop their livelihoods. In all three countries, there is scope to diversify the range and nature of placements and to introduce more rehabilitative elements alongside the reparative ones inherent in CSOs.

As a consequence of the ongoing work on CS between PRI and the Kenya Probation and Aftercare Service, a further project has been commissioned with the Thailand Institute for Justice, to look specifically into women in the CS System in Kenya. It is the first research of its kind and will help to inform gender sensitization for systems and placements across the region.

Governance

While the governance of CS in all three countries involves the judiciary through their chairing of national and local steering Committees, Kenya is the one country where the programme is managed by a judicial officer. The National CS Coordinator is a seconded magistrate who works in the Probation Department but has dual lines of accountability to the executive and the judiciary. Such a role provides a sustained conduit between the courts imposing the orders and the department implementing them and arguably allows for any problems to be identified early and developments to be taken forward on a basis of joint understanding and commitment.

The mid-term evaluation identified that while CS is organised at a national level, its practical administration depends heavily on locally based organisations, particularly local government. In Tanzania, local government officials play an important role in using their local knowledge to advise on the appropriateness of CSOs (and on the risks of reprisals or community hostility); and to provide or propose placement opportunities, supervising them on a day-to-day basis. Strong relationships between probation/community service staff on the one hand and local government on the other appear essential to successful CSO delivery. The evaluators were pleased to see strong partnership working in all three countries but each of the systems should look at ways of further enhancing this.

6. Case studies

Former offenders

School for Children with Learning Disabilities. Meru, Kenya

From left to right, the Head Mistress and CSO Offender Supervisor at a school in Meru stand alongside a former offender. The man on the right of the picture is called Nicolas and he can be seen as a CSO success story.



Nicholas served a CSO for one year at the school after being found guilty of theft of timber from a private forest to build a house for his family. Upon completion of the CSO, the Head Mistress felt that he had performed so well that she

offered Nicholas a full time job. Nicholas has not reoffended and is able to provide for his family.

Tree Nursery Project. Iganga, Uganda



Musisi is another example of how a good placement can result in the prevention of future offending. Musisi was given a two-month CSO, during which he worked three hours a day, five days a week, rather than receiving a 12-month custodial sentence. He had been found guilty of adulterating food, as he had produced dairy milk without the appropriate machinery, which resulted in a potential health hazard. He spent three days in prison while waiting to be sentenced before he was released when his friends paid a surety for him.

Musisi said that when he first started the CSO he 'felt like a nobody', but that the supervisor and the CSDV spent a lot of time with him and really helped him a lot. When he left after two months he 'felt strong' and is now very proud of what he learned during the CSO. Just before he left, the CSDV helped him apply to the National Agricultural Advisory Services (NAADS) for some initial funds to start his own tree nursery. NAADS agreed to provide 30,000 coffee seedlings and his

friends also gave him some eucalyptus seedlings.

Musisi was able to start a viable business and has been able to pay off many of his debts since finishing his CSO. He has even been able to buy the correct machine to produce saleable and safe dairy milk from the appropriate authority and has restarted a legal dairy producing business. When asked what he thought that his life would have been like if he had served a custodial sentence instead, he said that he would have suffered greatly inside the prison and that at his age he may have even died. He added that if he did leave the prison at the end, he would have had huge debts and no way of paying them back and did not know how he would have survived.

Community Service Department Volunteer

Health Centre II, Muyuge, Uganda.



Mwajuma Namathendhe is a CSDV and a recent graduate of a Social Work Degree. She has been volunteering in Muyuge five days a week since July 2015. Mwajuma works at the courts, police stations and prisons in order to sensitise people to the availability and benefits of CSO. She helps find relevant placements for those eligible by visiting them and their families and then also and monitors them during their order, to ensure they complete successfully.

Mwajuma explained one occasion when two women were arguing in court relating to a fight that they had previously had, which resulted in that court hearing. The magistrate threw them both out of court and said that if they could not behave, they would both be sent to prison. Mwajuma was able to take them both aside and convince them to have a reconciliatory meeting. Mwajuma counselled both parties and their families so that they calmed down and could understand their options. Mwajuma

asked everyone to leave except the two women and she explained about CS and its benefits to their situation. She noted that at first the two women were so angry they could not even look at each other in the face, but after lengthy discussions, they ended up hugging.

Both women were given a two week CSO and they served it together at the same Health Centre II (below).

It is highly likely that both women would have received a much longer custodial sentence had it not been for intervention of Mwajuma in her capacity as a CSDV.



Community Service Institution

Poultry Project, Meru Kenya

The project teaches offenders the skills required to keep chickens as a business and emphasises the importance of responsibility.

During a project visit, PRI's Project Coordinator encountered three students who had each been given a one-month custodial sentence for not wearing a safety belt in a car. However, their sentences were successfully commuted to one day of community service, which they were performing at this poultry project.

The project also had longer term offenders on community service and the picture to the right shows a woman who PRI was told had performed exceptionally well, shown remorse for her crime and who the team intended to put forward for the empowerment element of the ExTRA Project, so that she can start her own small poultry project and put the new skills to use.



*Local Chief
Chief's Office, Meru
Kenya*

The training involved in the ExTRA Project included a variety of stakeholders. One key stakeholder in Meru is the Local Chief – a position that may now hold less power than it has historically, but is still an important opinion leader in the region.

Before attending any community service awareness training, this

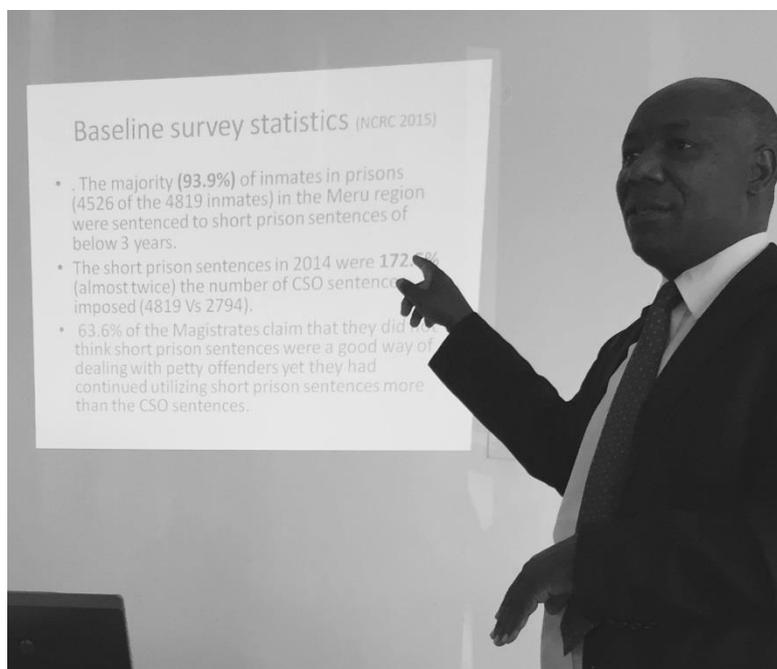
particular chief (second from left) was against the use of CSOs and called for harsh custodial sentences for offenders. Since attending the training, he has become a great advocate of CS and his team has supervised a number of offenders to help complete the building of new offices for the local government.

Magistrates

Comparison of two magistrates' performance in Nikubu, Kenya

A cornerstone activity of this project is training of magistrates. As well as equipping magistrates with knowledge and skills on CS, the trainings aimed to change magistrates' mind-set so they become more positive towards CSOs and therefore more likely to use them during sentencing. In Kenya, the evaluation team has worked with the Probation and Aftercare Service to pilot a new CS measurement tracker. Through the tracker PRI is able to disaggregate the training data by court/magistrate, which provides useful case study material.

Nikubu Station in Kenya has two courts and two magistrates. The first court has a magistrate who did not receive training through the project and the second court has a magistrate that did receive training. Table 21 below provides a comparison of their CSO performance by court.



	No. of CSOs		No. of Probation Orders		Number of Fines		Number imprisoned		CSO sentence rate	
	1*	2**	1	2	1	2	1	2	1	2
Court number:										
Before Magistrates Training (Jan-June 2015)	51	33	4	9	144	22	23	3	23%	49%
After Magistrates Training (July-December 2015)	37	127	27	14	132	26	7	3	18%	64%
Total:	88	160	31	53	276	99	30	6	21%	54%

*Court 1: Magistrate was not trained

**Court 2: Magistrate was trained

Table 21: Sentencing data for Nikubu Station in Kenya, disaggregated by court (Source: Kenya Probation and Aftercare Service)

Table 21 shows that in 2015, the magistrate who received training (Court 2) used community service more often (160 CSOs) compared to the magistrate who didn't receive training (88 CSOs). This is evidence that the Court 2 magistrate is more favourable towards CS, although it doesn't show the contribution/attribution of the training. The Court 2 magistrate attended the training in June and a comparison between the before and after training sentencing data provides evidence that the training did have a positive impact on her/his use of CSOs:

- The magistrate that did not receive the training (Court 1) – her/his use of CSOs in the period after the training (July to December 2015) is lower compared to the period before the training. It is lower in terms of absolute numbers – 51 compared to 37 – and in terms of the CSO sentence rate – a drop from 23% to 18%. This result is not unusual because the magistrate did not participate in the training. The Court 1 magistrate provides a useful

counterfactual⁶ for the trained magistrates, which enables us to attribute cause and effect between the intervention (training) and the outcome (increased number of CSOs).

- *The magistrate that did receive the training (Court 2)* – her/his use of CSOs in the period after the training (July to December 2015) increased dramatically compared to the period before the training. It increased in terms of absolute numbers – 33 increased to 127 – and in terms of the CSO sentence rate – an increase from 49% to 64%.

In this particular case, the data above provides significant evidence that the Court 2 magistrate increased their use of CS because they attended the training in June. Indeed in this particular case, outcomes did in fact materialise: the magistrate changed his/her sentencing decision-making in favour of CS.

7. Lessons learnt

The lessons arising from the mid-term evaluation fall into two main categories, those relating to the improving of the CS system and those linked to the management of the project.

7.1 Lessons for the Community Service System

Lesson 1 – Resources and capacity

There are clear limits to what Probation/CS departments are able to do to increase the effectiveness of CSOs, even with the additional capacity. Even in Kenya, the best resourced of the three departments, there were indications that probation cannot keep up with the pace of demand for suitability assessments. Innovative solutions have been developed – the use of volunteers and partnerships with other government bodies at the local level, some of which had been strengthened by the ExTRA activities. But the evaluation team were told that in Tanzania the Probation and Community Services Department have assessed that as a minimum, two probation staff are required per court station. That would mean 1,800 compared to the existing 107. While this seems wholly unrealistic as an immediate change, there is a strong case for looking at criminal justice spending in the round. In Kenya’s pilot area, two new prisons are being constructed and in Uganda a large prison building programme has been undertaken. Looking at the costs and benefits of investment in alternatives should be a requirement before such plans are finalised.

Lesson 2 – Making the system work

The mid-term evaluation has shown that despite resource constraints, innovations have been introduced to improve performance, notably using volunteers and developing partnerships with locally based agencies. These have shown that with sufficient energy and enthusiasm, the numbers of CSOs can be increased and supervision enhanced. What is needed is an entrepreneurial approach, knowledge about how and where to intervene in the system to produce positive outcomes, and good relationships with the various stakeholders in the system.

⁶ Counterfactual analysis enables evaluators to attribute cause and effect between interventions and outcomes. The ‘counterfactual’ measures what would have happened to beneficiaries in the absence of the intervention, and impact is estimated by comparing counterfactual outcomes to those observed under the intervention. In this particular case, the untrained magistrate acts as a counterfactual to the trained magistrates and provides an insight into what have happened if the court 2 magistrate did not receive training.

Lesson 3 – Need for more imaginative placements

Despite some good examples of CS placements (waste disposal in Uganda, work in health centres in Tanzania), too many involve cleaning and slashing. While the ExTRA project stakeholder events appear to have stimulated an increase in the range of agencies and institutions willing to offer placements, too many are unimaginative and produce too little satisfaction for the public and too little opportunity for rehabilitation, reparation or learning of new skills.

Lesson 4 –Performance management can change behaviour as much as persuasion.

The introduction of targets for individual magistrates to complete a set number of cases and, in Uganda at least, the incentives for the police to produce successful arrests (i.e. ones that lead to conviction) appear to have encouraged the use of CSOs. During the evaluation visits, a number of stakeholders remarked that where CS was seen to speed up the process to achieve a conviction, parties were more likely to engage in the process. Therefore, while there is evidence to suggest that training and awareness raising are achieving positive results, it is also worth noting that behaviour change may be open to influence by the way performance is measured and rewarded.

Lesson 5 – Measuring the effectiveness of community service programmes

Through this pilot project, PRI has learnt a lot about identifying the right indicators to measure the performance of a CS system. At the mid-term stage it has become clear that outcome indicators used in this project – number of CSO orders and CSO completion rate – are not the best indicators for tracking the results of CS projects.

For future projects, PRI will use the following basket of indicators:

- number of CSOs;
- CSO sentence rate
- CSO to imprisonment ratio;
- CSO completion rate
- average number of CS cases per probation officer;
- average number of hours Probation Officers/Volunteers spend per week on:
 - (a) Sensitisation (e.g. time spent at court, police stations, prisons and on social enquiry) and
 - (b) Supervision (e.g. time spent visiting offenders at their home and at their placements after sentencing).

Taken together, the above indicators provide a good range of information on how a community service programme is performing. To collect this data, PRI has worked with the Kenyan Probation and Aftercare Service to develop and pilot a Community Service Measurement Tracker (CSMT). This tracker spreadsheet has helped to ensure that the right data is collected to track the above indicators. In the coming months, PRI will work with the Tanzania Probation and Community Services Department and Ugandan Community Service Department to tailor the Community Service Measurement Tracker for their context and system.

Lesson 6 – Measuring impact

Measuring the impact of a community service project is both challenging and complex. The basket of indicators listed above will help Probation and Community Service Departments to make a strong argument to policy-makers about the relevance, effectiveness and wider benefits of CS. For example, the CSO to imprisonment ratio can show how CS is having an impact on the number of people that are imprisoned and is therefore freeing up resources for the Prison Administration and Government that can be spent elsewhere. This comparison may also help to

show the progress of CS as an alternative regardless of crime rate fluctuations. Through this mid-term evaluation PRI has captured a number of case studies which document the stories of the offenders who serve a CSO. To measure the impact on the ultimate beneficiaries (the offender), PRI will work with the Probation and Community Service Departments to develop a form to capture the voice and story of the offender at the end of their CSO sentence.

Lesson 7 – Including influential local leaders

In many areas and especially in the more rural regions, Local Chiefs or LC1 Chair Persons know every member of their community and have great power to drive opinions. As in the above case study example, a local chief can move from being a hurdle to the acceptance of CS as a valid alternative sentence, to becoming a great advocate for its use, after receiving the appropriate training.

7.2 Lessons for the Management of Community Service Projects

Lesson 8 – Signing MoUs

All three countries had issues with the length of time internal bureaucratic process took to gain relevant permissions and eventual signing of MoUs. Where there were queries or changes required, these needed to be passed up and down various governmental lines before being agreed. In future, a slightly longer period of time should be designated for these processes within the project plan.

Lesson 9 - Transfer of funds

The project was interrupted by a temporary freezing of funds while DfID's internal policies on the provision of funds to another country's government account was clarified. The resulting decision meant that PRI could no longer transfer funds to the Probation/Community Service Departmental accounts as planned. PRI spent a great deal of time looking into other options in order to transfer funds, e.g. to another trusted partner in each country, but it was resolved that the only viable method was for a PRI member of staff to travel to the project regions and provide funds in person. This also came at an additional cost and an additional budget was agreed with DfID to cover a number of trips to the project regions. While these trips provided the added value of PRI being present at a greater number of activities and participating at a deeper level in the project, this method also presented a greater level of personal risk to PRI staff, in terms of carrying large amounts of cash across borders and within the project countries.

In Uganda, facilitation costs are being provided to CSDVs and PSPs to cover basic travel costs. As per the new working arrangements, funds are being sent to them directly, rather than the government department. This has meant that a greater number of bank charges have been accrued as funds are being sent to individual CSDVs on a quarterly basis (this also causes an increased workload at head office). Further issues were experienced by CSDVs in rural areas where they had to travel distances in order to withdraw the cash from a bank that receives international transfers.

PRI has a strong and longstanding relationship with each of the Probation/Community Service Departments, so while the change did cause disruption to the project, PRI was able to work with DfID and each of the departments were flexible in their approaches to ensure that project objectives and outcomes were not affected.

Lesson 10 – The empowerment process

The Kenyan Probation and Aftercare Department noted the importance of staggering the resources provided to the offenders on the empowerment programmes, as this was a successful tactic in helping ensure that participants used the resources in the manner agreed. Those who did not perform to the required standard were deselected from the programme. In future, a greater focus will be put on vetting eligible offenders to a higher degree in order to further improve results. The Kenyan Probation and Aftercare Department also stated that they will also create a waiting list of eligible offenders in case participants are deselected.

Lesson 11 – Timing of magistrate training

Magistrates in all three countries are systematically moved to different locations after certain periods of time. In order to see the best results it is important to conduct training once the changes have taken place and magistrates have settled into their new roles. Flexibility is also required with dates, as the judicial authorities allow for a certain number of training days for magistrates per year and therefore it can be difficult to organise a full day of training.

Lesson 12 - Including other stakeholders

The trainings received positive feedback in all three countries and suggestions were made within the sessions for other stakeholders to be included in future trainings. In Tanzania, Court Clerks were actually able to be brought into the training due to savings made by the Probation and Community Services Department on other activities. Other positions such as Local Chiefs, LC1s, State Councils, Prosecutors and Lawyers were all suggested as groups that would benefit from training where they were not involved.

Lesson 13 – Mixed-Stakeholder groups

In Uganda, the CS Department found that mixing-up different stakeholders in one training session, provided valuable discussions that helped pave the way for a better understanding of CS issues and ideas on how to move forward together.

8. Recommendations

Kenya

Recommendations for Probation and Aftercare Service	
K1	Develop a simple monthly system to feed back to magistrates about the completion and breaches related to CSOs.
K2	Develop more innovative placements, where tangible results can be seen and offenders learn skills that will benefit them upon completion.
K3	Develop a system to regularly feedback to the community about the work offenders have completed. E.g. Hours worked on particular projects and highlight extraordinary events such as when offenders engaged in construction of flood mitigation infrastructure to aid with 'El Nino' related problems.
K4	Undertake a sample of exit interviews with CS offenders in order to better understand the offenders' experience of CSOs, gain qualitative data about the order, and identify ways of improving the system.
K5	Track progress of empowerment grants to assess the effect on reoffending rates.
K6	Look at developing stronger partnerships with local chiefs so they can assist in assessment and supervision.
K7	Consider how a system similar to the CSDVs and PSPs could improve community involvement.
K8	Consider a specific empowerment initiative to prevent offending and reoffending linked to alcohol-related crimes (offering alternative livelihoods to illicit brewers).
K9	Develop innovative initiatives for 'hard to reach stakeholders' – focus on magistrates with negative attitudes, such as breakfast briefings and exposure visits.
K10	Using the new CSO Measurement Tracker (CSOMT) developed by PRI, continue to collect data on a monthly basis until the end of the project.
K11	Use PRI's 4-6 month post training questionnaire to capture data from all trained participants. When the 4-6 month questionnaires are completed, the Department should use PRI's 4-6 month training analysis spreadsheet to process and analyse the training results.

Recommendations for researchers in Kenya	
K12	Assess satisfaction of placement institutions with work undertaken and calculate monetary value of benefits.
K13	Evaluate empowerment grants: <ul style="list-style-type: none"> i. did they prevent reoffending? ii. were resources sufficient and used appropriately? iii. recommendations for future empowerment activities.
K14	Calculate turnover of magistrates in pilot and control areas.
K15	Calculate the numbers reached by public education/sensitisation initiatives.
K16	Using the new CSO Measurement Tracker (CSOMT) developed by PRI, continue to collect data on a monthly basis until the end of the project.

K17	<p>Working with the Probation Department, process, analyse and compare the following data for (a) baseline: 1 January to 31 December 2014; (b) milestone: 1 January to 31 December 2015; (c) target: 1 January 2016 to 31 March 2016:</p> <ol style="list-style-type: none"> i. number of CSOs ii. number of people imprisoned* iii. number of probation orders iv. number of fines v. number of CSOs that were breached vi. number of CSO successfully completed <p>*Researches should ensure that the imprisonment data is collected from the court (sentencing) rather than from the prison. It is essential that the researches consistently use the same data collection protocol to collate the imprisonment data for the baseline, milestone and target data collection periods.</p>
K18	<p>Collate the following data for both 2014 and 2015:</p> <ol style="list-style-type: none"> i. crime rate and the number of criminal cases registered; ii. the number of people on remand; iii. disaggregate the 2015 CSO data by type of crime; iv. number of short sentences
K19	<p>Assess the effect of external project factors on the results, e.g.:</p> <ol style="list-style-type: none"> i. presidential initiatives (Secondary Alcohol and Public Health Act) ii. decongestion exercises iii. drought in project areas
K20	<p>Assess the effectiveness of the use of high-viz jackets</p> <ol style="list-style-type: none"> i. did this increase community awareness? ii. were there any negative consequences?

Tanzania

Recommendations for Department of Probation and Community Services	
T1	Develop more innovative placements, where tangible results can be seen and offenders learn skills that will benefit them upon completion.
T2	Develop a simple monthly system to feed back to magistrates about the completion and absconds related to CSOs.
T3	Undertake a sample of exit interviews with CS offenders, in order to better understand the offenders' experience of CSOs, gain qualitative data about the order and identify ways of improving the system.
T4	Ensure cost benefit of CSOs is shared with Decongestion Committee.
T5	Empower LC1s to stimulate more imaginative placements and gain support and ideas from the community.
T6	Use the large increase in CSOs as a means to request an increase in staffing capacity from the Ministry.
T7	Consider introducing a system similar to the CSDVs and PSPs to increase departmental capacity and improve community involvement.
T8	Explore the possibly of introducing a CS Coordinator Role within the Judiciary, similar to Kenya.
T9	Work with PRI to create a new CSO Measurement Tracker (CSOMT) in order to standardise collection of CSO related information.
T10	Use PRI's 4-6 month post training questionnaire to capture data from all trained participants. When the 4-6 month questionnaires are completed, the Department should use PRI's 4-6 month training analysis spreadsheet to process and analyse the training results

Recommendations for researchers in Tanzania	
T11	Assess satisfaction of placement institutions with work undertaken and calculate monetary value of benefits.
T12	Calculate turnover of magistrates in pilot and control areas.
T13	Calculate the how many community members were reached by public education/ sensitisation initiatives, such as media initiatives and open days.
T14	<p>Working with the Probation Department, process, analyse and compare the following data for (a) baseline: 1 January to 31 August 2014; (b) milestone: 1 January to 31 August 2015; (c) target: 1 September 2015 to 31 March 2016</p> <ol style="list-style-type: none"> i. number of CSOs ii. number of people imprisoned* iii. number of probation orders iv. number of fines v. number of CSOs that were breached vi. number of CSO successfully completed <p>*Researches should ensure that the imprisonment data is collected from the court (sentencing) rather than from the prison. It is essential that the researches consistently use the same data collection protocol to collate the imprisonment data for the baseline, milestone and target data collection periods.</p>

T15	<p>Collate the following data for both 2014 and 2015:</p> <ul style="list-style-type: none"> i. crime rate and the number of criminal cases registered; ii. the number of people on remand; iii. disaggregate the 2015 CSO data by type of crime; iv. identify the number of probation orders and fines for 2014. v. number of short sentences vi. record the number of CSO breaches
T16	Record number of short sentences in pilot and control regions.
T17	<p>Assess the effectiveness of the use of high-viz jackets:</p> <ul style="list-style-type: none"> i. did this increase community awareness? ii. were there any negative consequences?

Uganda

Recommendations for Community Services Department	
U1	Develop more innovative placements, where tangible results can be seen and offenders learn skills that will benefit them upon completion.
U2	Develop a simple monthly system to feedback to magistrates about the completion and absconds related to CSOs.
U3	Develop a specific training package for placement supervisors.
U4	Undertake a sample of exit interviews with CS offenders, in order to better understand the offenders' experience of CSOs, gain qualitative data about the order, and identify ways of improving the system.
U5	Encourage successful partnerships with probation service colleagues.
U6	Prepare paper on incorporating CS in Magistrates Court Act.
U7	Explore the possibly of introducing a CS Coordinator Role within the Judiciary similar to Kenya.
U8	Develop innovative initiatives for 'hard to reach stakeholders' – focus on Police with negative attitudes.
U9	Work with PRI to create a new CSO Measurement Tracker (CSOMT) in order to standardise collection of CSO related information.
U10	Use PRI's 4-6 month post training questionnaire to capture data from all trained participants. When the 4-6 month questionnaires are completed, the Department should use PRI's 4-6 month training analysis spreadsheet to process and analyse the training results.

Recommendations for researchers in Uganda	
U11	Assess satisfaction of placement institutions with work undertaken and calculate monetary value of benefits.
U12	Calculate turnover of magistrates in pilot and control areas.
U13	Calculate how many community members were reached by public education/ sensitisation initiatives, such as media initiatives and open days.
U14	Estimate percentage of cases where PF103 has been completed by the police.
U15	Assess the effect of the CSDVs and PSPs on the CSO system.
U16	<p>Working with the Community Service Department, process, analyse and compare the following data for (a) baseline: 1 April to 30 October 2014; (b) milestone: 1 August to 31 December 2015; (c) target: 1 January to 31 March 2016:</p> <ol style="list-style-type: none"> i. number of CSOs ii. number of people imprisoned* iii. number of probation orders iv. number of fines v. number of CSOs that were breached vi. number of CSO successfully completed <p>*Researches should ensure that the imprisonment data is collected from the court</p>

	(sentencing) rather than from the prison. It is essential that the researches consistently use the same data collection protocol to collate the imprisonment data for the baseline, milestone and target data collection periods.
U15	<p>Collate the following data for both 2014 and 2015:</p> <ul style="list-style-type: none"> i. crime rate and the number of criminal cases registered; ii. the number of people on remand; iii. disaggregate the 2015 CSO data by type of crime; iv. identify the number of probation orders and fines for 2014. v. number of short sentences vi. record the number of CSO breaches
U16	Record number of short sentences in pilot and control regions.
U17	<p>Assess the effectiveness of the use of high-viz jackets:</p> <ul style="list-style-type: none"> i. did this increase community awareness? ii. were there any negative consequences?

Annex 1 – Mid-term Evaluation Visit Plans

Kenya Mid-term Evaluation Visit Plan

Date	Time	Activity	Remarks
27/9/15	1pm	TEAM 1 Director/Deputy Director depart for MERU	
28/9/15 (TEAM ONE)	7am	depart to TIGANIA	
	9.00am -10am	Meet probation officers and gauge Progress	Receive progress report
	10am-1pm noon	Visit work sites	Meet Offenders and Supervisors
	1pm -2pm	Lunch	
	2pm-2.30pm	Meet magistrate	
	2.30pm-4.30pm	Visit work sites and empowerment beneficiaries	
	4.30pm-5pm	travel Back to Meru	
28/9/15 (Mon) (Team 2 and PRI)	1pm – 5PM	Team 2 and PRI Travel to MERU	
	6PM -7PM	Round table meeting for teams and PRI	This may be earlier or later depending on
29/9/15 (Tue)	8.00am -9.00am	Visit MERU RESIDENT Judge	Receive progress
	9.00am-10.00am	Visit Probation Office.	
	10am -10.30am	Visit MERU prison	
	10.30am-1pm	Visit CSO work sites	Meet
	1pm-2pm	Lunch	
	2pm	Team 1 (Director /Deputy Director travel for MARIMANTI)	
	2pm-4pm	Meet offenders and distribute empowerment requirements	At probation office
4pm to 5pm	Recap meeting	County directors office	
30/9/15 (Wed)	8.00am -8.30am	Meet magistrate in NKUBU	
	8.300am-9.00am	Meet probation officers	
	9.00am-11.00am	Visit CSO work site to meet supervisors	Meet supervisors
	11.00am-11.45am	Provide Empowerment Needs	At Probation Office
	12.30am-1.pm	Recap with probation officers	At probation
	1pm-1.30pm	Travel to Chuka officers	
	1.30pm-2.00pm	Meet Judge & Magistrate i/c CHUKA	Venue: Chuka
	2.00pm – 3pm	Late Lunch	
	3.00pm	PRI Team leaves for Nairobi	
	3.00pm-5.00pm	Meet offenders and Provide empowerment needs	Venue: Chuka office
30/9/15 (Team 1 at	8.00am -9am	Meet magistrate	
	9am-1pm noon	Visit work sites	
	1pm -2pm	Lunch	

MARIMANTI)	2pm-2.30pm	Meet probation officers	
	2.30pm-4.30pm	Meet offenders supervisors	
	4.30pm-5pm	Hold recap meeting with sub county PO	
1/10/15 (team2 at Chuka)	8.30am -12.30pm	Visit work sites and meet supervisors	Field visits
	12.30 pm-	Recap meeting with probation staff	
	1.30pm-2.30pm	Lunch	
	2.30pm-	Leave for Maua	
1/10/15 Team one	7.00am -9am	Leave for Githongo	
	10am-11am	Meet probation officers	
	1pm -2pm	Lunch	
	2pm-2.30pm	Meet magistrate	
	2.30pm-4.30pm	Meet offenders and issue empowerment requirements	
	4.30pm-5pm	Hold recap meeting with sub county PO	
2/9/15 (team 1)	8.00am	Team 1 leaves for Nairobi	
2/9/15 (team 2)	8.00am-9am	Meet MAUA magistrate	
	9.00am-10am	Meet probation officers	
	10am-1pm	Visit work sites	
	1pm -2pm	Lunch	
	2pm-2.30pm	Meet magistrate	
	2.30pm-4.30pm	Meet offenders and issue empowerment requirements	
	4.30pm-5pm	Hold recap meeting with sub county PO	
3/10/15	8.00am	Team 2 leaves for Nairobi)	

Tanzania Midterm Evaluation Visit Plan

DATE	PLACEMENT INSTITUTIONS VISITED	SUPERVISORS	NATURE OF WORKS PERFORMED BY OFFENDERS
01/10/2015	The Office of Probation and Community service - Mbeya	Christopher Eston	Environment conservation (Gardening and general cleanliness)
01/10/2015	Land Tribunal Court	Magistrate	Environmental conservation (Gardening and general cleanliness)
01/10/2015	Msagala Ward Office. Mwanjelwa	Ward Executive Officer	Environmental conservation- (planting trees and general cleanliness)

ROUNDTABLE MEETING WITH TANZANIAIAN STAKEHOLDERS

DATE	VENUE	PARTICIPANTS
02/10/2015	Peace of Mind Hotel	<ol style="list-style-type: none"> 1. The Director of Probation and Community Services Department (DPCS) 2. Assistant Director for DPCS 3. Regional Probation Officer 4. District Probation Officer 5. 3 PRI Officials 6. Resident Magistrate in-charge 7. Registrar of Zonal high Court 8. Public Prosecutor in-charge 9. Regional Prisons Officer 10. Regional Crime Officer 11. Representative from Mass Media

Uganda Mid-term Evaluation Visit Plan

District/date	No	Title	Name	Meeting place
Bududa / 7th-11-15	1	Magistrate	h/w Angura Fiona	Court
	2	State attorney	Akol Charles	Court
	3	O.C CID	Akera Henry	Cps Bududa
	4	CLO	Wekona David	CPS Bududa
		O.C police outpost	Tumwebaze Julius	Bukigai police post
	5	peer support person	Musene Augustine	Town council
	6	Volunteer	Katizi susan	Court
	7	Probation officer	Beatrice wakholi	District offices
	8	Community development officer	Nasaka Rebecca	District offices
Mbale / 7th-11-15	1	1 state prosecutor	Akite Miriam	DPP offices
	2	CLO	Tukei john Robert	CPS mbale
	3	CID officer	Mukwana Pasco	CPS Mbale
	4	1 placement with offender	Sakwa Antony (supervisor)	Dokho garbage management site
	5	prisons	Okware Christopher	Mbale main prison- Maluku
	6	1 Home visit	Oscar Wamwoya	Busimba village, bungokho-mutoto s/c
	7	1 Peer support person	Wandulu James	Wakhwaba Village, Nauyo Parish, Bungokho Mutoto Sub

				county
	8	Volunteer	Nabifo Immaculate	Court
	9	2 media persons	Nampala Moses Kakungulu Godfrey	New vision, Elgon fm
	10	o.c police outpost	IP Obore	Maluku police out post
Mayuge 8th-11-15	1	Magistrate	h/w kintu simon Z	Court
	2	1 placement with offender	Sadat Babalanda	Kityerera sub-county
	3	Probation officer	Kyebogola Juliet	District offices
	4	Community development officer	Victoria Kanafu	District offices
	5	prison	Tebigwayo Robert	Ikulwe prison
	6	volunteer	Namathendhe Mwajuma	Court
Iganga 8th-11-15	1	Magistrate	h/w Nvanungi sylvia	Court
	2	RSA	Ariong Josephine	DPP offices
	3	Rdc	Mr Wafula John	District administration block
	4	CLO-police	Nyegenya Steven	Cps- Iganga
	5	O.C CID	Nabush Prosy	Cps- Iganga
	6	1 placement center with offenders	Kawete health center Kaliro road	
	7	1 peer support person	Said Tezikoma	Bukaye village, kigulu north
	8	1 home visit	Peter Mukobeku	Nabidonga village
	9	volunteer	Nakasango salima	Court
	10	2 media persons	Mukisa Ibrahim-Rfm, krado-eye fm	RFM EYE fm
	11	Focus group discussion(o.c prison, o.c station police, RSA,1 media representatives, 1 magistrate)	o.c prison Arula Fredrick RSA-Arion Josephine Presenter eye fm-krado Magistrate-Nasozi Rehema	Court

			o.c station- babra kayendeke	
JINJA 9th- 11-15	1	Magistrate	Kabugo Caroline Byarutaga	Bugembe court
	2	State attorney	Were Alfred	Dpp
	3	Community Development officer	Kakaire	Bugembe town council
	4	1 placement institution with offenders	Balizinwire josephat	Bugema health center
	5	1 home visit	Mutonyi Florence	Wanyama village Bugembe town council
	6	volunteer	Mbabazi Esther	Court

Annex 2 – Media Responses to ExTRA Project

	Total	"14	2015												
		D	J	F	M	A	M	J	J	A	S	O	N	D	
		Kenya	Newspaper	2		1		1							
	Radio	11	1	1	2			7							
	Television	1						1							
	Other	1		1											

	Total	"14	2015												
		D	J	F	M	A	M	J	J	A	S	O	N	D	
		Tanzania	Newspaper	8			3	3		1			1		
	Radio	14		3	3	2		3		1	2				
	Television	9		2	2	2		1		1	1				
	Other (blogs)	2		1	1										

	Total	"14	2015												
		D	J	F	M	A	M	J	J	A	S	O	N	D	
		Uganda	Newspaper	0											1
	Radio	0											3	2	
	Television	0											1	1	
	Other	0													

Annex 1 – ExTRA Project Logical Framework

PROJECT NAME								
Excellence in Training on Rehabilitation in Africa (EXTRA)								
IMPACT	Impact Indicator 1		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)		
Reduction in the unnecessary use of imprisonment for convicted offenders-	Extent to which the target countries improve their community service order system (scale rating)	Planned	Not applicable	Ratings available in supplementary chart	Not applicable	Increase in one scale level compared to baseline in Kenya, Uganda and Tanzania		
		Achieved						
		Source PRI community service scale rating						
	Percentage of convicted offenders serving less than a one year sentence.	Planned			To be completed during the project baseline study	Reduction of 5% in target regions of each country	Reduction of 10% in target regions of each country	
			Achieved			<i>There is difficulty with obtaining this data at the current time. Measures are being put in place to ensure that data will be available during the final evaluation.</i>		
		Source Government data; Public records; Academic studies						
Long-Term Outcome	Outcome Indicator 1		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions	
Increased use of and compliance with CSOs in the pilot regions	a) Numbers of CSOs used in sentencing in target regions in each country b) Percentage of CSOs completed	Planned	a) Kenya: 1958 (2012); Uganda: 1040 (2012); Tanzania - 113 (July 2012-June 2013) b) Compliance rates vary across regions and countries	a) Number of CSOs Kenya: 2794 CSOs between 1 January 2014 and 31 December 2014 Tanzania: 124 CSO's between 1 January 2014 and 31 August 2014. Uganda: 335 CSO's between 1 April 2014 and 31 October 2014 (7 month period). Mean average of 47.9 CSO's per month. b) Percentage completed Kenya: 81.5% of CSO were successful completed between January 2012 and December 2014	a) Increase of 20% from baseline b) Increase of 10% from baseline	a) Increase of 40% from baseline b) Increase of 25% from baseline	Political stability in target countries; support and buy-in from target Governments for reform measures; absence of war/conflict; Stakeholders (magistrates, judiciary, supervisors, probation officers etc.) engage with the project. Community service legislation not amended.	

			<p><i>Tanzania: 97%</i> of CSOs were successfully completed between 1 January 2014 and 30 August 2014.</p> <p><i>Uganda: 90%</i> of CSOs were successfully completed 1 April 2014 and 31 October 2014</p>				
		Achieved		<p>a) Increase of 20% from baseline <i>Kenya:</i> 2,561 CSO's between 1 January and 31 December 2015. 8% decrease compared to baseline. Milestone not met</p> <p><i>Tanzania:</i> 218 CSO's between 1 January and 31 August 2015. 76% increase compared to baseline. Milestone exceeded</p> <p><i>Uganda:</i> 432 CSO's between 1 August and 31 December 2015 (5 month period). Mean average of 86.4 CSO's per month. 80% increase compared to baseline. Milestone exceeded</p> <p>b) Increase of 10% from baseline <i>Kenya:</i> 97% completion rate. A 15% increase from the baseline. Milestone exceeded</p> <p><i>Tanzania:</i> 96% of CSOs were successfully completed between 1 January 2015 and 30 August 2015. 1% decrease compared to baseline. Milestone not met.</p> <p><i>Uganda:</i> 79% of CSOs were successfully completed between 1 August and 30 November 2015. 11% decrease compared to baseline. Milestone not met.</p>			
			Source				
			Probation department statistics; PRI baseline / evaluation research reports				
Long-Term Outcome	Outcome Indicator 2		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions

Positive stakeholder attitudes towards CSOs in the pilot regions	Self-reported increase in positive attitudes of those in contact with system of CSOs including supervisors, probation officers, magistrates and others	Planned	Perceived negative attitudes as evidenced in PRI 2012 report	To be completed during the project baseline study	NA	Evaluation public perception survey complete. At least 60% of those surveyed indicating positive attitude towards CSOs	Community willing to engage with reforms; free press; media willing to engage with the issue
		Achieved					
		Source Stakeholder perception survey					
Long-Term Outcome	Outcome Indicator 3		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions
Former offenders are better able to secure employment	Number of former offenders' businesses still operating after 6 months.	Planned	0	0	0	40	Public don't take issue with the person's former offender status.
		Achieved					No fluctuations in the economy of specific industry
		Source Probation records/follow-up					
Intermediate Outcome	Outcome Indicator 1		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions
CSO implementers follow international human rights standards and procedures	Percentage of CSO officers trained that rate the extent to which they use human rights standards in their work 4-6 months after training.	Planned	Nil	0	70% of participants trained in year 1 indicate that they are using the knowledge and skills acquired during the training in their day to day work.	65% of participants trained in year 1 indicate that they are still using the knowledge and skills acquired during the training in their day to day work.	Participants respond to the follow up survey
		Achieved			All three countries will circulate the post-training survey in January 2016.		
		Source PRI 4-6 month follow-up training survey (Milestone) PRI 12-18 Month follow-up survey (Target); PRI training analysis tools					
Short-Term Outcome	Outcome Indicator 1		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions
Increased knowledge and awareness of Community Service Orders amongst judges and implementers	Levels of awareness, knowledge and skills on CSOs reported by trained CSO stakeholders	Planned	a) Limited knowledge or awareness b) Limited knowledge or specific skills to supervise offenders	Kenya: awaiting data Tanzania: 16% of all trained participants said they had medium knowledge and skills on CSO's at the beginning of the training Uganda: awaiting data.	At least 70% of participants indicate increased levels of knowledge and skills	a) At least 65% of participants indicate utilisation of knowledge 12 months post-training b) At least 65% of participants indicate increased ability to supervise offenders 12 months post-training	Sufficient CS placements available to allow awarding of orders. Sufficient human resources to allow efficient supervision of offenders.
		Achieved			Kenya: awaiting data. Tanzania: 85% of trained		

					magistrates said their knowledge and skills on CSO's was higher at the end compared to before training. Milestone met. 88% of trained probation officers, prosecutors, prison guards and social welfare officers said their knowledge and skills on CSOs was higher at the end compared to before. Milestone met. <i>Uganda: awaiting data.</i>		
			Source				
			PRI pre-training questionnaire; PRI end of training evaluation questionnaire; PRI training analysis tools				
Short-Term Outcome	Outcome Indicator 2		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions
Increased stakeholder awareness of Community Service Orders	Self-reported increased awareness of CSOs (scale rating)	Planned	Limited knowledge or awareness	0		At least 70% of participants from the perception survey indicate increased knowledge of CSOs	Media articles/radio/TV programmes were seen by stakeholders
		Achieved			N/A		
			Source				
			Stakeholder perception survey				
Short-Term Outcome	Outcome Indicator 3		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions
Increased offender skill base	a) Self-reported increase in knowledge from offenders b) Number of start-up businesses	Planned	a) 0 b) 0	a) 0 b) 0	a) At least 70% of participants questioned indicate increased skill base b) 0	a) At least 70% of participants indicate increased skill base b) 50	Offenders use resources for intended purposes
		Achieved			In 2016, PRI will circulate a survey to offenders who have participated in the Kenyan empowerment programme		
			Source				
			Exit survey and Probation records/follow-up				
Short-Term Outcome	Outcome Indicator 4		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions
Increased media coverage on CSOs in target countries	Number of CSO media stories published	Planned	Very little, if any, media visibility on CSOs		3 promotional activities - e.g. media articles / TV / radio appearances per country highlighting positive social benefit of CSOs in news outlets with above-average distribution reach	6 media articles / TV / radio appearances per country highlighting positive social benefit of CSOs in news outlets with above-average distribution reach	Free press; media engage with training programme and the issues
		Achieved			Kenya: Newspapers – 1 Radio – 11 TV – 1 Tanzania:		

					Newspapers – 8 Radio – 14 TV – 9 Other – Blogs – 2 Uganda: Newspapers – 1 Radio – 5 TV – 3			
			Source					
			Newspaper articles, media web sites, radio schedules					
OUTPUT 1	Output Indicator 1		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumptions	
Judges/magistrates and CSO implementers trained	a) Number of judges / magistrates trained b) Number of CSO implementers trained	Planned	a) 0 b) 0	a) 0 b) 0	a) Kenya: 21; Tanzania:100; Uganda: 80 b) Kenya: 210; Tanzania: 130; Uganda: 17	Equal to mid-project milestone	Stakeholders engage with training programmes	
		Achieved			a) Kenya 16 Tanzania 100 Uganda 30 b) Kenya <i>awaiting figures</i> Tanzania 160 Uganda – see a)			
		Source						RISK RATING
IMPACT WEIGHTING (%)			Workshop attendance records				Low	
INPUTS (HR)	DFID (FTEs)							
OUTPUT 2	Output Indicator 2		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumption	
Journalists receive training and support on CSO related issues	a)Number of journalists, radio/television presenters and bloggers that receive lobbying and advocacy training on CSOs b)Number of journalists, radio/television presenters and bloggers that receive information packs and training materials	Planned	Nil	Nil	a) Kenya 20 Tanzania 20 Uganda 20 b) Kenya 20 Tanzania 20 Uganda 20	Equal to mid-project milestone	Free press; media engage with training programme and the issues	
		Achieved			c) Kenya 20 Tanzania 24 Uganda 50 d) Kenya 20 Tanzania 24 Uganda 50			

IMPACT WEIGHTING (%)			Source				RISK RATING
			Media articles / TV stations / radio shows				Low
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)	
INPUTS (HR)	DFID (FTEs)						
OUTPUT 3	Output Indicator 3		Original Research (2012/13)	Project Baseline (Dec 2014)	Mid-Project Milestone (Aug 2015)	Target (End Activity Phase – March 2016)	Assumption
Vocational training and grant seed funding support provided to selected offenders	a) Number of offenders trained. b) Number of seed funding grants received by offenders	Planned	Nil	Nil	10 offenders have started the training	50 offenders complete training and receive seed funding resources in Kenya	Offenders engage in the scheme.
		Achieved			50 offenders received training and investment in October 2015		
IMPACT WEIGHTING (%)			Source				RISK RATING
			Evaluations; Follow-up questionnaires; Workshop attendance records, project resource records				Low
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)	DFID SHARE (%)	
INPUTS (HR)	DFID (FTEs)						