



Progressive Abolition of Violence against Children in Closed Institutions in Central Asia

Mid-term Evaluation



Illustration by Alan Marks

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1. Introduction

1.1 Project background

The World Report on Violence against Children (2006) notes that “violence against children cuts across boundaries of geography, race, class, religion and culture. It occurs in homes, schools and streets; in places of work and entertainment, and in care and detention centres. Perpetrators include parents, family members, teachers, caretakers, law enforcement authorities and other children. The consequences of violence can be devastating. Above all, it can result in early death. But even children who survive must cope with terrible physical and emotional scars. Indeed, violence places at risk not only their health, but also their ability to learn and grow into adults who can create sound families and communities.” (Pinheiro, 2006)

To respond to the issue of violence against children in closed institutions, in 2013 PRI developed a project application to the European Union, entitled: ‘Progressive abolition of violence against children in detention in Central Asia’. The three-year project was approved by the European Union and was launched in September 2013 and will be completed by September 2016. The project has a budget of 1.4 million euros spread over three years. The project's geographical scope covers three countries: Kazakhstan, Kyrgyzstan and Tajikistan. The overall project objective is: ‘to contribute to a substantial reduction in incidents of violence against children in all closed institutions in Kazakhstan, Kyrgyzstan and Tajikistan’.

For the purpose of this evaluation, the term ‘closed institution’ is used throughout the report to refer to all institutions that contain children that are not allowed to leave (e.g. children in conflict with the law that receive a sentence or court order). Closed institutions therefore include penal colonies for convicted children, special schools under the responsibility of the Ministry of Education, temporary isolation/pre-trial detention facilities; and centres for adaptation of minors. The rule of law and the protection of human rights should apply to all children equally, regardless of whether they are detained in a penal colony, special school or in the community. Children who are detained in prison or a special school should expect the same treatment, protection and standards before, during and after detention. Clause 26.1 of the UN Standard Minimum Rules for the Administration of Juvenile Justice (the ‘Beijing Rules’ requires that the purpose of detention should be ‘to provide care, protection... with a view to assisting them to assume socially constructive and productive roles in society’.

The project has two specific objectives (outcomes):

- The elimination of the use of solitary confinement in all places of detention of children; and
- The separation of children from adults and girls from boys at all times and in all places of detention

To achieve the project objectives, the following activities are being carried out: dialogue and advocacy for legislative and policy change, including roundtable events; capacity building and training; raising social awareness through a social media campaign; and pilot counselling schemes for children who have been subjected to violence.

PRI’s Central Asia Office has overall responsibility for managing and coordinating the project activities. The project activities are being implemented in-country through non-governmental partners. In Kazakhstan, the activities are being implemented through CREDO and in Kyrgyzstan through the Youth Human Rights Group. In the first year of the project in Tajikistan, the activities were implemented through the Child Rights Centre. PRI Central Asia had a difficult relationship with the Child Rights Centre and in 2015 (with the approval of the EU) it terminated its partnership agreement with the Child Rights Centre. PRI Central Asia is currently going through the process of

registering a PRI office in Tajikistan. In the meantime, PRI has employed project staff in Tajikistan to implement the project activities.

1.2 Country background and context

Kazakhstan

Political context

The Republic of Kazakhstan has a presidential form of government characterised by a monopoly of the executive branch and limited parliamentary power. On 26 April 2015, Nursultan Nazarbayev was reelected as president of Kazakhstan with 97.7 per cent of the vote and has ruled the country since the Soviet era. Since independence in 1991, progress in Kazakhstan in terms of democratisation, human rights and the rule of law have not matched its economic development. Kazakhstan is placed 161st of the 180 countries in the 2014 World Press Freedom index, which notes that media pluralism suffers from increasing repression by the regime. Kazakhstan's judiciary is also criticised for its protection of the interests of the regime, rather than those of individuals. Its weak performance in terms of rule of law is recognised by the Rule of Law Index – which placed Kazakhstan 71st of 99 states – and the World Bank's Worldwide Governance Indicators. Kazakhstan's widespread corruption ranks the country 126th of 175 states on the Corruption Perceptions Index (European Union, 2015).

Child-friendly justice

Children in conflict with the law are detained in a variety of different institutions in Kazakhstan. At the first stage of criminal proceedings, these include police isolators, 187 temporary detention facilities, as well as 18 pre-trial detention facilities. The total number of children held in these institutions is not known but in 2012, 1,152 children were convicted of criminal activity and there is a downward trend in the conviction of children (PRI, 2015: 11). There are also two detention centres for children who have been convicted of an offence – one for girls attached to a women's prison near Almaty which held six girls on the day of PRI's Voice of the Child survey in 2014 and one that held 99 boys. In addition there is a Special Boarding School in East Kazakhstan for children who have committed offences under the age of criminal responsibility, which had 19 boys on the day of the 2014 survey. The age of criminal responsibility in Kazakhstan is 16 years of age but for certain serious crimes it is 14 years old (PRI, 2015: 11).

Children are also detained in a number of state-run residential institutions, including eight Special Schools for children who have exhibited so-called 'deviant behaviour' and 18 centres for the rehabilitation of minors who lack appropriate family care and protection and where children may stay for up to 90 days (PRI, 2015: 11).

In Kazakhstan steps are being taken to create a child-friendly justice system. For example, they have provision for specialised police officers under the Ministry of Interior that should receive training on child-friendly approaches, including mediation and restorative justice. However, a juvenile judge noted that the specialised juvenile police has had zero impact because they are not trained in child-friendly approaches, it is seen as a demotion, and there is a high turnover rate (Interview by PRI with juvenile judge, 1 June 2015). There are also trained juvenile judges in Kazakhstan and a number of child courts. In the past few years there has been a concerted effort to introduce diversion mechanisms, which included the introduction in 2012 of a law on mediation and diversion for medium-gravity crimes. This is reflected in the declining number of children that are convicted. From 2010, an estimated 60% of medium gravity crimes committed by children did not go to trial because their cases were stopped (Interview with juvenile judge, 1 June 2015). However, once diverted from the criminal system, in the past very little rehabilitative, social and educational support has been provided to the children. Revised criminal legislation came into force in January

2015 which included provisions for setting up a probation service. PRI and UNICEF are currently piloting the creation of a probation service for children in the East Kazakhstan region.

Criminal legislation reform

In late 2011 there was a public announcement that the Presidential Administration, General Prosecutor's Office and the Penal Committee had started the process of drafting new criminal justice codes for Kazakhstan and revising the Criminal Code, Criminal Procedural Code and Criminal Executive Code. The process of drafting the new codes took place over a limited time period of two years: 2012-2013. The new codes were adopted by parliament and came into force in January 2015.

Kyrgyzstan

Political context

Kyrgyzstan (or the Kyrgyz Republic) became independent from the former USSR in 1991. Since then the country has faced significant governance challenges including entrenched corruption, political instability, conflict and economic problems. The first elected President, Akayev, was ousted from office following a public uprising in 2005. President Bakiyev then came to power promising to fight corruption and improve social and economic conditions in the country; but many of the reforms adopted during his term were seen as attempts to institutionalise his private ambitions to expand his family's grip on governance resources, and were used to further the political and economic interests of a narrow group of individuals. Corruption, cronyism and clientelistic practices contributed to the popular dissatisfaction that led to the overthrow of Bakiyev in 2010 (Shukubalieva; 2012).

Former Prime Minister Atambayev won the 2011 Presidential elections. But the newly elected government is constrained by very limited resources and governance challenges due to extensive corruption, infiltration of criminal groups, and political instability in the south. Violence between ethnic groups has escalated throughout Kyrgyzstan and the government has found it difficult to control areas that have deep ethnic divisions.

Child-friendly justice

There are a number of institutions where children in conflict with the law are detained in Kyrgyzstan, including: 46 temporary detention facilities; five pre-trial detention centres, one of which is for boys only; a detention centre for juvenile boys; and a detention unit for girls (PRI; 2015: 17). There is one Special School for boys who are under the age of criminal responsibility or who have repeatedly committed administrative offences. There are also two Centres for Crime Prevention amongst Minors under the Ministry of Interior. Children are also detained in a range of state-run residential institutions including boarding schools, a psychiatric hospital and homeless shelters. Kyrgyzstan is attempting to reduce the numbers of children placed in residential institutions through measures such as ensuring only courts have the power to place children in such institutions (PRI, 2015: 17).

Criminal legislation reform

In 2013, by decree of the President, three working groups were set up to reform the Criminal Code, Criminal Executive Code and Criminal Procedural Code. All three codes are being revised at the same time and the heads of the working groups meet on a regular basis to ensure consistency across the codes. The working groups are at an advanced stage of reform: the working group heads will present the latest draft to the President in late 2014 and the codes should be adopted by Parliament in 2015. Each code has been changed by more than 50% and will therefore be considered to be new legislation.

Tajikistan

Political context

A former Soviet republic, Tajikistan gained its independence in 1991, after the collapse of the USSR. The confrontation between former Soviet officials, nationalists, liberals and radical religious groups coupled with regional rivalries over resources led to a civil war that lasted from 1992 to 1997. In 1997, a peace agreement was signed between the government of Rahmon and the United Tajik Opposition. Experts say that the trauma associated with the violent civil war left the population more apathetic and less inclined to challenge the government (International Crisis Group; 2009). Tajikistan is the poorest and most underdeveloped of the former Soviet states; almost half the population lives on less than USD 2 per day and hunger is widespread. About a million Tajiks have emigrated, mostly to Kazakhstan and Russia, and an increasing number of young workers leave the country (Transparency International; 2013).

Concerns raised by national and international observers include: lack of judicial independence, allegations of torture, lack of independence of the Ombudsman and lack of transparency in the drafting of legislation (PRI; 2013). Torture is considered to be widespread, particularly in order to extract confessions, which are still permitted as evidence in court. There are a high number of deaths in custody and prison conditions are considered poor. Access to doctors, lawyers and family is limited.

Child-friendly justice

Closed institutions for children in Tajikistan include: a Temporary Isolation Facility; Special School; Special Vocational School; and a detention centre for boys and girls (attached to the Women's Prison in Nurek).

Criminal legislation reform

The first Tajik Criminal Code was adopted in 1998 and since then there have been 20 amendments to the code. By decree of the President, a working group was established in July 2009 to revise the Criminal Code. The working group has taken its time to amend the code and in December 2013 the working group submitted the first draft of the revised code to Government. The Open Society Foundation (OSF) supported the working group since its inception in 2009 until the beginning of 2014. OSF has provided technical, coordination and administrative support to the working group by organising regular retreats and meetings for the working group members. Through this project, throughout 2014 and 2015, PRI has also provided technical support to the working group. A second draft of the code was developed in September 2014 and the working group members anticipate that the revised Criminal Code will be finalised and adopted by Parliament in the autumn of 2015. When the code is adopted, working groups will be established to reform the Criminal Procedural Code and the Criminal Executive code to ensure there is consistency across the three Codes.

2. Evaluation Purpose and Methodology

2.1 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 casual 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.
2. Work with the PRI Central Asia team to reconstruct a theory of change for the project.
3. Analysis of project activities (eg. monitoring reports)
4. 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.
5. Analysis of additional documentation (eg. relevant reports produced by other agencies) and secondary data (eg. Government statistics) to verify the qualitative data collected in step 4.
6. Drafting a final report documenting the research process and key findings.

2.2 Data collection

To gather the information necessary to carry out this evaluation, the evaluators used the following data collection methods.

1. Analysis of project information generated by PRI, which included:
 - Project planning documents; and
 - Project annual report for 2014 submitted to the European Union.
2. The Advisor participated in the partners' co-ordination meeting, which was held in Bishkek on 5 June 2015. During this meeting the Adviser facilitated a participatory evaluation exercise, which asked partners to identify key achievements, PRI contributions and lessons learnt under each of the targeted outcomes.
3. Semi-structured interviews and focus group discussions with key informants from internal and external project stakeholders who were in a position to offer specific validation of evidence regarding the targeted outcomes. Key informants included representatives from the following stakeholders:

Kazakhstan

- Project Manager, European Union Delegation to Kazakhstan
- Director, CREDO, non-governmental organization (NGO), project partner
- Senior Expert, the Child Rights Protection Committee of the Ministry of Education and Science of Kazakhstan
- Majilis Deputy, Member of Parliament
- Director, Pravo, NGO

- Director, Special School for children and young people, Department of Education of Zhambyl oblast
- Judge, Juvenile Court
- Deputy Director, Special School in Almaty
- Director, Human Rights Monitoring Center, NGO
- Project Coordinator, The United Nations Children's Fund (UNICEF)
- Project Coordinator, CREDO, NGO, project partner

Kyrgyzstan

- Project Coordinator, Youth Human Rights Group (YHRG), project partner
- Lawyer, YHRG, project partner
- Director of Legal Reform, Open Society Foundation
- Director, Golos svobody, NGO, member of Kyrgyz Coalition against Torture
- Director, National Preventative Mechanism (NPM)
- Expert from complaint helpline 115, Child Rights Department, Ombudsman's Office
- Focus group discussion with three staff members of organizational and analytical department, NPM
- Focus group discussion with three university psychologists, pilot rehabilitation programme
- Director, Rehabilitation Centre for Children without Family Environment

Owing to time constraints, PRI's Evaluation and Organizational Learning Adviser did not travel to Tajikistan. Instead, PRI employed an independent evaluator, who interviewed the following stakeholders:

Tajikistan

- European Union Delegation to Tajikistan
- Specialists from the Unit for Human Rights, Ombudsman of Tajikistan
- United Nations Office of the High Commissioner for Human Rights
- UNICEF
- Head of Committee for Legislation and Human Rights, Parliament
- Director of the Center for Human Rights, NGO
- Juvenile inspectors
- PRI project staff (three members) based in Tajikistan

PRI's Evaluation and Organizational Learning Adviser interviewed the independent consultant after her field visit to Tajikistan to learn her views about how the project is progressing in Tajikistan. This evaluation report will try to present the findings from Tajikistan, however there is inevitably more focus on Kazakhstan and Kyrgyzstan. The independent evaluator has written a separate mid-term evaluation report (available on request) that is focused solely on Tajikistan, which should be read as a standalone document in conjunction with this report.

3. Theory of change

The current project design and logical framework (logframe) does not communicate the essence of the project. The log frame has two specific objectives (outcomes) – ban solitary confinement and separation of children from adults. However it became evident during the evaluation that the project is much broader than these two objectives. The evaluator has therefore reconstructed a theory of change (see figure 1) that better represents the current project aims and activities.

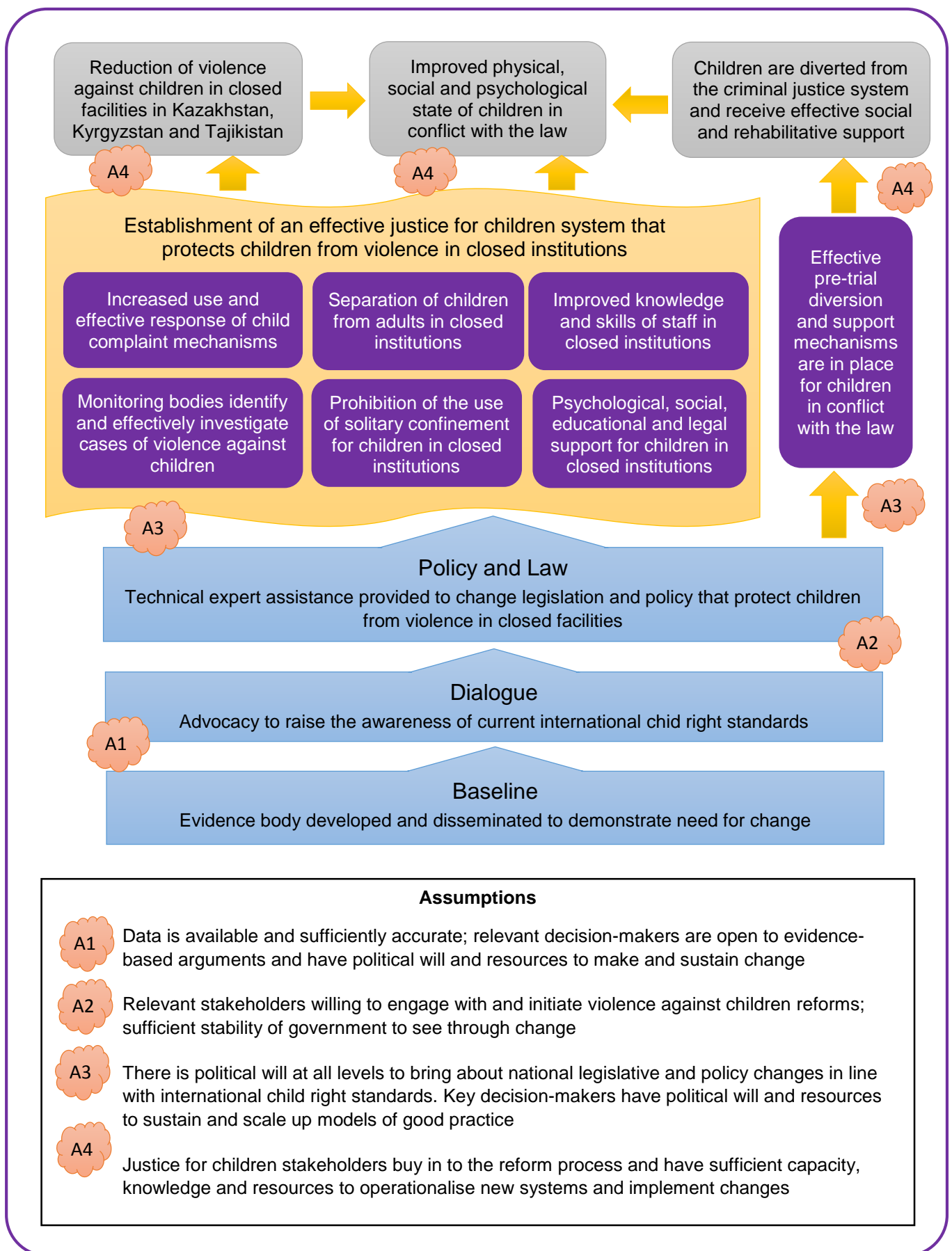


Figure 1: Prevention of Violence against Children in Central Asia Theory of Change

4. Results of the mid-term evaluation

4.1 Outcome 1 - Prohibition of the use of solitary confinement for children in closed institutions

The Istanbul Statement on the Use and Effects of Solitary Confinement defines solitary confinement as the physical isolation of individuals who are confined to their cells for 22 to 24 hours a day. Meaningful contact with other people is typically reduced to a minimum.¹ The use of solitary confinement as a practice is clearly prohibited for children deprived of their liberty in any institution. Rule 67 of the United Nations Rules for the Protection of Juveniles Deprived of their Liberty (the Havana Rules) specifically states that the use of solitary confinement as a disciplinary procedure can 'compromise the physical or mental health of the juvenile concerned' and therefore should be strictly prohibited. Moreover, Rule 45(2) of the newly updated Standard Minimum Rules for the Treatment of Prisoners (the Mandela Rules), states: 'the prohibition of the use of solitary confinement and similar measures in cases involving women and children, as referred to in other United Nations standards and norms in crime prevention and criminal justice, continues to apply'.

At the beginning of this project (September 2013) the Executive Criminal Codes of Kazakhstan, Kyrgyzstan and Tajikistan contained provisions that enabled the use of solitary confinement (termed as use of a 'disciplinary isolator') for up to seven days as a punishment for children. The Criminal Executive Codes of all three countries were in direct violation of Rule 67 of the Havana Rules because they allowed the use of solitary confinement for juvenile suspects and defendants. The monitoring visits for the Voice of the Child surveys in 2014 found that:

- In Kazakhstan, nine per cent (five boys in total) said they had experienced solitary confinement, all of whom were in the boys' correctional facility (PRI, 2015; 19). In closed institutions under the Ministry of Education, none had experienced solitary confinement (p22).
- In Kyrgyzstan, records were reviewed during the survey process at the pre-trial detention centre and these revealed that from September 2013 to July 2014, 80 children had been placed in the disciplinary isolator. When asked to elaborate further it seems the boys were placed in solitary confinement for minor issues such as complaining about food (p30). In closed institutions under the Ministry of Education, two staff members (out of 14 interviewed) said that solitary confinement was used as a disciplinary measure (p33).
- In Tajikistan, no children said they had been punished with solitary confinement (p38). However, the Special Rapporteur on Torture asserts that there are 'credible reports' of disciplinary isolation cells found in the Colony as well as the special schools (Special Rapporteur on torture Mission to Tajikistan, 28 January 2013).

The statistics above indicate that solitary confinement is used as a disciplinary measure for children in detention (pre-trial and post-trial) in both Kazakhstan and Kyrgyzstan. The research indicates that solitary confinement is not used in closed institutions under the Ministry of Education (e.g. Special Schools). Indeed, the evaluation interviews seems to validate this: 'there are no isolation rooms in closed institutions under the Ministry of Education in Kazakhstan, we removed them' (Interview with Ministry of Education, 1 June 2015).

¹ This is discussed in the interim report prepared by the Special Rapporteur of the Human Rights Council on torture and other cruel, inhuman or degrading treatment or punishment, Juan E. Méndez, A/66/268, August 2011.

During the project conception stage, prohibition of solitary confinement and separation of children from adults were identified as the main objectives of this project. Legislative reform, which included changes to the penal codes, has been undertaken in all three countries and this provided PRI and partners with an opportunity to advocate for key legislative changes that would reduce violence against children, including the prohibition of solitary confinement and the separation of children from adults. However it should also be noted that PRI's training activities can also contribute to the eradication of solitary confinement as a disciplinary measure. As the Youth Human Rights Group noted: 'solitary confinement is used by staff because they do not know the other options they can use; there is a lack of knowledge about alternative approaches'. (Interview, 3 June 2015). The trainings for staff in closed institutions (see outcome 3 of this report) in all three countries are focused on providing participants with a range of good practice tools and methodologies for working with children in closed institutions. Such approaches include alternative approaches for managing child behaviour (e.g. incentives). This is an effective strategy and will help to ensure that legislative changes are implemented in practice.

With regards to legislative change in Kazakhstan, PRI has been an active member of the Working Group on Reform of the Criminal Executive Code. As a member of the Working Group, PRI was active in advocating for an end to solitary confinement and provided extensive technical assistance to the Working Group to help draft new legislation. A revised Criminal Executive Code came into force on 1 January 2015 which sets out disciplinary measures that may be used in Article 154. These include: warning, reprimand, strong reprimand and placement in a cell for 'temporary isolation for 72 hours' (Project annual report to EU, 2014) which is a reduction from seven days to three days

In Kyrgyzstan, PRI and the YHRG have provided technical support to the Criminal Executive Code Working Group. Using match funding from the UK Department for International Development Conflict Pool project, in 2014 PRI employed Professor Sleptsov, a legal expert from Kazakhstan, to provide a legal analysis and expert support on the Criminal Executive Code. PRI organised for Professor Sleptsov to meet with the Working Group and to participate in the pre-session meetings, 19-23 May 2014, prior to the public hearings in June 2014. The aim of the public hearings was to evaluate the progress made on the codes to date. A member of the Criminal Executive Code Working Group noted:

The recommendations from international experts were extremely helpful. Professor Sleptsov from Kazakhstan provided the most valuable information. We really like him; he is a practitioner working on the codes in Kazakhstan. We are grateful to PRI for organising his visit. (Interview with legal expert, UNODC, 26 September 2014)

After the meetings, Professor Sleptsov wrote a nine-page legal analysis of the code, which included a number of recommendations. The Working Group used Professor Sleptsov's legal analysis to revise the draft of the Criminal Executive Code and his recommendations are included in the current draft of the code. With regards to solitary confinement, Professor Sleptsov's legal analysis notes:

With respect to juveniles, the draft CEC KR provides for removal of disciplinary isolator confinement for the period of up to seven days from the list of disciplinary measures. Juveniles shall only be placed in a temporary isolation facility and only for a period of up to 72 hours. Juveniles shall be allowed to leave the facility to attend classes.

Similar to Kazakhstan, in the latest draft of the Kyrgyz Executive Criminal Code (the Code is yet to be approved by Parliament), the limit for the use of solitary confinement for children has been reduced from seven days to 72 hours (three days). In both countries this clearly represents progress in that three days is better than seven days. However PRI is rightly advocating for the strict prohibition on the use of solitary confinement in the criminal codes. Policy makers in both countries

could argue that the use of temporary isolation cannot be defined as solitary confinement because the children are allowed to leave to use facilities and attend classes during the day. Indeed, in international law there is no clear definition of 'closed or solitary confinement' or a universally agreed upon definition of solitary confinement². However, the Istanbul Statement on the Use and Effects of Solitary Confinement defines solitary confinement as the physical isolation of individuals who are confined to their cells for 22 to 24 hours a day. The clause that 'juveniles shall be allowed to leave the facility to attend classes' is vague and it is still possible that under this provision children in detention could be placed in an isolation cell for up to 22-24 hours a day.

In the 2014 project annual report, PRI notes that in practice, a temporary isolator often means that children are kept in a room in the same wing and that all their other rights are not affected: the children continue to go to school and use the canteen facilities but live separately from other children. Under these conditions, it is clear that children are not being kept isolated for 22-24 hours a day and therefore it cannot be defined as solitary confinement. Indeed, 'time out' from actual or potential conflict could be a useful and constructive mechanism for deflecting tension. It is a technique employed by parents and teachers, and indeed by children themselves. However, it is unclear how such practices are being used in Kazakhstan and Kyrgyzstan and the fact remains that the wording of the provision in the Criminal Executive Code is vague and that if such incidents do occur (e.g. children are kept in a temporary isolator for 22 to 24 hours a day), they would not be violating the provision contained in the latest Criminal Executive Codes. In the next Voice of the Child report (PRI; 2015/16), it will be interesting to see how prevalent the use of solitary confinement is and whether the changes in legislation has had an impact on its use compared to the previous report. For future monitoring visits, PRI and partners should change the questionnaire to include a question that looks at the conditions of solitary confinement, i.e. do they still attend education classes and how much contact do they have with other people.

During the second half of this project, PRI should continue to advocate for the strict prohibition of the use of solitary confinement in both Kazakhstan and Kyrgyzstan and should ask the Working Groups to be more precise in the wording of the provision. Because the Criminal Executive Code is yet to be adopted, there may be more of an opportunity to do this in Kyrgyzstan than in Kazakhstan. During the evaluation interviews, a lawyer from the YHRG outlined their advocacy strategy:

We submitted our recommendations for changes to Criminal Executive Code and Criminal Procedure Code but our proposals were not included in the latest draft. There is an unspoken agreement between the international organisations that it is best to focus on introducing changes during the second reading. Between the first and second reading there will be an opportunity to include changes, i.e. prohibition of solitary confinement and separation of children from adults (Interview with Youth Human Rights Group, 3 June 2015)

However the Open Society Foundation believes that this is a mistake and that PRI should focus on introducing changes during the first reading:

During the second reading there is less opportunity to make changes. You can not change the logic after the first reading, you cannot make big changes. You need to focus on introducing the changes during the first reading. Waiting until the second reading is a mistake because it is more difficult to get changes (Interview, 3 June 2015).

Due to a lack understanding of local decision making structures and the policy environment, the evaluator is not in a position to assess the effectiveness of the YHRG advocacy strategy. However it

² This was true at the time this phase of the project was underway. However, the revised Standard Minimum Rules for the Treatment of Prisoners (the Mandela Rules) provided that solitary confinement (separation for more than 22 hours) must never be indefinite or even prolonged for more than fifteen days (Mandela Rules 43-44).

is important that PRI uses the partner coordination meetings to discuss and analyse the partners' advocacy strategies in more detail. PRI should also consider inviting members from international organisations to a session of their coordination meetings. This will provide a useful alternative perspective on important issues such as advocacy, training and communication strategies.

Article 144 of the current Tajik Criminal Executive Code (adopted August 2001) stipulates that children serving a sentence in an educational colony can be placed in 'disciplinary isolator for a period of up to seven days with release for period of study'. Similar to Kazakh and Kyrgyz legislation, this is a clear breach of Rule 67 of the Havana Rules. During his mission to Tajikistan in January 2013, the Special Rapporteur on Torture noted in his mission report that 'in the juvenile colony and in the basement of a special school for underage offenders run by the Mission of Education, children were reportedly kept in disciplinary isolations cells for up to 15 days as a disciplinary measure for breaking the establishment's rules' (Méndez / UN Human Rights Council, 2013: 14). In PRI's research, two employees of juvenile detention centres said that solitary confinement was used (PRI, 2015: 33). It is clear then that both legislation (Criminal Executive Code) and practice needs to be reformed with regards to the use of solitary confinement in child closed institutions in Tajikistan.

In Tajikistan a Working Group has been set up to reform the Criminal Code and as Professor Utkin (Russian expert employed by PRI to assist the Criminal Code Working Group) rightly notes: 'ultimately, the issue of separation of children from adults and solitary confinement should be addressed in comprehensive detail in the criminal-executive legislation of the Republic of Tajikistan' (Utkin, 2014: 14). Once the new Criminal Code is adopted, there are plans to reform the Criminal Executive Code to ensure that it is consistent and aligns with the provisions contained in the new Criminal Code. It is therefore important to ensure that the Criminal Code contains a separate section on juvenile justice that is aligned with international standards. Indeed, the latest draft of the Criminal Code contains a range of special provisions and an entire section (Section V) is dedicated to the criminal liability of children. There have been 13 amendments to the juvenile justice section of the Criminal Code and the Criminal Code Working Group would like to establish a separate juvenile justice system (Interview with member of Criminal Code Working Group, 22 September 2014). Indeed, one of the key informants noted that 'the best parts of the new Criminal Code are the juvenile sections' (Interview with International Bar Association, 23 September 2014).

Prohibition of solitary confinement is a provision that is relevant to the Criminal Executive Code and PRI will have to wait until a working group is set up to analyse and reform the Criminal Executive Code. Through this project PRI is currently lobbying the Government and Members of Parliament to make changes to the Criminal Executive Code in order to bring the articles related to child rights in closed institutions in line with international standards. PRI is therefore being proactive and preparing the ground for future advocacy work during the forthcoming Criminal Executive Code reform process. Indeed, the activities undertaken through the DFID Conflict Pool project (PRI provided technical assistance to the Criminal Code Working Group) has put PRI in a good position to be involved in the Criminal Executive Code reform process from the beginning.

4.2 Outcome 2: Separation of children from adults in detention

Children deprived of their liberty and placed in detention are at extreme risk of violence. In countries where there is no clear separation of children and adults in detention and police custody, children may be subjected to violence from adult detainees. International standards such as the UN Standard Minimum Rules for the Administration of Juvenile Justice (the Beijing Rules) are clear on the importance of keeping children separate from adults. National legislation in most countries

requires separate facilities for children in conflict with the law in order to prevent abuse and exploitation by adults. Yet in many countries detention with adults still occurs (Pinheiro, 2006: 199).

It should be noted that prison overcrowding is a real issue in Kazakhstan, Kyrgyzstan and Tajikistan. Prison administrations in these countries often do not have the space or the facilities to always keep children separate from adults in pre and post-trial detention. Policy makers often use the following argument: give us the money to build more prisons and we will keep children separate from adults. Even if criminal legislation is changed to clearly stipulate that children should be kept separate from adults, this will not happen in practice unless resources are allocated to make it happen. It is clear then that this issue goes beyond legislation changes and this should be reflected in the project strategy.

In the current **Kyrgyz** Criminal Executive Code, it specifies that juvenile suspects may be 'in exceptional cases with the written consent of the prosecutor contained in the same cells with adults'. PRI's violence against children factsheet³ notes that this 'is in direct violation of paragraph 134 of the UN Standard Minimum Rules for the Administration of Juvenile Justice (the Beijing Rules)'. PRI adds that 'the legislation also fails to give detailed guidelines on what constitutes exceptional cases' (2014). PRI also notes that the current Criminal Executive Code does not contain any provisions to provide special care and protection of juveniles while in custody or pre-trial detention. The 2014 Voice of the Child survey (PRI, 2015) found that in practice children are placed with adults whilst in police detention. The survey found that 62 per cent of boys were held alongside adults in police station cells. PRI is concerned that a lack of separation from adults puts children at risk and could expose them to violence from adult offenders. Indeed, PRI's survey found that only a quarter of children said that they felt safe whilst at a police station. PRI concludes that current legislation in Kyrgyzstan is therefore insensitive to the special needs of juveniles and does not provide provisions to protect children from adult offenders whilst in custody (PRI Factsheet, 2014).

During the monitoring visits for the Voice of the Child research in **Kazakhstan**, four girls (out of six girls interviewed) said that they were detained alongside adults, three of them were inside a police station cell and one whilst being transported to and from court (PRI, 2015: 17). Amongst the boys who participated in the survey in Kazakhstan, 62 per cent said they were held alongside adults at the police station. 54 per cent of children who participated in the survey said they had been held alongside adults (not including police detention). For 67 per cent of these children this contact with adults took place whilst they were in a temporary detention centre (p18).

According to the Voice of the Child report (PRI, 2015), 20 per cent of the children surveyed in **Tajikistan** stated that they were detained alongside adults whilst in police detention. Furthermore, 15 per cent of children from Tajikistan who participated in the study said that they had been held alongside adults whilst in detention (not including police detention). For 73 per cent of these children, this contact with adults took place whilst they were in a temporary detention centre. This is permitted under the law regarding 'the order and conditions of detention in custody' in exceptional cases. On the issue of separation of children from adults in all forms of detention, it is clear from PRI's research that Tajikistan's penal law and practice does not comply with international standards and is a direct violation of paragraph 134 of the Beijing Rules.

PRI has therefore included separation of children from adults as a key aim of this project. In Kazakhstan and Kyrgyzstan, PRI has lobbied the Criminal Executive Code Working Groups to include a new provision in the Criminal Executive Code that ensures children are kept separate from adults in all places of detention. In terms of progress against this objective, it is currently unclear

³ Through this project PRI published a factsheet, entitled: 'Analysis of legislation on prevention of violence against children in Central Asia'.

whether the new Kazakhstan Criminal Executive Code contains a provision that explicitly states that children should be kept separate from adults in all forms of detention. However during the evaluation interviews, a Kazakh Member of Parliament noted:

We now have legal provisions for the separation of children from adults. We strictly follow the Beijing Rules. In pre-trial detention the situation is okay, it is not a problem. PRI and UNICEF drew our attention to this issue. (Interview, 1 June 2015)

During a participatory evaluation exercise with PRI and partners, PRI and CREDO did not include the separation of children from adults as a key legislation/policy achievement for the project. The Youth Human Rights Group noted that they would like to change the latest draft of the Criminal Executive Code so that it clearly states that children should be kept separate from adults. The YHRG will lobby for this change during the second reading at parliament. For the second half of the project, PRI, CREDO and the YHRG should continue to advocate for the separation of children from adults in both Kazakhstan and Kyrgyzstan. The advocacy strategy should go beyond legislative and policy change and include lobbying for appropriate budget and staff resource allocation to ensure that it happens in practice.

In Tajikistan, the focus is very much on reforming the Criminal Code. Separation of children from adults is a provision that is more relevant to the Criminal Executive Code. However, Professor Utkin's legal analysis of the Criminal Code does comment on the prospects and implications of separating children from adults:

Juveniles, who earlier served imprisonment (in practice, their number is not high; also due to juveniles reaching full legal age), can be reasonably kept separately from other adult prisoners. This can be achieved by establishing separate juvenile correctional facilities or allocating specific sites in existing facilities. In practice, the difference in regimes of correctional facilities is not remarkably substantial. (Utkin, legal analysis, 2014: 14)

However, Utkin rightly notes that 'ultimately, this issue [separation of children from adults] should be addressed in a comprehensive detail in the criminal-executive legislation of the Republic of Tajikistan' (Utkin, 2014: 14). Once the Criminal Code is adopted and Working Groups are established to review the Criminal Executive Code (post-trial detention) and Criminal Procedure Code (pre-trial detention), PRI should provide technical assistance to the Working Groups and lobby for separation of children from adults. However it should be noted that policy makers in Tajikistan often copy the Kazakh and Russian criminal legislation. The criminal legislation reform process in Kazakhstan is extremely important because it sets a benchmark for the other CIS countries. For example, Kazakhstan has included various provisions for a probation service in its revised criminal legislation. During the legislation reform process in Kyrgyzstan, policy makers followed Kazakhstan and included provisions for a probation service and yet several policy makers have admitted they don't really understand the concept of probation (PRI evaluation interviews with various key Working Group members in Kyrgyzstan, September 2014). This helps to explain why the wording for solitary confinement in the Kyrgyz and Tajik Executive Codes is exactly the same as the Kazakh Criminal Code. Consequently, if PRI can influence the legislators to change the Criminal Executive and Criminal Procedural Codes in Kazakhstan, this will help pave the way for similar changes in both Kyrgyzstan and Tajikistan.

4.3 Outcome 3: Increased knowledge and skills of staff in closed facilities

Children in closed institutions across the world are frequently subjected to violence by staff, as a form of control or punishment, and often for minor infractions (Pinheiro, 2006: 196). The table below shows that a disturbingly high per centage of children in closed institutions under the Ministry of Education and detention facilities in Kazakhstan and Kyrgyzstan have either witnessed or experienced physical violence, psychological abuse or bullying from staff.

	Kazakhstan		Kyrgyzstan	
	Closed institution under the Min of Education	Detention facility	Closed institution under the Min of Education	Detention facility
Children said they have witnessed staff using physical violence against children	44%	33%	60%	75%
Children said they have witnessed staff bullying children	30%	23%	41%	62%
Children said they have experienced physical violence from staff	45%	37%	53%	50%
Children said they have experienced psychological abuse from staff	39%	20%	6%	62%

Table 1: Violence by staff in closed institutions and detention in Kazakhstan and Kyrgyzstan (PRI, 2015)

Given the documented levels of violence perpetrated by staff against children in institutions, staff who work in both closed institutions under the Ministry of Education and detention facilities should be carefully selected, undergo criminal record checks, receive appropriate training and necessary supervision, be fully qualified, and receive adequate wages. Research into violence within juvenile detention settings highlights the importance of staff behaviour, detention condition and policies. A limited repertoire of helpful responses by staff will lead to less compliance, resentment and even, in the cases of adolescents in particular, to conflict and violence (Howard League, 2006: 30). Overly punitive and constricting policies, poor detention conditions, and poor behaviour by staff can give rise to much of the conflict and violence within closed institutions. It is important therefore that staff are trained in child rights and non-violent disciplinary measures and PRI was right to prioritise it as a key activity for the violence against children project.

In **Kazakhstan** three trainings have been carried out so far under this project (see Table 2 below for details).

Training Details	Target group	Focus of training	Participant feedback
Psychology of non-violent upbringing of children and adolescents (12-13 June 2014, Almaty, Kazakhstan)	30 participants. 10 staff from closed institutions; 10 prison staff; 2 from education departments; 8 from regional NGOs.	To provide participants with a range of good practice tools and methodologies for working with children in closed institutions.	During end-of-training survey: <ul style="list-style-type: none"> - 70% said objectives were clear - 100% objectives achieved - 95% relevant topics - 58% raised new issues - 66% said there was a good discussion of issues - 54% identify recommendations - 20% changed their opinion on prison management and alternatives to imprisonment - 100% satisfied on how the training was organised

Prevention of suicidal behaviour amongst teenage children in closed institutions (8-9 September 2014, Karaganda, Kazakhstan)	Staff of closed institutions; representatives from educational departments.	To provide good practice tools and methodologies to help prevent teenage suicides in closed institutions.	None was provided for the evaluation.
Deviant behaviour among children and adolescents: individual and group counselling (3-5 March 2015, Almaty, Kazakhstan 2015)	25 participants. Principals from the closed institutions under the Ministry of Education	To provide principals with an opportunity to network and discuss together good practice methodologies for working with children in closed institutions.	During end-of-training survey: <ul style="list-style-type: none"> - 100% said objectives were clear - 100% objectives achieved - 100% relevant topics - 56% raised new issues - 72% said there was a good discussion of issues - 56% said the training helped them to identify recommendations - 36% changed their opinion on prison management and alternatives to imprisonment - 100% topics meet their needs - 100% satisfied on how the training was organised

Table 2: Trainings in Kazakhstan

The trainings were focused on staff of closed institutions with the aim of improving and updating their knowledge and skills so that they can provide better care to children. On a daily basis staff of closed institutions work with children from troubled backgrounds that have often been involved in criminal activities. Interviews with staff and Principals from closed institutions indicate that the staff do not always have the appropriate skills to manage sometimes very challenging behaviour and needs. The project aims to equip staff – the teachers and psychologists – that work with children in closed institutions with good practice tools and methodologies; for example, good practice techniques for managing child behaviour with an emphasis on incentives and encouragement rather than discipline:

When I was initially appointed as the Principal in 2011, the school had some major problems: children were breaking the furniture and the staff were not trained to deal with their behaviour. We have established some good discipline to deal with difficult boys. We used democratic policies (e.g. class president) and provide rewards for good behaviour (Interview with Director of Special School, Zhambyl oblast, 2 June 2015).

CREDO organised the three trainings and used their own evaluation form to receive participant feedback at the end of the training (see Table 2 above). Overall the feedback indicated that participants were satisfied with the design and delivery of the trainings. The feedback also indicated that the trainings raised new topics for the participants and provided an opportunity to discuss current issues. However for the training in June 2014 only 20% of participants said that they had changed their opinion on prison management and alternatives to imprisonment. This percentage was slightly higher for the March 2015 training – 36% said that they had changed their opinion. For future trainings it is recommended that CREDO uses PRI's standard end-of-training template to ensure that the right questions are asked.

In October 2014, PRI's Evaluation and Organisational Learning Adviser provided two training sessions (via skype) for the project partners on how to use PRI's monitoring and evaluation tools to assess the outcomes of training and advocacy. It is therefore slightly disappointing that CREDO did not use PRI's standard end-of-training template for the March 2015 training. However, CREDO may

have wanted to use their own form so that they can better compare the results of the March training to the trainings in 2014. For future trainings, CREDO should use the PRI templates that have been provided so that PRI can compare results across the countries and against other projects.

The Skype training in October 2014 also put an emphasis on training the partners on how to receive participant feedback 4-6 months after the training. Post-training feedback is particularly important for identifying the outcomes/changes of the training (e.g. what changes have the participants made in their day-to-day work since the training?). During the evaluation interview, CREDO noted that they are currently in the process of collecting post-training data from the participants for the March 2015 training. In the meantime, PRI and CREDO used the mid-term evaluation as an opportunity to receive post-training feedback through the evaluation interviews. The evaluator interviewed three participants that attended the training in March 2015: the Director of Special School in Zhambyl Oblast, Deputy Director of the Special School in Almaty and a lawyer at the Centre for Adaption of Minors. The training participants were interviewed separately and all of them said that the trainings were well organised and useful. The Director of the Special School in Zhambyl oblast attended the training in March and said that it was the first time that Directors had a chance to meet together to discuss important issues:

I liked the fact that we all got to know each other - we shared our experiences with each other. We discussed the issues at all of our institutions. There were also some lectures and expert inputs. The lecture from the St Petersburg psychologist was quite brilliant. (2 June 2015)

The Deputy Director of the Special School who also attended the training in March 2015, noted that the training content had been passed on to the teachers at her school through group discussions:

Since the training we have introduced group discussions with staff because we do have problems. Our teachers are trained as subject teachers. Through group discussions we passed on what we learned during the training. A teacher will identify a problem and discuss it as a group so we can find a solution together. (2 June 2015)

The lawyer, who teaches at the Centre for Adaption of Minors, also noted that since the training she had shared her training materials and newly acquired knowledge with her co-workers. Such comments are encouraging because it suggests that the trainings have had a multiplier effect: the trained participants return to the workplace and share the content and skills with co-workers. This is important because it helps to widen the impact of the training. In practice, the multiplier effects of training tends to get overlooked in the evaluation process. For future VAC trainings, PRI should seek to identify the multiplier effect during the 4-6 month post evaluation stage.

Being the Director of a closed institution is a tough and sometimes lonely job. PRI's workshop provided an opportunity for leaders to discuss their problems and to their share ideas on how a closed institution should be run. The Director of the Special School in Zhambyl Oblast noted that the Directors have kept in contact since the training and regularly communicate to discuss their latest issues. The Deputy Director of the Special School also suggested that the training has helped to create a network: 'the training participants have kept in contact with each other; we meet in person and share our opinions' (2 June 2015). This suggests that the training in March has helped to create a knowledge network (or community of practice), which can be defined as: 'groups of people who share a concern, a set of problems, or a passion about a topic, and who deepen their knowledge and expertise in this area by interacting on an on-going basis' (Wenger et al, 2002). A knowledge network can create a number of short-term and long-term outcomes for both the individual and the closed institution, including:

- creating an arena for problem solving; quick answers to questions; improved quality of decisions; coordination, standardisation and synergies across and within institutions (short-term outcomes for closed institutions);
- increased retention of staff; forum for benchmarking against other institutions; improved capability to develop new strategic options; improved ability to take advantage of emerging opportunities (long-term outcomes for closed institutions);
- help with challenges; access to expertise; more meaningful participation and improved sense of belonging (short-term outcomes for the individual Directors);
- forum for expanding skills and expertise; network for keeping abreast of their field of expertise; enhanced professional reputation; strong sense of professional identity (long-term outcomes for individual Directors).

Whether these outcomes actually materialise at the individual and institutional level depends on a number of factors including: whether the network is formalised (e.g. given a budget and terms of reference and a place to meet); members taking a leadership role (e.g. organising meetings); continued motivation and participation of members. It is clear that the seeds of a network have been sown. It is now up to PRI and CREDO to nurture this seed and provide the necessary support and resources for the network to flourish. To ensure these outcomes materialise, network building activities (e.g. budget, training on sustaining a knowledge network for the members, support writing a terms of reference, organising meeting space) could be incorporated into the future activity plan for the Violence against Children project.

In **Kyrgyzstan** three trainings in total have been carried out so far under this project but only one has focused on the staff of closed institutions (see table 3 below for details of this training).

Training Details	Target group	Focus of training	Participant feedback
Training on preventing violent attitudes towards children (19-21 June 2014, Bishkek, Kyrgyzstan)	32 participants. Staff from closed institutions and detention facilities; Ministry of Social Development; Ministry of Education and Science; Office of the Ombudsman; national Centre for Torture Prevention; civil society	To provide participants with a range of good practice tools and methodologies for working with children in closed institutions and prisons. The training had an emphasis on psychology.	During end-of-training survey: <ul style="list-style-type: none"> - 90% said objectives were clear - 79% objectives achieved - 84% discussions covered main issues - 81% rated the training programme, presentations and handouts as excellent - 50% rated group discussions and opportunities to acquire new knowledge from colleagues as excellent and 34% good.

Table 3: Trainings for staff of closed institutions in Kyrgyzstan

The training in June 2014 was focused on developing the knowledge and skills of staff in closed institutions and prisons. The end-of-training feedback (see Table 3 above) indicates that the participants were satisfied with the training objectives, topics, presentations, handouts and delivery. It is not possible to assess the outcomes and wider impact of the training because the YHRG did not obtain post-training feedback and the evaluator did not have the opportunity to meet any of the participants that attended the June 2014 training. The other two trainings were focused on developing the capacity of monitoring bodies and therefore the training results will be assessed in the next section: outcome 4 on monitoring bodies. The HRG deserves credit for using PRI's end-of-training questionnaire and analysis spreadsheet tool for the March 2015 training. Using the training analysis tools helped to improve the quality of the data collection (they asked the right questions) and the analysis, which helped to ensure that lessons were identified, communicated and internalised.

In **Tajikistan**, two trainings focused on closed institution staff have been carried out so far under this project (see Table 4 below for details).

Training Details	Target group	Focus of training	Participant feedback
Psychology of non-violent upbringing of children and adolescents (16-17 June 2014, Tajikistan)	31 participants. Staff from closed institutions; Ministry of Internal Affairs; Prison Committee; NGO and university representatives	To provide participants with a range of good practice tools and methodologies for working with children in closed institutions and prisons. The training had an emphasis on psychology.	80% of trained participants completed the end-of-training questionnaire. 85% provided positive feedback.
Prevention of violence against child (May 2015, Tajikistan)	About 20 participants	To provide participants with a range of good practice tools and methodologies for working with children in closed institutions and prisons	End-of-training questionnaires were not handed out at the end of training. Only 4 attendees were given a chance to evaluate the training and they found it quite good.

Table 4: Trainings in Tajikistan

As the above table indicates, limited information has been made available on the two trainings carried out in Tajikistan. With such little information, it is not possible to assess the quality and outcomes of the trainings. It is disappointing to learn (source: independent consultant who conducted the evaluation in Tajikistan) that the PRI project staff in Tajikistan did not circulate an evaluation questionnaire at the end of the training in May 2015. In October 2014 the Tajik project staff received two training sessions from PRI's Evaluation and Learning Adviser on how to monitor and evaluate training activities. PRI project staff in Tajikistan should really have done an end-of-training evaluation: the participants were present and the PRI staff had the tools (translated into Russian) and were trained on how to use them.

Overall it is clear that the trainings so far have been well designed and delivered to a high standard. Feedback from participants indicate that the participants have been satisfied with the quality of the training and feel that the training has helped to improve their knowledge and skills. The lack of feedback from participants at the 4-6 month post-training stage makes it difficult to assess the broader impact of the training. However the evaluation interviews with Directors of closed institutions in Kazakhstan do seem to indicate that the Directors are sharing their learning with staff to solve day-to-day work problems so that they can provide better care to children in their institutions. Moreover, it seems that the Directors are continuing to communicate with each other and that there is an opportunity to establish a knowledge network amongst the Directors.

4.4 Outcome 4: Monitoring bodies identify and effectively investigate cases of violence against children

Introduction

All child facilities should be independently inspected and monitored by qualified bodies with full access to facilities and freedom to interview children and staff in private. These bodies should have the capacity to monitor conditions and investigate any allegations of violence in a timely manner (Pinheiro, 2006: 212). A holistic monitoring system should include both investigation of complaints of violence and preventive monitoring.

The United Nations Secretary General (UNSG) Study on Violence against Children (2006) found that most violence against children is not investigated or reported, so there is an impunity for perpetrators. In some cases, children do not report because they fear the consequences: both possible reprisals from perpetrators, but also insensitive interventions and processes that cause them further harm. The UNSG study noted that governments need to develop child-sensitive procedures for investigating cases of violence, which avoid subjecting the victim to multiple interviews and examinations.

Monitoring by ombudspersons and national preventive mechanisms

In Kazakhstan, Kyrgyzstan and Tajikistan, the Ombudsman’s Office is the main body responsible for investigating complaints of violence. In all three countries, the Ombudsman’s Office is an official project partner and PRI and partners have worked closely with them. For example, in Kazakhstan and Tajikistan the Ombudsman Office has helped PRI and partners to get access to prisons and closed institutions. In Kyrgyzstan, PRI has worked closely with the Ombudsman to set up a child helpline. Staff of the Ombudsman have also attended various training activities and have participated in the annual project coordination meeting for partners.

The UNSG study also notes that all violence against children is preventable and that governments are under obligation to do all they can to prevent violence before it occurs. This demands careful attention to the risk factors for violence and requires long-term government investigation and planning. The Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT) requires that states create a National Preventive Mechanism (NPM) to carry out visits to places of detention, to monitor the treatment of conditions for detainees, and to make recommendations regarding the prevention of ill-treatment.

In 2014 an NPM was created in both Kazakhstan and Kyrgyzstan. The Kazakh NPM carried out its first monitoring visit in March 2014; NPM monitors visited 277 facilities, including 72 prisons in 2014. Criminal charges were filed against staff in three institutions for torture or ill-treatment. The Kyrgyz NPM also carried out its first monitoring visit in March 2014 and in its first year of operation more than 150 complaints were sent to the General Prosecutor’s Office, which included 3 complaints involving children (Interview with NPM staff member, 4 June 2015). Both NPMs have a wide mandate that covers all closed institutions, prisons, pre-trial detention facilities, police cells, distribution centers, social and psychiatric institutions. Through other projects, PRI has done a lot of work to help create the NPM in both countries. For the project, NPM members have attended trainings in both Kazakhstan and Kyrgyzstan (see Table 5 below for the NPM training in Kyrgyzstan).

Training Details	Target group	Focus of training	Participant feedback
Training for National Preventative Mechanism on child rights (10-12 March 2015, Bishkek, Kyrgyzstan)	17 participants. Staff from Kyrgyz Republic National Preventative Mechanism	Focus on international standards and monitoring of child rights. Expert input from Helsinki Committee from Poland.	During end-of-training survey: - 100% said objectives were clear - 85% objectives achieved - See table 6 below for knowledge and skills - Useful training topics. Techniques for collecting monitoring data (94%); concept of monitoring (63%); international standards for rights of the child (56%) - 94% changed their opinion on monitoring of detention for children - 94% planning to change their practice as a result of training

			<ul style="list-style-type: none"> - 100% training resources were useful - 100% satisfied with training delivery
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Table 5: Training for NPM staff in Kyrgyzstan

The training topics included international standards on child rights, how to separate children and adults, and introduction to psychology and ethics. The YHRG used PRI’s training monitoring and evaluation tools to obtain feedback from participants and to analyse the results. Table 6 below shows that the training helped to increase the participants’ knowledge and skills on a range of topics. For example, at the beginning of the training, only 13% of NPM staff members said that they had a very good understanding of international standards and at the end of training this figure increased to 75% (62% increase). Similarly, at the beginning of the training none of the participants said that they had excellent skills for developing monitoring concepts and by the end-of-training 46% said rated their skills as excellent. Although these evaluations are self-reported increases in knowledge and skills (e.g. no tests), it is still very encouraging and indicates that the participants understood and engaged with the training curriculum.

Knowledge and skills:	Before training (%)					End of training (%)				
	Very weak	Weak	Good	Very Good	Excellent	Very Weak	Weak	Good	Very Good	Excellent
Understanding of int. standards	6%	25%	56%	13%	0%	0%	0%	13%	75%	13%
Understanding of monitoring	0%	6%	19%	56%	19%	0%	0%	0%	31%	69%
Developing monitoring concepts	13%	6%	44%	38%	0%	0%	0%	0%	56%	46%
Toolkit development skills	0%	13%	31%	50%	6%	0%	0%	0%	60%	46

Table 6: Knowledge and skills, training for NPM staff in Kyrgyzstan (10-12 March 2015)

It is important that PRI follows up on this training and conducts a 4-6 month post training evaluation to analyse what changes the participants have made in their day-to-day work. Have they for example used the monitoring toolkits to help improve their monitoring visits? Has the training enabled them to create standards, guideline and policies? The evaluator interviewed the Director of the Kyrgyz NPM who attended the training. He was very pleased with the training:

Between March 2014 and May 2015 I attended nine external trainings. Of those nine trainings, only three were useful and this included the training on child rights by the YHRG. Before the training I thought that I was a specialist on child monitoring, I now realise that there is a lot of knowledge to acquire to be a good specialist. Since the training we have adapted our monitoring methodology to incorporate what we learnt. (Interview, 3 June 2015)

Monitoring by project partners

One of the key activities of the project is the monitoring visits to closed institutions and detention centres, which included administering the questionnaire to gather data for the annual Voice of the Child Report. The objectives of the questionnaire is to estimate the prevalence of violence against children in closed institutions, to determine settings where it is most common, and to consider whether the risk is greater for some children than for others (e.g. girls or boys). The monitoring process to collect the data for the Voice of the Child Report itself has a multi-functional role that contributes to several different outcomes, including:

- increased access to closed institutions under the Ministry of Education, penal colonies and police cells for NGO bodies, including PRI and the project partners;
- improved preventative monitoring of closed institutions under the Ministry of Education, prisons and police cells;
- improved data collection and information on violence against children in closed institutions under the Ministry of Education, prisons and police cells. More transparent data also helps to break the silence and taboos that currently exist on the issue of violence against children;
- increased awareness and political will of justice stakeholders to address violence against children. The report can be used as an advocacy tool.

The monitoring process and the Voice of the Child report can therefore be considered as cornerstone activities of the project. The report will be published annually in 2014, 2015 and 2016. For the first report, data was gathered during Spring and Summer 2014 by way of one-to-one interviews with children using a questionnaire. Table 7 below shows the total number of children that were interviewed in each country.

Country	Number of children interviewed in state-run residential institutions	Number of children interviewed in closed institutions, incl. detention	Total Number of children interview
Kazakhstan	43	112	155
Kyrgyzstan	17	25	42
Tajikistan	4	73	77
Total	64	210	274

Table 7: Number of children who participated in the Voice of the Child survey

The data in Table 7 shows that CREDO conducted more monitoring visits and interviewed more children in Kazakhstan than their partners in Kyrgyzstan and Tajikistan. Interviews with CREDO and the Directors of closed institutions in Kazakhstan suggest that the 2014 monitoring visits were a relatively smooth process. In collaboration with the Ombudsman Office, PRI and CREDO had good access to both closed institutions (e.g. Special Schools) and detention facilities. The Director of the Special School in Zhambyl oblast was satisfied with the monitoring visit:

When she [the monitor] came she looked at the conditions and familiarised herself with the school. She had a questionnaire and carried out interviews with the children. She left us with a very good impression, we were not worried about her second visit. I was grateful that it was all done properly. (Interview, 2 June 2015)

In Kyrgyzstan, the 2014 monitoring visits were much more problematic. The Ombudsman was changed in 2014 and his relationship with NGOs was more distant compared to the previous Ombudsman. The YHRG struggled to get access to closed institutions and detention facilities through the Ombudsman. Instead the YHRG worked closely with the NPM to get access to child institutions. However, 2014 was the NPM's first year of operation and several institutions were reluctant to recognise the NPM mandate:

In 2014 some of the institutions refused us access. They didn't understand our mandate, they thought we were an NGO. We complained to the General Prosecutor and two criminal cases have been initiated. (Interview with NPM staff, 2 June 2015)

As a result, in collaboration with the NPM, in 2015 the YHRG has had much better access to child institutions: between April and June 2015 the YHRG has visited 27 institutions. To put this figure in context, in 2014 only 6 monitoring visits were made in Kyrgyzstan. 27 visits in such a short space of time is a very good result and shows that the YHRG now has much better access to child institutions. It will also help to ensure that the data for the 2015/16 Voice of the Child report is more

representative and robust. The YHRG is also working with the Coalition against Torture to expand the survey to cover police detention:

The YHRG are collaborating with us to ensure that the Voice of the Child questionnaire is administered to minors in police cells. A monitoring expert from the YHRG will be involved in the visits. The YHRG should also provide some training for our team so we can administer the questionnaire properly in their absence. (Interview with Coalition against Torture, 3 June 2015)

The 2014 Voice of the Child report (PRI; 2015) did analyse conditions in police detention because the children interviewed were encouraged to reflect back upon their time in police custody. However, it is also important to directly interview children whilst they are in police detention because the monitoring visits in themselves can act as a future deterrent against violence. CREDO in Kazakhstan and project staff in Tajikistan should replicate the YHRG's efforts and try to extend their monitoring activities to cover police detention. As the key informant from the Coalition against Torture noted, PRI and partners could train existing monitoring bodies to administer the Voice of the Child survey. Indeed this may be a more sustainable option that will also help to develop the monitoring skills of the monitoring bodies.

In 2014, project staff in **Tajikistan** obtained access to child institutions through the Ombudsman's Office. However it should be noted that there are questions over the independence of the Ombudsman's Office. The reality is that Ombudsman is very much part of the Tajik Government hierarchy. The Voice of the Child report seems to indicate that there is little violence within child institutions in Tajikistan and that the situation is much better compared to Kazakhstan and Kyrgyzstan. The independent consultant who visited Tajikistan questions the robustness of the data collected in Tajikistan and believed that the monitoring visits lacked transparency. For example, a member of staff was always present during the interview process and the children would therefore be reluctant to complain for fear of reprisals. It is therefore extremely unlikely that the data collected in Tajikistan is reliable and reflects the true extent of violence against children.

The situation in Kazakhstan and Kyrgyzstan is much more open. Both Governments admit that violence against children is a problem and both are committed to addressing it. In contrast, the Tajik government and the Ombudsman believe that there isn't a problem and that there is no violence within child institutions in Tajikistan. Such circumstances make it very difficult for Tajik project staff to advocate for legislative and policy change. Indeed staff from the Tajik Ombudsman's Office informed the independent evaluator that the project should be more focused on providing training and services (e.g. building a playground) rather than advocacy. The state authorities and Ombudsman maintain that the situation has been addressed and the project objectives (eradication of violence) have already been achieved. UNICEF however believes that PRI's strategy in Tajikistan is correct and that PRI should continue to advocate for legislative and policy change.

The project outcomes and activities were designed on the assumption that there is at least some political will to address violence against children in closed institutions. The absence of such political will puts Tajik project staff in a very difficult situation: they have to implement a universal project strategy that may not be fit for their context. PRI should therefore strongly consider having a project strategy that is tailored to each country context. Of course in reality this is already happening: it is clear that each country partner has its own priorities and the activities have been delivered differently in each country. For example, CREDO (Kazakhstan) is much more focused on developing the capacity of staff in closed institutions and the YHRG (Kyrgyzstan) has put more priority on policy and legislative change. The PRI Central Asia Office needs to manage this tension carefully: on the one hand PRI needs to ensure that the partners deliver the planned project activities so that anticipated results can be achieved in all three countries; on the other hand, PRI

also needs to allow the partners some flexibility to adapt the project activities to their particular country context. To date PRI has managed this tension well: in general the partners are sticking to the project activities but some flexibility (e.g. the helpline in Kyrgyzstan) has been allowed.

4.5 Outcome 5: Increased use and effective response of child complaint mechanisms

Violence against children (physical, psychological or sexual violence) is surrounded by stigmatisation and silence. Violence is rarely reported, and, under many circumstances children are forced to hide it, particularly if the perpetrators are people they know and trust (Plan International / Child Helpline International, 2014: 4). The World Report on Violence against Children (2006) recommended that countries establish complaint mechanisms to receive and act upon reports of violence against children. These mechanisms should be safe, widely publicised, confidential and accessible for children, their representatives, and other people. It also indicates the need to have helplines where children can report abuses, have access to a trained counsellor, and ask for support and advice. Children in closed institutions in the three project countries should therefore have simple, accessible and safe opportunities to complain about the way they are treated without the risk of reprisal. Children should also have opportunities to express themselves freely and verbalise their concerns, particularly for those reluctant to access formal complaint mechanisms.

Through the project, PRI and the YHRG have provided technical assistance and support to the Ombudsman's Office in Kyrgyzstan to help them establish a national helpline for children in closed institutions. It is important to note that establishing the helpline in Kyrgyzstan was not envisioned as a project activity during the project conception. The Ombudsman's Office is recognised as an official partner of the project. Working in collaboration with the Ombudsman's Office, PRI and the YHRG saw an opportunity to establish a helpline under the project. The helpline clearly fits with the overall goal of the project – reducing violence against children – and PRI/YHRG deserve credit for identifying an innovative new opportunity. The activity can be considered innovative because it will be the first national child helpline in the CIS region. The activity should be considered as a pilot – if it is successful the Ombudsman's Office will look to extend the helpline to cover adult detention and PRI will look to replicate the child helpline in other CIS countries. However as with any innovative pilot, the risk of not succeeding can be higher. It is therefore extremely important that PRI/YHRG pay particular attention to monitoring and evaluating the use and effectiveness of the child helpline. PRI should update the project logframe and identify a number of outcome indicators for the helpline to ensure that this happens.

The child helpline is situated in the Ombudsman's Office: a small division for children has been created, which includes a small office with two full-time staff operators. The helpline is a free telephone number – 115. The helpline covers 160 child institutions, including prison colonies, closed institutions under the Ministry of Education and orphanages. The helpline is open 6-8 hours a day, Monday-Friday and is manned by two operators. It is too early to evaluate both the use and effectiveness of the helpline. At the time of the evaluation the helpline had only been live for a couple of weeks. Rather than evaluate what has been done so far, this section will therefore focus on (a) reporting the perspective of external project stakeholders on the helpline; (b) assessing the training and the coordination meeting that was focused on the helpline; and (c) using established good practice toolkits, identify what needs to be done to maximise the use and effectiveness of the helpline.

Overall the creation of the helpline was well received as a good initiative by external stakeholders in Kyrgyzstan, including the Open Society Foundation, Coalition against Torture, the NPM, and the Centre for Rehabilitation of homeless children. All key informants referred to the helpline as 115, which indicates that free phone number is already well known. Staff of the NPM were slightly

sceptical about the helpline and noted: ‘The helpline is a good initiative but I don’t expect it to be effective. The main problem is that children in detention do not have access to a telephone. It is extremely important that complaints are acted upon quickly and effectively. It is not clear how complaints will be investigated’ (focus group interview, 4 June 2015). However it should be noted that there is a healthy competition between the NPM and the Ombudsman’s Office. The NPM, for example, is in the process of setting up its own online complaint mechanism though its website which will be targeted at both children and adults.

PRI and the YHRG have provided (or will provide) the following technical support to establish the helpline and ensure that it is used and is effective:

- Training for Ombudsman’s Office staff on how to set-up and operationalise the helpline
- Work with the Ombudsman’s Office to create internal policies, guidelines and procedures
- Accessibility of the helpline: the YHRG and Ombudsman’s Office are working with the prison colonies and closed institutions under Ministry of Education to ensure the children have unrestricted access to a telephone.
- Marketing and communication to ensure children/families are aware of the helpline. Includes branding (e.g. logos), posters, online/printed media (partners meeting, 5 June 15)

In April 2014, the YHRG organised a training for the Ombudsman’s Office staff on how to establish and operationalise the helpline (see Table 8 below).

Training Details	Target group	Focus of training	Participant feedback
Strengthening the potential of the Kyrgyz Ombudsman’s Office Children and Youth Unit Staff (21-24 April 2014, Kyrgyzstan)	15 participants. Ombudsman’s Office staff	To train Ombudsman’s Office staff on complaint mechanisms for children, including operational aspects of setting up a helpline and how operators can speak to children	During end-of-training survey: - 100% said the training programme met their needs - 20% wanted a technical session on improving the helpline - 73% want additional training on the experience that other countries have of setting up and operating a helpline

Table 8: Training of Ombudsman’s Office staff on establishing the helpline

The end-of-training feedback indicates that the participants were satisfied with the design and delivery of the training. 73% of the participants said they want additional training on the experience that other countries have of setting up and operating their helpline. Such a training is a good idea and could be a future activity for the project. The evaluator interviewed one of the helpline operators, who attended the training and he gave the following feedback on the training:

The trainer were from the UK, we learned about how the child helpline was set up and operated in the UK. They taught us how to talk to children, how to keep the information, to avoid giving them promises and to listen to them and be therapeutic. We also learnt about the legal background and regulations. I was surprised, I thought they would tell us to give the children promises, I now understand that I should listen (Interview 4 June 2015).

Training for the operators is clearly an important ingredient for establishing and operating a helpline. Once the helpline is fully established, it is important that PRI and the YHRG continue to invest in the operators’ knowledge and skills. As well as further training, future capacity building activities could include creating an operational manual for the helpline that is based on international good practice. The handbook should contain standards, policies and detailed guidelines that the operators can refer to on a day-to-day basis. However before the handbook is created, PRI and the YHRG need to work with the Ombudsman’s Office to create and clarify a number of different policies and practices for the operation of the helpline. Child Helpline International (www.childhelplineinternational.org) has

a variety of online toolkits that PRI/YHRG can use to help guide the development process. For example, see Table 9 below for a list of key elements and questions that PRI/YHRG can use to reflect upon, identify gaps and future activities to help create an effective and sustainable helpline.

	Description	Questions for PRI/YHRG
Structure of the helpline	Child helplines receive phone calls, text messages, emails and other means of communication from children.	<ul style="list-style-type: none"> - What are the communication channels open to children? - Do we need to establish other communication channels (e.g. online form)?
Counselling and referral	When the child has specific problems or needs which the child helpline is not equipped to address, the child helpline will often refer the child to the appropriate services within the child protection system.	<ul style="list-style-type: none"> - Are the helpline operators trained to provide counselling support to the children? - If the operator is not equipped to address the issue, where and to whom would they refer the call?
Direct intervention	In some countries the child helpline will, in response to a contact from a child in danger or in an emergency situation, intervene directly. A child helpline team member will go out, meet the child and help the child to safety when needed.	<ul style="list-style-type: none"> - In cases where a child is in immediate danger, will the helpline operators have the option of intervening directly? - If not, who will intervene? - If yes, what procedures and training are in place?
Outreach and awareness raising	A child helpline is not only about responding to calls. For children to contact the child helpline, they first need to know about the service and understand what the child helpline can do for them. Children need to know how and where to access the child helpline.	<ul style="list-style-type: none"> - What are the planned outreach and awareness activities for the helpline? - Will children in closed institutions and penal colonies have free access to a telephone or other forms of communication?
Partnership with social services	No child helpline can work alone. A child helpline has to work closely with the existing social services, both public and private. A child helpline can be seen as a vital focal point for child protection, helping to link children to the services available.	<ul style="list-style-type: none"> - Does the Ombudsman's Office have a partnership with social services and other child protection agencies? - Does the Ombudsman's Office have memoranda of understanding in place with these agencies?
Principles and standards	Principles and standards need to be in place to guide the development of the child helpline services and to ensure ongoing quality improvement.	<ul style="list-style-type: none"> - What standards, policies and guidelines are in place? - Does the helpline have the following: code of conduct; professional code of practice; privacy statements; charter of service user rights?
Data collection	An important part of the daily operations of a child helpline is the careful and meticulous registration of the calls and other types of contacts that reach the child helpline.	<ul style="list-style-type: none"> - What data is collected and how is it stored? - How will the data be used (e.g. identify training needs; advocacy; fundraising)?
Governance framework	To ensure the long-term sustainability of the child helpline, it is essential that it has a broad-based, forward-looking governance structure.	<ul style="list-style-type: none"> - What governance structure is in place? - Does the helpline have a multi-disciplinary Advisory Committee or Board?
Staffing levels and training	At a minimum, there should always be two people on shift at a call/contact centre at any one time. Helpline operators need to be trained and kept	<ul style="list-style-type: none"> - What procedures are in place to ensure the line is manned by two operators (e.g. cover annual leave)?

	informed on the functioning of the child helpline.	<ul style="list-style-type: none"> - Do the operators have access to an operational manual? - What training will the operators receive to keep skills up-to-date?
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Table 9: Building an effective child helpline (source: adapted from Child Helpline International, 2011)

The evaluator attended the project coordination meeting on 5 June 2014, which was a meeting of all project partners, including PRI Central Asia, CREDO, the YHRG, project staff from Tajikistan, Voice of Freedom, and staff from the Kyrgyz Ombudsman’s Office. The coordination meeting is carried out annually and is a good opportunity for partners to share learning, discuss strategy and coordinate activities. Overall the evaluator found the meeting too operational, the meeting lacked leadership and was too focused on activities. There was a lack of strategic discussion about future strategy.

The participants discussed the helpline for about an hour and the discussion was mainly focused on brainstorming awareness-raising ideas, which included branding, communications and marketing. Outreach and awareness is an extremely important element to ensure that children and families are aware of the helpline. However as Table 9 above highlights there are many equally important ingredients that need to be in place to ensure the helpline is effective. To be fair, the YHRG project coordinator did ask the Ombudsman’s Office the following strategic question: ‘what policies and regulations do we need in place to ensure that complaints are effectively and timely investigated?’ However no one could respond to her pertinent question and the discussion quickly reverted back to project activities. For future coordination meetings, PRI should take more of a lead and ensure that the discussion has a better balance between strategy/results and operations/activities. For example, PRI can use Table 9 above as a resource to initiate and guide a more strategic discussion on how best to develop the child helpline.

4.6 Outcome 6: Psychological, social, educational and legal support for children in closed institutions

All child victims of violence have a right to necessary measures to promote physical and psychological recovery and social reintegration (UNCRC, article 39). The World Report on Violence against Children (2006) notes:

Violence against children can have a range of serious health and social outcomes, costly both to individuals and to society. Minimizing these consequences of violence will require a variety of treatment and support services. Services focused on rehabilitation and reintegration may also help to reduce the risk of child victims of violence continuing the cycle of violence. (p. 20)

Activity 6 of the project is entitled: ‘pilot counselling schemes for children who have been subjected to violence and their families established in each country’. The idea was that each country partner would identify a suitable organisation (e.g. NGO, university) to pilot services for children and families that have been subjected to violence. In other EU projects, this part of the project is labelled as a ‘small grant scheme’.

In **Kazakhstan** CREDO identified the Temitau town Teenagers Adaption Centre as a suitable pilot in the Karaganda, Temirtau and Abai regions. At the beginning of the project, CREDO carried out a field visit to the centre to assess its potential as a pilot project. The Centre had 40 teenagers staying at the centre; the majority of them were there for absenteeism from school. CREDO did an initial needs assessment survey and concluded that the Centre had no psychologists and a lack of experienced teachers. Based on the results of this survey, CREDO organised psychological

consultations for the children at the Centre and training for the staff. The results of the pilot were documented in a report. However the report has not been translated into English and it is therefore not possible to assess the results in this report. For the final project evaluation, it is important that CREDO and PRI translate the results into English so that the pilot can be fully evaluated. The problem with small grant pilots is that they are too small to produce a lasting impact and they are often unsustainable: once the project ends they are rarely scaled up or replicated. It is therefore vitally important that the small grants are selected carefully and that they are fully evaluated.

Similarly in **Tajikistan**, results of the psychological services pilot were not available for this evaluation. Indeed it is not clear whether a pilot services project has been identified or carried out in Tajikistan. Under activity 6 of the project annual report to the EU, it is noted that PRI employed a consultant to do a legal analysis, comparing Tajik national legislation with international standards. A legal analysis fits better under activity 1 – policy dialogue and legislative change – and does not constitute counselling or psychological services. PRI should clarify which pilot project was identified and carried out under activity 6 of this project in Tajikistan. It could be that a suitable pilot will be identified and carried out in year 2 or 3 of the project. If a suitable pilot services project was not identified for Tajikistan, PRI should provide clear reasons as to why there was a significant deviation from the project plan.

In **Kyrgyzstan**, a psychological rehabilitation programme for children in the State Penitentiary Service Institution No.14 (a juvenile correction facility for boys in Voznesnovka) was implemented. The programme was designed and implemented by psychologists at a university in Bishkek. The psychologists developed a new model that is focused on creating an enabling environment to help develop the child's self-resilience. The psychologists wanted to combine several techniques, including psychological evaluation, art therapy and some techniques from creative thinking (Interview with psychologist, 4 June 2015). Table 10 below outlines the main stages of the 12-month programme.

Stage	Psychologist's aim	Scope of psychologist's work	Forms and methods of interview
Stage 1 Information and Orientation	Establishment of positive emotional contact with students.	Orientation in problems of students, gathering information about students, their development needs, and psychological climate in which they are raised.	Interviews using active listening techniques
Stage 2 Diagnostic	Determination of psychological characteristics, zone of proximal development.	Comprehensive psychodiagnostic examination of adolescents.	Diagnostics instruments: Interview Observation
Stage 3 Social and psychological rehabilitation	Provision of necessary psychological intervention based on the results of the diagnostic stage.	Presentation of different psychological patterns; adoption of new, more productive behaviours; development of cognitive functions.	Interviews using active listening techniques Art therapy Social and psychological training
Stage 4 Career guidance and future orientation	Formation of a time perspective for several years after release through a situation.	Provision of information about individual psychological characteristics of adolescent, world of professions.	Interview about individual psychological portrait of adolescents.
Stage 5 Closing	Repeated diagnostics.	Comprehensive psychodiagnostic examination of adolescents.	Psychodiagnostics instruments: Interview Observation

Table 10: Stages of the Psychological Rehabilitation Program for imprisoned children

33 children participated in the programme. 1-3 sessions per week were held and each session lasted between 50 minutes to 2 hours. The psychologist's team consisted of a supervisor and four psychologists. The team used a variety of tests to assess the children's intellectual, psychological and emotional state. The tests were administered at the beginning (October 2013) and at the end of the programme (October 2014). 33 children participated in the baseline tests. However only 10 children completed the 12 months and were tested at the end of the programme in October 2014. Many of the children did not complete the programme because their sentenced ended or they were transferred to a different facility (Focus group interview, 4 June 2015). Results of the end-of-programme tests showed a significant improvement on the following indicators relating to emotions: anxiety, emotional discomfort, tension, 'attack' emotions, insecurity. Children also showed a statistically significant improvement in the following creative thinking indicators: ability to be dynamic, ability to represent, abstract thinking.

The outcomes from the psychological programme included: (a) improved emotional stability and calmness; (b) improved cognitive function and creative thinking; (c) more interest in obtaining a profession. The psychologists noted:

When we first started the programme it surprised us that the children were so sad. For the first 3 weeks, our team members would cry on the way home. However we saw the children change. Towards the end of the programme they had a spark in their eyes. It was amazing to observe. Violence is very painful. We believe our model helps to reduce violence because the children's responses will be calmer, they won't perceive everything as aggressive. We showed them another way. (Focus group interview, 4 June 2015)

Children in closed institutions are vulnerable to violence from their peers, particularly when conditions and staff supervision are poor. Lack of privacy, frustration, overcrowding, and a failure to separate particularly vulnerable children from older, more aggressive children often leads to peer-on-peer violence. The results of the psychological rehabilitation programme are particularly encouraging because it helped to improve the children's emotional and psychological wellbeing. At the end of the programme they were calmer and therefore less likely to engage in conflict. This in turn will help to reduce the levels of peer-on-peer violence, including bullying. The psychologists also noted that the staff at the institution showed a genuine interest in the psychological techniques.

The psychologists (Focus group interview, 4 June 2015) identified the following lessons and recommendations from the programme.

- Parallel psychological services should be provided for the staff of closed institutions. This will help to build confidence and develop conflict-free relations between staff and the children.
- A trained psychologist should be located in closed institutions so that they can provide support to children throughout the week. At the institution we worked in they had a vacancy for a psychologist but people don't want the job because it is low pay.
- The YHRG should provide training for the staff. They should focus on improving their communication skills, self-understanding, and educating them on how teenagers are different.
- We have communicated the results of the programme to the Ministry of Education and closed institutions. We recommend that the project is scaled up. We presented our results to the Ministers in December 2014, however there was no commitment to scale up the programme.

The results of this pilot programme are very encouraging. However, as the lessons above demonstrate there is the usual challenge of sustaining and scaling up the pilot programme. For the second half of this project, PRI and the YHRG should use the results of the pilot as a tool to advocate for mainstreaming psychological support services (based on this model) within closed institutions in Kazakhstan, Kyrgyzstan and Tajikistan.

5. Project Design, Strategy and Sustainability

5.1 Project design

The current project logical framework (logframe) does not communicate the essence of the project. The logframe has two specific objectives (outcomes) – ban solitary confinement and separation of children from adults. As can be seen by the project theory of change on page 4 and the presentation of the evaluation results (section 4), the project is much broader than these two objectives. As a result, PRI and the project partners are not collecting the right monitoring data at the outcome level and therefore at times it is difficult to assess what the project has achieved. In other words, PRI and the partners are short changing themselves: the project has achieved broader change than was originally identified in the project design but at times this is not being substantiated or communicated properly because of limitations in the project design.

Working with PRI's Evaluation and Organisational Learning Adviser, PRI should update its logframe / monitoring framework so that it better reflects what the project is trying to achieve. For example, the logframe could have the following five specific objectives / outcomes.

1. Improved policy and law, in line with international standards, which promote and protect the rights of children in closed institutions. (This specific objective would have two outcome indicators, one focused on solitary confinement and the second on separation of children from adults).
2. Improved knowledge and skills of staff in closed facilities.
3. Monitoring bodies identify and effectively investigate cases of violence against children.
4. Increased use and effective response of child complaint mechanisms. (Outcome indicators to measure the increased use and effectiveness of the helpline in Kyrgyzstan).
5. Psychological, social, educational and legal support for children in closed institutions. (Outcome indicators to measure the effectiveness of the pilot projects focused on service delivery).

Each outcome should have indicators, baselines, targets and data sources. PRI will have to retrospectively recreate the baseline for each indicator. In some cases the targets may already have been achieved. Ideally this process should have been carried out much earlier in the project. However it is not too late: revising the logframe now will help to focus the data collection monitoring for the second of the project. This will help to provide relevant data for the end-of-project evaluation.

5.2 Project strategies

Training strategy

In terms of the overall training strategy, it is clear that each country had a different focus. CREDO and PRI in Kazakhstan did more trainings, three in total, that were targeted directly at staff of closed institutions. Project staff in Tajikistan have carried out two trainings for staff of closed institutions. In Kyrgyzstan, the YHRG only did one training (June 2014) that was directly targeted at staff of closed institutions. However the YHRG's training strategy seemed more balanced than the other countries:

they have also provided two training for monitoring bodies, one for the Ombudsman on complaint mechanisms and another for the NPM on monitoring children's institutions.

The difference in training priorities may be explained by the different focus and mandate of the partners. CREDO is very much focused on service delivery, whereas the YHRG is a human rights organisation that is more focused on advocacy, policy and legislative change. Interviews with both partners showed that CREDO was much closer to the staff of closed institutions under the Ministry of Education and viewed training of their staff as the main priority of the project. Compared to CREDO, the YHRG seemed to put less emphasis on training in closed institutions and put an equal focus on developing the capacity of monitoring bodies and advocating for legislative amendments. PRI Central Asia needs to manage the partner's portfolio of activities carefully to ensure that the intended results are being achieved in each country. This will depend on (a) the results, indicators and targets that are included in the revised logical framework; and (b) on the context of the country, including what can realistically be achieved in that country within the timeframe of the project and identifying unique opportunities that fit with the project aim (e.g. the helpline in Kyrgyzstan).

At future coordination meetings PRI should initiate a more strategic discussion on the overall capacity building strategy for the project. Questions that need to be discussed and clarified, include:

- How can PRI and partners build upon the training sessions and help to ensure participants network and learn beyond the training? Should partners do more than one training for each group (depth vs breadth)?
- Should the future training strategy include the police and if so at what level (e.g. police front-line staff vs police chiefs/policy makers)?
- Should the training activities have an equal focus on staff of special schools, boarding schools and rehabilitation centres vs prisons? How would the training programme/curriculum differ for these two groups?
- With regards to building the capacity of monitoring bodies, to what extent should the training focus on building the capacity of the Ombudsman vs NPM vs public monitoring commissions?
- How can PRI and partners ensure that they receive good quality feedback from participants at the 4-6 month post-training stage?
- To enhance sustainability, should PRI and partners be more focused on influencing and developing a national training curriculum for staff of closed institutions/prisons? If so, what is the best way of doing this?

Advocacy strategy

The Voice of the Child research shows that children in closed institutions in Kazakhstan, Kyrgyzstan and Tajikistan are frequently subjected to violence by staff and their peers. It is clear that the situation needs to change in each country. Advocacy for legislative and policy change is therefore arguably the most important activity of this project. It is therefore essential that there is an advocacy strategy that is tailored to the context of each country. As with any advocacy strategy, the advocacy tactics need to be flexible to respond to changes in the policy environment.

The YHRG has been the most active partner in terms of advocating for legislative and policy change. As a human rights organisation with fully qualified lawyers on their team, the YHRG has the experience and the capacity to advocate for policy and legislative change. In Kazakhstan the PRI Central Asia Office has focused on the advocacy aspects of the project. PRI is involved in all the relevant penal reform Working Groups and has a strong track record on policy and legislative change in Kazakhstan. During the evaluation interviews when asked about separation of children from adults, CREDO responded 'this is a PRI concern' (Interview, 1 June 2015). Although the

balance of activities seems to be working quite well – PRI focused on advocacy and CREDO focused on training and service delivery – PRI should attempt to involve CREDO more in the advocacy and lobbying activities. This will have two benefits: firstly it will help to develop the capacity of CREDO and secondly it will help to ensure that CREDO buys in to the legislative and policy objectives of this project. Indeed during the evaluation interview CREDO said that the project was an opportunity to develop their advocacy skills and that in the future they would look into the possibility of employing a part-time lawyer.

As mentioned in the results section of this report, the Tajik project staff are in a very difficult position because there is no political will to change the system. Indeed the government and the Ombudsman believe that PRI should put less emphasis on advocacy and be more focused on improving the capacity and services of closed institutions. Indeed this would be the easy option in Tajikistan and would ensure that PRI maintains good access to closed facilities. UNICEF in Tajikistan share PRI's position and said that PRI is right to continue to advocate for legislative and policy change (interview with independent evaluator, 5 June 2015). Over the next 18 months there will be opportunities for PRI to influence policy and legislation change in Tajikistan. PRI staff are currently involved in high-level discussions on the possibility of developing an NPM in Tajikistan. The fact that an NPM has already been established in Kazakhstan and Kyrgyzstan, means that it is a realistic advocacy target: Tajik policy makers will be under pressure to follow the same route as neighbouring countries. The Criminal Code should be approved by Parliament by the end of 2015. Once the Criminal Code is approved, Working Groups will be set-up to reform the Criminal Procedural and Criminal Executive Codes in line with the Criminal Code. This process is likely to begin in early 2016 and PRI project staff can provide technical and capacity support to the Working Group members with a view to influencing legislation change in line with the advocacy objectives of this project.

It is clear that in each country there is an advocacy strategy that is currently being implemented. However the strategy seems to be tacit (in the heads of the staff) rather than explicit. For a project this size, PRI and the project partners should develop a flexible advocacy strategy on paper that includes advocacy objectives, targets and tactics. The process of formulating the strategy should be a learning process in itself: partners can discuss what works best in their country and share tips and techniques for bringing about policy and legislative change. Having an advocacy strategy on paper also provides an opportunity for involving PRI Head Office staff (e.g. Policy Director and child-friendly justice experts) in a technical and capacity building capacity (e.g. they can provide comments, identify questions and offer advice).

Communications strategy

Communication seems to be a strong point of this project. During the partners' coordination meetings, a substantial amount of time (at least one hour) was dedicated to discussing communication plans. An NGO in Kyrgyzstan – Voice of Freedom – has prepared a documentary video of the project, which is focused on covering the key activities of the project. The video will be available online and will be shown at project events, e.g. conferences, roundtables and trainings. In Tajikistan, in collaboration with UNICEF, PRI project staff have prepared 12 short video clips which can be viewed on their website and contain English subtitles. One video focuses on the effects of solitary confinement and another is shown through the eyes of the child. The project also has a strong presence on social media, e.g. PRI's Facebook page and the YHRG are preparing a communications and marketing plan to promote the child helpline. However again all of these plans are tacit rather than explicit. For a project of this size, PRI and the project partners should work with PRI's Communications Officer (based in the PRI head office) to develop a project communication strategy. This will help to clarify the communication objectives and will be useful for sharing with the project's external partners. For example, UNICEF in Kazakhstan said that they would be interested

in learning about PRI's approach to communications for this project, particularly the key messages of the project (Interview with UNICEF, 2 June 2015).

5.3 Sustainability

Closed institutions

Increasingly it seems that the project is focused on a small selection of institutions in each country: special schools under the Ministry of Education; centres for convicted children (known as penal colonies); temporary isolation/pre-trial detention facilities; and centre for adaption of minors. This amounts to approximately 7-8,000 children in total and the numbers are trending downwards. For example, in 2014 there was a 13% decrease in the number of children in closed institutions in Kazakhstan compared to the previous year (Interview with Ministry of Education, 1 June 2015). The total number of children is much less than the 30,000 beneficiaries that were included in the project application.

The decreasing number of children in closed institutions can perhaps partly be explained by the increased use of diversion for children in conflict with the law: 'the figures are going down but diversion isn't working properly yet; proponents of diversion argue that they are good because they do not isolate children from their family. There is lots of talk here about diversion' (Interview with Kazakh Ombudsman's Office, 1 June 2015). This trend is likely to increase with the establishment of a probation system for children in conflict with the law. Indeed PRI is currently working with UNICEF to create a pilot probation system for children in East Kazakhstan, which includes both pre-trial (e.g. diversion from the criminal justice system) and post-trial non-custodial sanctions and probation for children in conflict with the law. With the steadily decreasing number of children and the prospect of a further increase in diversion through use of the probation system, the Directors of the Special Schools are rightly concerned about the future sustainability of their institutions.

We have a capacity for 45 children and we currently have 19 children and some of the children are leaving soon. By September will be down to 10 children. We currently have 50 staff members. Some laws have been changed (e.g. decriminalisation in the Criminal Code) and more children are supposed to be referred to us but they are not. We are afraid we will be closed down. (Interview with Deputy Director of Special School in Almaty, 2 June 2015)

According to our legislation there should be a focus on rehabilitation. However the police are not very well trained and they are not sending children to our schools. The juvenile judges are not sending children to our schools. Every stakeholder will do their best not to let the child go to a special school. (Interview with Centre for Adaption of Minors, 2 June 2015)

The Directors are right to be worried: in terms of the staff to children ratio, the current system in Kazakhstan seems unsustainable. Indeed Kazakh policy makers have already introduced a legislative amendment (Article 540) that states that children who have committed serious crimes can be sent to closed institutions under the Ministry of Education as an interim measure. This is partly because there are concerns that the Detention Centre for Boys in East Kazakhstan (boys that have committed serious crimes) will be closed down. Policy makers will look to the special schools and realise that they have the capacity to take these children. However, the schools are not set up to receive them. Indeed the Directors are concerned that this change in legislation could increase violence against children in their institutions: the current children will be at risk of violence from peers who have committed more serious crimes. The Directors would like PRI to advocate for the reversal of this legislative amendment in the second half of the project.

The sustainability of closed institutions is an issue of strategic importance for this project. Firstly, the declining number of children means that the project's final beneficiary group is becoming smaller, which in effect could decrease the impact of the project. Secondly, in Kazakhstan some of the

closed institutions under the Ministry of Education face the real possibility that they may be closed in the future. Indeed, UNICEF believe that the eight Special Schools should be closed and would prefer community-based solutions that keep children within the family. If the schools do close, the impact of PRI and CREDO's capacity building activities would not be sustained. PRI also seems to have conflicting objectives that may not be compatible: PRI is actively working for the establishment of a probation system for children in Kazakhstan which ironically could be the final nail in the coffin for Special Schools. Many of these developments are beyond PRI's control. However PRI should re-examine the project strategy in light of these developments and PRI should write a document that clearly clarifies its vision on how the probation system will work and the future role of the closed institutions under this new system.

Training

Questions about the sustainability of training events is of common interest to external project stakeholders, particularly funders. Sustainability of training activities is always a challenge. Firstly, staff of closed institutions will inevitably leave and be replaced by new members of staff who will not have received the initial training. Indeed, several informants noted that staff in closed institutions are under-paid, under-qualified and that inevitably there is a high turnover rate. Secondly, it is necessary to ensure that staff that attend the training continue to learn, apply their knowledge and change their practice once they return to the workplace and thirdly that the impact of the training activities continues once the project has ended.

PRI and project partners can make a few small adjustments to the training strategy to make the training activities more sustainable. As highlighted under the knowledge and skills section of this report, there is evidence that a knowledge network between Directors of closed institutions in Kazakhstan is beginning to develop. PRI and CREDO should continue to nurture this network and try to replicate a similar network following trainings in Kyrgyzstan and Tajikistan. Trainings are often a good opportunity to develop a knowledge network because participants get the chance to know each other and they often have shared goals and professional interests. Knowledge networks can help to increase the sustainability of trainings because the participants will continue to learn and share ideas beyond the training event itself and sometime even beyond the end of the project. However such networks usually require support, resources and leadership. PRI can carry out the following low-cost activities to develop this area of work.

- PRI's Evaluation and Organisational Learning Adviser can provide training via skype for PRI Central Asia staff and the project partners on knowledge networks. This would include the following: introduction on the characteristics and benefits of a knowledge network; how to initiate a knowledge network; what support is required to sustain a knowledge network.
- PRI Central Asia Staff and the partners can then provide knowledge network training to the training participants. This would include the development of terms of reference.
- PRI and partners can organise follow-up trainings, events and meetings (e.g. coffee) for the network participants. This could include organising a meeting room so that members can meet and discuss their issues, organising technical input from an external expert. PRI could provide the network with a small budget to cover transport and refreshment costs. The idea is to help create an identity for the network (PRI and the partners do not even need to attend the meetings – in fact it is probably best they don't).
- PRI and partners could help to develop an online platform – e.g. Facebook page, forum – for the network.
- PRI and partners could identify a leader of the network. The leader would be responsible for initiating meetings, coordinating strategies etc.

PRI and partners should also discuss the possibility of creating or influencing the training curriculum for closed institutions. It is not clear what training curriculum and accreditation process is currently in place in Kazakhstan, Kyrgyzstan and Tajikistan. It is likely that the curriculum is piecemeal at best. A staff member of the Ombudsman's Office in Kazakhstan noted: 'we do not have a specialised accreditation process for staff of closed institutions; in each region there are schools for professional development for boarding school staff, we need to promote and develop the curriculum of such courses' (Interview, 1 June 2015).

If PRI and partners could help to develop and influence a training curriculum for closed institution staff, the benefits would be far reaching and would continue beyond the timeframe of the project. PRI does not have to start from scratch: it can look to other countries for inspiration, materials and even support. For example, the PRI Middle East and North Africa (MENA) Office work closely with the specialised Training and Development Centre in Jordan responsible for training current and newly appointed prison officers. The Training Centre provides basic training for all prison staff. Once they have received their basic training, prison officers are then encouraged to take specialised courses according to their specialisation. PRI MENA has used the Jordanian Training Centre's experience and expertise to develop and replicate a specialised Training Centre in Yemen.

Developing the capacity of monitoring bodies

At present the partners are currently administering the Voice of the Child questionnaire themselves: a member of staff is joining the monitoring team and visiting the facility so they can interview the children using the questionnaire. However it may be better if the partners focus on training the existing monitoring teams so they can either administer the questionnaire themselves or develop their own good practice protocols/checklists for monitoring children in closed institutions. This training should include child-friendly interviewing techniques. Focusing on training the monitoring bodies will have several sustainable benefits: it will increase the capacity of the monitoring bodies so that they are better able to interview children and ask them the right questions; and it will free up the partners' time so they can focus on other activities.

6. Conclusion

The Voice of the Child report shows that children in closed institutions in Kazakhstan, Kyrgyzstan and Tajikistan are at risk of violence from both staff and from other children. The Violence against Children project is tackling this issue on several fronts: legislative and policy change; training of staff within closed institutions; collecting up-to-date data on violence within closed institutions and developing the capacity of existing monitoring bodies; establishing and strengthening complaint mechanisms; and delivering psychological services to children in closed institutions. PRI and the partners are therefore working at many different levels to bring about change.

PRI Central Asia and the project partners are very enthusiastic about the project and mid-way through the project it is clear that the activities are being delivered to a high standard and that they are achieving some short-term results. In Kazakhstan and Kyrgyzstan, solitary confinement for children has been reduced from 7 days to 3 days and it is clear that PRI and partners have made a significant contribution to this result. PRI and partners will continue to advocate for the prohibition of solitary confinement and the separation of children from adults in all forms of detention.

The monitoring visits for the Voice of the Child survey and the publication of the Voice of the Child report has proven to be a big strength of the project. The monitoring visits in themselves can contribute to a reduction in violence against children as they act as a deterrent and give a voice to the children in those institutions. What's more, PRI and partners are working with existing monitoring bodies to ensure that they have the knowledge and skills to effectively monitor child institutions which requires skills and insights that are quite different to those needed when monitoring adult institutions.

It is too early to evaluate both the use and effectiveness of the child helpline in Kyrgyzstan. At the time of the evaluation the helpline had only been live for a couple of weeks. However PRI and the YHRG deserve credit for identifying an innovative opportunity that fits well with the project aim. It will be interesting to see how the child helpline develops and it is important that PRI properly monitors its use and effectiveness.

7. Lessons learnt and recommendations

- **Recommendation 1** – in both Kyrgyzstan and Kazakhstan solitary confinement has been reduced from 7 days to 3 days in the latest version of the Criminal Executive Code. However the wording of these articles is vague in terms of what they mean in practice (e.g. can children attend education classes whilst in a cell, how long will they be in the isolator without any human contact). During the second half of this project, PRI should continue to advocate for the strict prohibition of the use of solitary confinement in both Kazakhstan and Kyrgyzstan and should ask the Working Groups to be more precise in the wording of the provision. In the second half of this project, project staff in Tajikistan should provide technical assistance and support to the Working Group that is formed to review and reform the Criminal Executive and Criminal Procedural Code in Tajikistan. PRI staff should use this as an opportunity to advocate for the strict prohibition of solitary confinement in both pre-trial and post-trial detention.
- **Recommendation 2** – during the second half of the project, PRI and partners should continue to advocate for legislative change to the criminal legislation of Kazakhstan, Kyrgyzstan and Tajikistan so that it clearly states that all children should be kept separate from adults in all closed institutions. The advocacy strategy should go beyond legislative and policy change and include advocating for appropriate budget and staff resource allocation to ensure that it happens in practice.
- **Recommendation 3** – to date, the monitoring and evaluation of the project's training activities have been inconsistent. Partners have been trained on how to use PRI's monitoring and evaluation tools to assess training and the tools have been translated into Russian. The YHRG deserves credit for using these tools at the end-of-training stage for their training in March 2015. CREDO have continued to use their questionnaire and in May 2015 no end-of-training questionnaire was circulated by PRI project staff at the end of the training. To date, no data has been obtained from participants (with the exception of the evaluation interviews) at the 4-6 month post-training stage. For future training activities, the project partners should use PRI's monitoring and evaluation tools to obtain feedback at both the end-of-training and post-training stage. To ensure that trainees participate in the post-training feedback, partners should consider organising an informal follow-up meeting or training so that they can obtain the feedback in person. They can also use this meeting as an opportunity to nurture the relationships between trainees in order to encourage the development of a knowledge network (see recommendation 4 below).
- **Recommendation 4** – there is evidence that a knowledge network between Directors of closed institutions in Kazakhstan is beginning to develop. PRI and CREDO should continue to nurture this network and try to replicate a similar network following trainings in Kyrgyzstan and Tajikistan. Trainings are often a good opportunity to develop a knowledge network because participants get the chance to know each other and they often have shared goals and professional interests. Knowledge networks can help to increase the sustainability of trainings because the participants will continue to learn and share ideas beyond the training event itself and sometime even beyond the end of the project. However such networks usually require support, resources and leadership. See page 34-35 of this report for a list of low-cost activities that PRI and partners can carry out to develop and nurture knowledge networks in the second half of this project.
- **Recommendation 5** – the Voice of the Child survey monitoring visits and the Voice of the Child report are key activities of this project. In 2014, CREDO and PRI had good access to closed institutions in Kazakhstan and the monitoring process was relatively smooth and well

received by the Directors of closed institutions under the Ministry of Education. In Kyrgyzstan the 2014 monitoring visits were much more problematic and the YHRG struggled to get access to closed institutions through the Ombudsman. However in 2015 the YHRG has had good access through the NPM. In Tajikistan there are questions about the transparency and reliability of the data collected. To increase the sustainability of the Voice of the Child monitoring process, PRI and partners should train existing monitoring bodies to administer the Voice of the Child survey themselves. This will help to increase the capacity of the monitoring bodies so that they are better able to interview children and it will free up the partners' time so they can focus on other activities.

- **Recommendation 6** – in Tajikistan there is little political will to address violence against children in closed institutions. Indeed the Tajik government and Ombudsman maintain that the project objectives have been achieved and that there is no violence within closed institutions for children. The project outcomes and activities were designed on the assumption that there is at least some political will to address violence against children in closed institutions. The absence of such political will puts the Tajik project staff in a very difficult situation: they have to implement a universal project strategy that may not be fit for their context. PRI should therefore strongly consider having a project strategy that is tailored to each country context. At the same time the PRI Central Asia Office needs to continue to manage the following tension carefully: on the one hand PRI needs to ensure that the partners deliver the planned project activities so that anticipated results can be achieved in all three countries; on the other hand, PRI also needs to allow the partners some flexibility to adapt the project activities to their particular country context.
- **Recommendation 7** – PRI and the YHRG have provided technical and capacity support to the Kyrgyz Ombudsman to establish a national child helpline – 115 – that covers all child closed institutions in Kyrgyzstan. To help ensure the helpline is a success, PRI and the YHRG should use the toolkits provided by Child Helpline International (see Table 9) to identify gaps and future support activities. PRI and the YHRG should also ensure that the helpline is properly monitored and evaluated. PRI can use the monitoring data to lobby policy makers to commit resources to ensure the helpline is continued after the project.
- **Recommendation 8** – Activity 6 of this project focused on establishing pilot counselling schemes for children who have been subjected to violence and their families established in each country. This is essentially a 'small grant scheme': a small grant is given to a suitable organisation to carry out pilot services. The problem with small grant pilots is that they are too small to produce a lasting impact and they are often unsustainable: once the project ends they are rarely scaled up or replicated. It is therefore vitally important that the small grants are selected carefully and that they are fully evaluated. The pilot psychological rehabilitation programme in Kyrgyzstan has been properly monitored and evaluated: the results of the pilot are encouraging and in the second half of this project PRI and the YHRG should use the results of the pilot as a tool to advocate for mainstreaming psychological support services (based on this model) within closed institutions in Kazakhstan, Kyrgyzstan and Tajikistan. In Kazakhstan and Tajikistan more work needs to be done to ensure that the pilot services aspect of the project are properly monitored, communicated and evaluated.
- **Recommendation 9** – the current project logframe does not communicate the essence of the project nor reflect the broad scope of the project activities. As a result, PRI and the project partners are not collecting the right monitoring data at the outcome level and therefore at times it is difficult to assess what the project has achieved. Working with PRI's

Evaluation and Organisational Learning Adviser, PRI should update its logframe / monitoring framework so that it better reflects what the project is trying to achieve.

- **Recommendation 10** – the training, advocacy and communication strategies/plans for this project are mostly tacit (knowledge in people’s heads) rather than explicit (knowledge on paper). A complex project of this size should have more explicit plans that clearly outline the aims, objectives, activities and available resources for each component of the project. PRI and project staff should therefore use the project coordination meeting as an opportunity to create a strategy/plan for training, advocacy and communications. This should be a participatory process that involves both internal and external stakeholders. The process itself should provide an opportunity to discuss and clarify the strategically important issues that have been raised in this report.
- **Recommendation 11** – the sustainability of closed institutions is an issue of strategic importance for this project. Firstly, the declining number of children means that the project’s final beneficiary group is becoming smaller, which in effect could decrease the impact of the project. Secondly, in Kazakhstan the closed institutions under the Ministry of Education have an unsustainable child to staff ratio and face the real possibility that they may be closed in the future. PRI should re-examine the project strategy in light of these developments and PRI should write a document that clearly clarifies its vision on how the probation system in Kazakhstan and Kyrgyzstan will work and the future role of the closed institutions in this new system.

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