



INDEPENDENT EVALUATION REPORT



July 2005

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Project Number:
LEB/98/R72 and LEB/02/R30

Project Title:
Strengthening legislative and institutional capacity for juvenile justice
and Support to the juvenile justice system in Lebanon

Thematic area:
Juvenile Justice

Country:
Lebanon

Report of the independent evaluation team

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About UNODC

The United Nations Office on Drugs and Crime (UNODC) is a global leader in the fight against illicit drugs and international crime. Established in 1997, UNODC has approximately 500 staff members worldwide. Its headquarters are in Vienna and it has 23 field offices as well as a liaison office in New York. UNODC relies on voluntary contributions, mainly from governments, for 90 per cent of its budget.

UNODC is mandated to assist Member States in their struggle against illicit drugs, crime and terrorism. In the Millennium Declaration, Member States also resolved to intensify efforts to fight transnational crime in all its dimensions, to redouble the efforts to implement the commitment to counter the world drug problem and to take concerted action against international terrorism.

The three pillars of the UNODC work programme are:

- Research and analytical work to increase knowledge and understanding of drugs and crime issues and expand the evidence-base for policy and operational decisions;
- Normative work to assist States in the ratification and implementation of the international treaties, the development of domestic legislation on drugs, crime and terrorism, and the provision of secretariat and substantive services to the treaty-based and governing bodies; and
- Field-based technical cooperation projects to enhance the capacity of Member States to counteract illicit drugs, crime and terrorism.

Criminal justice reform is at the heart of the mandate of the United Nations. Successive UN Crime Congresses, the First UN Congress on the Prevention of Crime and the Treatment of Offenders being held in Geneva in 1955, have explored ways in which criminal justice systems can operate both more effectively and more humanely. The most recent Crime Congresses held in Vienna in 2000 and in Bangkok in 2005, have continued to strengthen the role of the United Nations in the area of criminal justice reform. The Vienna Declaration and its Plans of Action, in particular, highlighted the importance of the issue of criminal justice reform. The Commission on Crime Prevention and Criminal Justice has in successive sessions continued to underscore the importance of effective global responses in the area of criminal justice reform. The mandate to assist States in building fair and effective criminal justice systems are also contained in resolutions by the main policy-making organs of the United Nations: the General Assembly and the Economic and Social Council.

UNODC works on the implementation and the operationalization of the United Nations standards and norms in Crime Prevention and Criminal Justice. These include the Code of Conduct for Law Enforcement Officials (GA Resolution 34/169), United Nations Rules for the Protection of Juveniles Deprived of their Liberty (GA resolution 45/113), Basic Principles on the Independence of the Judiciary (ECOSOC Resolution 1989/60), United Nations Standard Minimum Rules for the Administration of Juvenile Justice (GA resolution 40/33), United Nations Standard Minimum Rules for the Treatment of Prisoners (ECOSOC resolution 1984/47), United Nations Standard Minimum Rules for Non-Custodial Measures (GA resolution 45/110), the Basic Principles of Justice for Victims of Crime and Abuse of Power (ECOSOC 1989/57) and the Guidelines on justice in matters involving child victims and witnesses of crime.

In particular the Office has implemented technical assistance projects in the area of juvenile justice reform in accordance with the Convention on the Rights of the Child and the UN Standards and Norms in Juvenile Justice and the recently adopted UN Guidelines on Justice for Child Victims and Witnesses of Crime.

The juvenile justice project reform in Lebanon was the first such project and the lessons learned from that project have served to design other projects in this area. UNODC will build on the conclusions, recommendations and lessons learned contained in this evaluation report to improve and expand its technical assistance activities in this area.

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LIST OF ACRONYMS AND ABBREVIATIONS

Beijing Rules	UN Standard minimum rules for the administration of juvenile justice
CICP	Centre for International Crime Prevention
CRC	UN Convention on the Rights of the Child
CRC Committee	Committee on the Rights of the Child
JDL	UN Rules for the protection of juveniles deprived of their liberty
NGO	Non-governmental organisation
ODCCP	Office for Drug Control and Crime Prevention
Riyadh Guidelines	UN Guidelines for the prevention of juvenile delinquency
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UN Standards and Norms in juvenile justice	<p>These comprise the United Nations Standard minimum rules for the administration of juvenile justice (Beijing Rules), the United Nations Guidelines for the prevention of juvenile delinquency (Riyadh Guidelines) and the United Nations Rules for the protection of juveniles deprived of their liberty (JDL).</p>
UPEL	<p><i>Union pour la Protection de l'Enfant au Liban</i> or Union for the Protection of the Child in Lebanon, a private charity organisation established in 1936 that provides individual and collective assistance and welfare services in the juvenile justice and child protection field.</p>

EXPLANATORY NOTE

The name and structure of UNODC has changed several times during the course of the evaluated technical assistance projects; at the start, the centre operated under the label “Centre for International Crime Prevention” (CICP); during the project this label changed into CICP/ODCCP, specifying that this Centre’s activities were part of the United Nations Office for Drug Control and Crime Prevention (ODCCP); since 2002 this name was again changed into the current name, “United Nations Office on Drugs and Crime” (UNODC). For the legibility of the present report we will be using the current name, UNODC, throughout the text.

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EXECUTIVE SUMMARY

Summary table of findings, supporting evidence and recommendations

<i>Findings: identified problems/issues</i>	<i>Supporting evidence/examples</i>	<i>Recommendations</i>
1. UNODC project team considered its role as a service provider to the national authorities, offering to create a synergy between international expertise and national partners and actors. The results obtained are primarily national results; owned by the national partners.	Throughout the implementation of the activities a continuous monitoring system at programme level has been put in place that was effectively applied in the planning and executing of the activities.	Make use of the successful implementation strategies developed by the project team in the Lebanese context and take advantage of the lessons learned and best practices for developing juvenile justice reform projects in the Middle East and North Africa Region.
2. Two main outputs, intended to contribute to the achievement of the objective to analyse and review national provisions related to juveniles, have been successfully achieved: an analysis and a reinforcement of the national legislative framework followed by information and awareness campaigns on the juvenile justice reform and the new legal provisions.	The new law initiated and strengthened the country's capacities to further thinking and gaining expertise in the juvenile justice field, and contributes to strengthening the intellectual and political climate that can inform and lead to further legislative and institutional changes in the field.	Include activities and discussions on the penal code and the definitions of criminal activities during the planned review/assessment of the new law. Also, develop activities aimed at establishing an independent structure to monitor respect for children's rights within the juvenile justice system, including an effective functioning and efficient complaints mechanism.
3. Institutional capacity building has been strengthened	The established Youth Department at the Ministry of Justice plays a pivotal role in gathering and sharing relevant information on juvenile justice to all parties concerned.	Collect and keep up to date a roster of national and international experts in juvenile justice, including Lebanese experts that participated in the evaluated projects, that can assist juvenile justice reform and training in Arabic speaking countries.

<i>Findings: identified problems/issues</i>	<i>Supporting evidence/examples</i>	<i>Recommendations</i>
<p>4. Relevant training strategies and training curricula have been set-up.</p>	<p>New training curricula were set-up in the respective training schools for judges and prosecutors, social workers and for judicial police officers and prison personnel in order to reach the required professional specialization in the field of delinquency, prevention of recidivism and rehabilitation, as well as regarding child abuse and maltreatment.</p>	<p>Associate a broad range of local expertise throughout project implementation, in particular by extending the participation of relevant (interdisciplinary) national academic competencies at the start of the project (or even before).</p>
<p>5. In order to bring its legislation and practice in conformity with international law, in particular to prohibit the detention of juveniles together with adults, both at the central prison of Roumieh (boys) and in the women's prison, the projects assisted in the building of new residential institutions for juvenile offenders. Furthermore, a process of reform of the conditions of detention and the treatment of juvenile offenders has been successfully initiated. The set-up of reinsertion programmes outside the detention context has not yet been achieved.</p>	<p>Regarding the detention conditions of girls, a new residential institution for girls has been built and is operational since February 2004.</p>	<p>Support the government to further develop the implementation of rehabilitation and reintegration measures, as foreseen in Law No 422, aiming at the diversion from custody, such as community service programmes, reparation or probation.</p>
<p>6. A judicial protection procedure for child victims of violence and abuse was established</p>	<p>Psychological support services and social care for child victims and their families have been established through a national NGO providing psychological support for child victims that were referred to them via the juvenile tribunals in four distinct regions of the country.</p>	<p>Intensify contacts and collaborations with the Ministry of Social Affairs, including on the political level, to further coordinate legal protection and services for children victims of violence and abuse</p>

CONCISE SUMMARY

Summary description of the projects evaluated

In order to help its efforts for a comprehensive reform of its juvenile justice system, the Lebanese Government requested the United Nations Office on Drugs and Crime (hereafter: UNODC) for technical assistance aimed at supporting national efforts to bring legal provisions in line with the Convention on the Rights of the Child and the United Nations Standards and norms in juvenile justice. From this request, two succeeding projects have been implemented. The first project (LEB/98/R72), entitled "Strengthening legislative and institutional capacity for juvenile justice", was launched in January 1999 and completed in June 2002. It was followed by a second project (LEB/02/R30), entitled "Support to the juvenile justice system in Lebanon", which covered the period December 2002 to June 2005.

Major findings of the evaluation

The findings presented in this report discuss if and how the immediate objectives of the projects have either been achieved or not and how these contribute to the attainment of the overall goal of the projects. The report also indicates the extent to which and how the planned results are achieved within the planned time frame and within the resources available to the projects. The results are clustered in five headings, thus integrating the different activities undertaken during both projects.

a) Review of juvenile justice legislation

Two main outputs, intended to contribute to the achievement of the objective to analyse and review national provisions related to juveniles, have been successfully achieved: an analysis and a reinforcement of the national legislative framework followed by information and awareness campaigns on the juvenile justice reform and the new legal provisions.

b) Strengthening institutional capacity

At the Ministry of Justice, an effective and efficient operating Youth Department to function as a coordination unit for all matters pertaining to juvenile justice, to coordinate activities under the responsibility of the Youth Department and to elaborate plan of actions to prevent delinquency and recidivism was established. At the Ministry of Interior, a Youth Police Unit within the judicial police, under the authority of the Internal Security Forces, was established. Also, an 'Internal Order' for Internal Security Forces containing detailed provisions regarding police interviews with juveniles in conflict with the law at the police station was enacted and implemented.

c) Development of training strategies and programmes

Given the lack of experience and knowledge of a large number of professionals dealing with juvenile justice issues, it was found essential to develop relevant training strategies and set-up training curricula. The first project (LEB/98/R72) comprised five activities related to training strategies and programmes:
training programmes for judges and prosecutors
training programmes for social workers and "educators"¹
training programmes for judicial police officers and prison personnel

¹ In this report, « Educators » refers to the French term « éducateur » which are social workers specialised to deal with children and youth.

study tours to train trainers for social workers and “educators”, managers of prison administration and judicial police officers, and the elaboration of training manuals for “educators”, judicial police officers and prison personnel. In addition, the second project (LEB/02/R30) comprised: training programmes pertaining to child victims of violence and abuse.

d) Reform of detention conditions and set up of post-detention services

In order to bring its legislation and practice in conformity with international law, in particular to prohibit the detention of juveniles together with adults, both at the central prison of Roumieh (boys) and in the women’s prison, the projects assisted in the building of new residential institutions for juvenile offenders. Furthermore, a process of reform of the conditions of detention and the treatment of juvenile offenders has been successfully initiated. The set-up of reinsertion programmes outside the detention context has not yet been achieved.

e) Establishment of a judicial protection procedure for child victims of violence and abuse

Besides awareness raising activities regarding the protection of children victims of violence and abuse, including the publication of guidelines and booklet, under the project a national assessment was undertaken providing data on the prevalence of child abuse in Lebanon. Also, a particular interview room, equipped with recording material, has been established at the *Palais de Justice* for interviewing children victims of abuse. Furthermore, psychological support services and social care for child victims and their families have been established through a national NGO providing psychological support for child victims that were referred to them via the juvenile tribunals in four distinct regions of the country.

Lessons learned and best practices

Throughout the implementation of the projects, the technical assistance was delivered with a heightened respect and sensitivity for national competencies in the law reform process. The results obtained are above all national results, primarily owned by the national stakeholders, which contributed to the sustainability of the project results. The project team’s careful consideration of the features of technical assistance and their implementation strategies were very instrumental for achieving these results. The Youth Department at the Ministry of Justice plays a pivotal role in gathering and sharing relevant information on juvenile justice to all parties concerned. Training programmes and study tours targeted the right professionals that were particularly involved in juvenile justice issues. Albeit only a few professionals could directly participate in the study tours, as they were targeted at

trainers, they did have a multiplication effect that benefited a much larger group of persons than solely the study tour participants involved. In addition, the collaboration with academic and professional training institutions for offering training programmes has contributed to guaranteeing the sustainable impact of the project results. The establishment of standardized individual dossiers facilitates the work of decision-makers (judges and prosecutors) and provides them with the necessary information, facts and reports related to the different steps of the procedure.

The report retraces several best practices that have a broader applicability to other activities of UNODC. Examples of best practices include:

- The agreement between the Director General of the Internal Security Forces and UNODC consisting in the initial recruitment by UNODC for a two-year period of the coordinator of the juveniles' wing was followed by the subsequent take-over of the employment contract by the Director at the end of the UNODC contract period. This was the best solution to ensure the sustainability and the efficiency of the specialised personnel. The same procedure was adopted in the recruitment of the personnel in charge of the residential institution for girls.

- Of particular relevance was the selection procedure of the UNODC national project expert that was proposed by the Lebanese Ministry of Justice. The official recognition of the national project expert by the national stakeholders largely contributed to justifying UNODC's interventions and facilitated working contacts between UNODC and the Ministry of Justice. In this context, establishing an office space for the UNODC national expert in the Ministry of Justice, and more specifically in the Youth Department aimed to provide a day to day assistance to all professionals in the Ministry dealing with juvenile justice issue and has been of great importance for the achievement of the various objectives.

- The various decrees, ministerial decisions and circulars as well as internal orders elaborated in the framework of the projects were also formally adopted by the relevant stakeholders (signature by the competent national authority), which had a positive impact on the implementation of the projects.

- The participation of selected qualified adults detained in the central prison of Roumieh in the rehabilitation programmes of young offenders contributed not only to the realisation of vocational training for juvenile detainees but also led to improving the detention conditions of the concerned adults and even opened up possibilities for introducing rehabilitation programmes for other adult prisoners.

Major recommendations

In future projects pertaining to juvenile justice reform, we recommend UNODC Headquarters to:

- Continue and further strengthen its active collaboration in joining efforts with principal partners within the UN system, including UNICEF, the Office of the High Commissioner for Human Rights, as well as with NGOs and the academic world active in the field of juvenile justice, and make sure that inter-agency collaboration is also taking place 'in the field'.

- Develop projects in the juvenile justice field *sensu stricto*, a priority area of comparative advantage for UNODC and a broad field for which relevant international legislation imposes major challenges on States regarding the definitions of crimes (penal code), specific safeguards in juvenile justice procedures, sentencing and sentencing practices, and execution of sentences and educational

measures/alternative measures. In particular make use of the successful implementation strategies developed by the project team in the Lebanese context and take advantage of the lessons learned and best practices for developing juvenile justice reform projects in the Middle East and North Africa Region;

In future activities pertaining to juvenile justice, we recommended UNODC Beirut to:

- Support the government to further develop the implementation of rehabilitation and reintegration measures, as foreseen in Law No 422, aiming at the diversion from custody, such as community service programmes, reparation or probation. In this respect, intensify contacts and collaborations with the Ministry of Social Affairs, including on the political level;

- Include activities and discussions on the penal code and the definitions of criminal activities in project design and planning. Also, develop activities aimed at establishing an independent structure to monitor respect for children's rights within the juvenile justice system, including an effective functioning and efficient complaints mechanism.

Conclusion

The evaluation report documents a wide range of performances and achievements attained by UNODC in supporting the Lebanese Government in bringing its juvenile justice legislation and practices more in line with the CRC and United Nations standards and norms in juvenile justice. The commitment of the national authorities, that proved to be a reliable and strong partner throughout the duration of both projects, combined with the strong commitment of the UNODC project personnel at the Beirut Outpost Office contributed to the effective and efficient implementation of both projects. The adoption of clear views on the national ownership of the project outcomes also contributed to the success of both projects and its sustainable impact. Furthermore, the setting-up of a continuous monitoring system at programme level, which was effectively applied in the planning and executing of the activities, was of great importance.

Throughout the projects, a comprehensive series of activities have been carried out, dealing with:

- 1- Review of juvenile justice legislation
- 2- Strengthening institutional capacity
- 3- Development of training strategies and programmes
- 4- Reform of detention conditions and set up of post-detention services
- 5- Establishment of a judicial protection procedure for child victims of violence and abuse.

Noticeable outcomes encompass the introduction of legislative changes and changes in law enforcement; altering attitudes of judges and prosecutors and judicial police officers towards juvenile offenders; offering sustainable training programmes for various professional groups; effective reform of the detention conditions of juveniles in conflict with the law (both boys and girls) so that juveniles are no longer detained with adults; increasing cooperation and coordination between various stakeholders and the establishment of a judicial protection procedure for child victims of violence and abuse.

1. INTRODUCTION

1.1. Background and context

1. The Lebanese conflict from 1975 to 1990 had weakened the country's critical economic, social and family structures, and as a consequence also led to a breakdown of its legislative and institutional system in the area of juvenile justice. Although earlier legislation provided for rehabilitation and reintegration measures for juvenile offenders, these were rarely applied, owing to the vagueness of its provisions as well as to an overall deficiency of enforcement mechanisms. Furthermore, the absence of specialization among justice professionals, social workers and "educators", the slowness of penal procedures leading to the unnecessary extension of pre-trial detention periods, the lack of appropriate institutions aimed at reintegration, exclusion of appeal to a higher court against juvenile justice decisions given in courts of first instance and the overall poor understanding by the authorities of the phenomenon and implications of juvenile delinquency all contributed to the inadequacy of the juvenile justice system. These factors, among others, explain the popularity of imprisonment compared with educational and reintegration measures, the lack of separation of juveniles and adults in detention, as well as the prison overpopulation in inappropriate facilities under the supervision of prison personnel with inadequate training. As a consequence, the deprivation of liberty of minors in conflict with the law was by far not applied as a "measure of last resort and for the shortest appropriate period of time" (CRC, Art. 37, b). Indeed, the nonconformity with articles 37 and 40 of the Convention on the Rights of the Child and with the UN Standards and Norms in juvenile justice made a restructuring of the juvenile justice system imperative.

2. In order to help its efforts for a comprehensive reform of its juvenile justice system, the Lebanese Government requested the United Nations Office on Drugs and Crime (hereafter: UNODC) to provide technical assistance aimed at supporting national efforts to bring legal provisions in line with the Convention on the Rights of the Child and the United Nations Standards and Norms in juvenile justice. From this request, two succeeding projects have been implemented. The first project (LEB/98/R72), entitled "Strengthening legislative and institutional capacity for juvenile justice" (*Budget: 834,397 USD*), was launched in January 1999 and completed in June 2002. It was followed by a second project (LEB/02/R30), entitled "Support to the juvenile justice system in Lebanon" (*budget: 672,019 USD*), which covered the period December 2002 to June 2005. To achieve the overall objectives, both projects comprised a different set of specific activities. During the first project, the following activities were planned:

- 1- analysis and reviewing of national legislative provisions related to juveniles;
- 2- development of training programmes for judges and prosecutors, "educators" and specialized social workers, judicial police officers and surveillance personnel, to improve the quality of service delivery;
- 3- assistance with the conceptualisation and design of plans for the construction of a new rehabilitation centre for minor offenders (to be built by the Lebanese Government);

- 4- establishment of a Youth Department at the Ministry of Justice, responsible for the coordination of national activities involving juveniles and for the development of policies aiming at the prevention of juvenile delinquency;
- 5- strengthening of corrections' services for minors and improving detention conditions of male juveniles deprived of liberty and detained in the juveniles wing at the central prison of Beirut (*Roumieh*).

The activities planned during the second project, which was launched for sustaining the efforts carried out under the first project, were specifically aimed at:

- improving the detention conditions for minors in conflict with the law, focusing in particular on the situation of girls;
- establishing a Youth Care Service to increase the chances of reinsertion of minors coming out of detention centres by offering them a life environment and a job opportunity;
- establishing a Protection Section at the Youth Department of the Ministry of Justice and a judicial protection procedure for minors at risk or victims.

3. Both projects have been carried out consecutively and involved actions aiming at the same, overall objective, i.e. to support the Lebanese Government to bring its juvenile justice system in line with the CRC and UN Standards and Norms in juvenile justice. The present evaluation report, in line with the Terms of Reference (ToR) of the in-depth project evaluation, discusses the activities undertaken within both projects in an integrated manner.

1.2. Purpose and objective of the evaluation

4. The purpose of this evaluation is to establish what the projects have achieved and if they have attained their objectives. The extent to which the needs of the beneficiaries are being met as well as what has been achieved in terms of impact and sustainability is also assessed. Furthermore, the evaluation seeks to draw lessons and best practices that can be used to improve project planning, design and management.

5. In order to be in a better position to respond to the increasing number of requests from countries in the Middle East and North African Region to replicate the Lebanese model, UNODC management considered essential to evaluate both projects. Hence, the insights obtained from this evaluation are expected to be extremely valuable for UNODC to improve future projects in the region and outside and also to further develop a "model" UNODC juvenile justice project/strategy. The evaluation will also be of interest to the donors of the project, as these donors are envisaging funding additional projects in Lebanon as well as other similar projects in the region.

1.3. Executing modality

6. The operational work of the United Nations Office on Drugs and Crime in the juvenile justice sector is based on various resolutions of the General Assembly and the Economic and Social Council,² in which the Office has been invited, upon request by a Member State, to develop and implement technical cooperation projects to prevent youth crime, to strengthen juvenile justice systems and to improve the rehabilitation and treatment of juvenile offenders, as well as to improve the protection of child victims.

7. The projects were implemented by UNODC Office in Beirut, and were backstopped by both UNODC Regional Office in Cairo and UNODC Headquarters in Vienna, in particular by the Centre for International Crime Prevention (CICP) and, following the restructuring of the Office in 2002, via the Criminal Justice Reform Unit, that is part of the Human Security Branch – Rule of Law Section. For the implementation of the projects in Beirut/Lebanon, the United Nations Office for Project Services (UNOPS) was associated for the execution of particular managerial and supporting services. The duration of the first project (LEB/98/R72) was projected to be 36 months and was extended for 6 months; it was executed between January 1999 and June 2002. The duration of the second project (LEB/02/R30) was projected to be 24 months and was extended for 6 months; it was executed from December 2002 to June 2005. The overall duration of the evaluated projects amounted to a total of 6 years. A follow-up project is currently under consideration and is planned to lead to a 6 to 10 month extension of the second project (LEB/02/R30). In case this extension will take effect, the projects will have effectively been running during a total period of almost 7 years. The Government Counterpart Agency for both projects was the Lebanese Ministry of Justice. The overall budget for both projects was 1,506,416 USD (LEB/98/R72 Budget: 834,397 USD; LEB/02/R30 budget: 672,019 USD). They were funded by the Governments of the Netherlands, Switzerland and Canada.

1.4. Scope of the evaluation

8. The evaluation covered the period from inception until June 2005. It assessed:

(a) Project concept and design, focusing on the relevance and attainability of the objectives and of planned outputs, activities and inputs, as compared to other cost-effective alternatives, if/as available. It encompassed an assessment of the problems identified by the projects and the corresponding project strategy chosen in order to address them. It also included an analysis of the clarity, logic and coherence of the projects and an assessment on whether/how the projects contribute to a priority area or comparative advantage for UNODC.

² Plans of Action for the implementation of the Vienna Declaration on Crime and Justice, annexed to General Assembly Resolution 56/261 of 31 January 2002; ECOSOC Resolution 2002/15 of 24 July 2002 on United Nations Standards and Norms in Crime Prevention and Criminal Justice; ECOSOC Resolution 1999/28 of 28 July 1999 on administration of juvenile justice; ECOSOC Resolution 1998/21 on UN Standards and Norms in Crime Prevention and Criminal Justice; ECOSOC Resolution 1997/30 on the administration of juvenile justice.

(b) Project implementation, assessing how efficiently project planning and implementation have been carried out, including an assessment of the extent to which organizational structure, managerial support and coordination mechanisms used by UNODC supported the projects. Problems and constraints encountered during implementation as well as the quality and timeliness of inputs and the efficiency and effectiveness of activities carried out were analysed.

(c) Project outputs, outcomes, impact and sustainability, indicating whether results have been achieved, and if not, whether there has been some progress made towards their achievement. It covered an assessment of the usefulness of results and outcomes and whether the projects have created impact, including the likely sustainability of results and benefits as well as the project's contribution to human and institutional capacity building.

(d) Lessons learned from the concept, design and implementation of the project, together with the formulation of recommendations that constitute proposals for concrete action that could be taken in the future to improve or rectify undesired outcomes, including recommendations in respect of issues related to the implementation and management of the projects and follow up projects dealing with the same issues.

1.5. Evaluation methodology

9. The evaluation was carried out by one external international expert (Team leader) and one local evaluator (Team member), both nominated by UNODC and confirmed by the donor. The international expert has excellent knowledge of judicial and social aspects relating to juvenile justice reform and child rights implementation. The local evaluator acquired wide experience in conducting international assistance programmes in the legal field and has a thorough knowledge of/familiarity with the country and region.

10. The following evaluation methods have been used:

- A briefing on the projects and the purpose of the evaluation by UNODC Headquarters in Vienna (Team leader),
- Project document review, including a review of the following material (desk study):
 - A copy of all documentation pertaining to the projects as available at UNODC Headquarters in Vienna,
 - Major project documents, including project documents, progress and monitoring reports, terminal narrative reports, as well as assessments, manuals developed under the project etc.,
 - Documentation made available by UNODC Beirut at the request of the evaluation team
 - Interviews with key players and interlocutors;
 - Field visits to the key juvenile institutions;
 - Examination of relevant international norms and standards and of the relevant Concluding Observations of the Committee on the Rights of the Child;
 - Stakeholder feedback to the draft of the evaluation report.

11. From 6 to 14 July 2005 a mission to Beirut/Lebanon was undertaken by the Evaluation Team, organized by UNODC's Outpost Office in Beirut, under the supervision of UNODC's Regional Office in Cairo. During this mission, meetings were held with:

- National project expert at UNODC's Outpost Office in Beirut
- President of one of the Supreme Courts – in charge of the training of judges and - - prosecutors on youth related issues
- Head of the Youth Department, Ministry of Justice;
- Attorney-general of the High Court
- Head of the juveniles (boys) wing, Roumieh prison, Ministry of Interior;
- Coordinator of a national NGO supporting children victims of abuse;
- Director of the Social Workers Training School and coordinators of the continuous education programme at the University Saint-Joseph, Beirut;
- Social workers and "educators"
- Social worker representative of the Union for the Protection of the Child in Lebanon (UPEL);
- Head of the Police Academy and two police officers in charge of training on youth;
- The Ambassadors of Switzerland and Canada, donors to the project;
- Programme Officer Youth/Child Protection, UNICEF Lebanon Country Office

12. In addition, the following field visits were undertaken:

- The juvenile wing for boys at the central prison of Beirut (*Roumieh*);
- The detention centre for girls (*Moubadara*);
- The interview room for child victims at the *Palais de Justice*, Beirut.

2. MAJOR FINDINGS

2.1. Overall performance assessment

13. The appropriateness and relevance of both projects first and foremost resides in UNODC's support to the national authorities, in particular the Ministry of Justice, for activities pertaining to juveniles in conflict with the law. The project designs included a wide range of activities, targeting comprehensive reforms including juvenile justice legislation, institutional capacity building, training programmes, sentencing practices and the execution of sanctions, as well as detention conditions and post-detention services. The duration of the projects (3 + 2 years planned, extended to an overall period of 6 years) as well as the comprehensiveness of the planned activities are pertinent with regard to the multifaceted character and long-term objective of profound juvenile justice reform. In addition, the projects also aimed at establishing a comprehensive strategy for the legal protection of children victims of violence and abuse. The present evaluation report documents a wide range of performances and achievements attained in supporting the country to bringing its juvenile justice legislation and practices more in line with the CRC and UN standards and norms in juvenile justice.

14. Both projects came into being as a result of a request for technical assistance by the Lebanese Government, represented by the Ministry of Justice. The commitment of the national authorities, that proved to be a reliable and strong partner throughout the duration of both projects, combined with the strong commitment of the UNODC project personnel at the Beirut Outpost Office contributed to the effective and efficient implementation of both projects. The adoption of clear views on the national ownership of the project outcomes also contributed to the success of the planned activities and their sustainable impact.

2.2. Attainment of objectives and achievement of project results³

15. The main aim of the first project (LEB/98/R72) was to strengthen the legislative and institutional capacities of the juvenile justice system and improving the prison system and detention conditions for young (male) offenders. As follow-up to the activities implemented via the first project, the second project (LEB/02/R30) aimed at formulating a strategy directed towards the enhancement of detention conditions for young female offenders, the prevention of recidivism and the protection of children victims of violence and abuse. The overall goal of both projects was to support national efforts to bring legal provisions in line with the Convention on the Rights of the Child and the United Nations standards and norms in juvenile

³ With the aim to describe the project objectives and results achieved via the various activities in a comprehensive manner, and consistent with the evaluation exercise, the headings related to the attainment of objectives and achievement of project results and outputs are combined (See UNODC Standard format and guidelines for project evaluation report).

justice. The findings presented below discuss if and how the immediate objectives have either been achieved or not and how these contribute to the attainment of the overall goal of the projects. The report also indicates the extent to which and how the planned results are achieved within the planned time frame and within the resources available to the projects. The results are clustered in five headings, thus integrating the different activities undertaken during both projects:

- Review of juvenile justice legislation
- Strengthening institutional capacity
- Development of training strategies and programmes
- Reform of detention conditions and set up of post-detention services
- Establishment of a judicial protection procedure for child victims of violence and abuse

a) Review of juvenile justice legislation

16. Two main outputs, intended to contribute to the achievement of the objective to analyse and review national provisions related to juveniles, have been successfully achieved: an analysis and a reinforcement of the national legislative framework followed by information and awareness campaigns on the juvenile justice reform and the new legal provisions.

17. As a first step, the existing national juvenile justice legislation and its application was examined by UNODC in collaboration with the Ministry of Justice, and has led to a *situational analysis of trends in juvenile delinquency* in the country, including the profile of juveniles in conflict with the law, the manner of offences committed by juveniles, the measures delivered and the length of procedures, specialisation and training of personnel, number of minors in detention.

18. As a second step, the Government was supported in elaborating *a new legislative framework pertaining to juvenile justice*, leading to the adoption of Law N° 422 of 6 June 2002 on the protection of juveniles in conflict with the law or at risk. This new law was elaborated by a Ministerial Committee for the reform of juvenile justice legislation, convened by the Minister of Justice. The Committee was composed of national experts nominated by the Minister of Justice and two international experts that were proposed by UNODC. National members included nine judges and prosecutors, of whom High Court judges, a representative of the Ministry of Social Affairs and two relevant experts from the social field. The Committee held six meetings between March and July 1999, i.e. during 5 months, at the end of which its proposed new law was accepted without any changes by the Minister of Justice. The latter presented the text to the Council of Ministers, who accepted the draft law as such on 17 September 1999. In December 1999 the Parliamentary Commission on the Rights of the Child started its discussion on the draft law during 15 sessions. Intensive advocacy work in favour of the draft law by members of the Ministerial Committee, illustrating their sense of ownership of the new legislation, eventually convinced the Parliamentary Commission to adopt the draft law, that rested unchanged and was formally adopted as Law N° 422 on 6 June 2002.⁴ This activity has assisted the national

⁴ The postponement of the formal adoption of the juvenile justice law until June 2002 was an indirect consequence of the withdrawal of the Israeli forces from the occupied territories in South Lebanon in May 2000. In order to respond to the pressing needs for reconstruction and development, the Parliament, in agreement with the Government, indeed decided to prioritize the examination and adoption of legislation involving emergency matters due to Israel's withdrawal.

authorities in their effort to reform the juvenile justice system in order to ensure adequate responses to the situation of juveniles in conflict with the law, while ensuring that in the legislative framework measures for protection, assistance and education prevail over penal sanctions. Project partners at the Ministry of Justice are aware that the new juvenile justice law needs to be amended pursuant to the development of the Lebanese society's requirements. However, they consider this new framework as an important first step: the law has initiated a reform process, and the study of its impact will reveal and make possible future amendments. The reform of a juvenile justice system as an integral part of social justice for young people is indeed a long-term objective. The new law initiated and strengthened the country's capacities to further thinking and gaining expertise in the juvenile justice field, and contributes to strengthening the intellectual and political climate that can inform and lead to further legislative and institutional changes in the field. Hence, the successful review of juvenile justice legislation is an important step for attaining the project's overall objectives as it brings the Lebanese legislation more in conformity with the international legal provisions. Moreover, as the legislative reform is considered being part of a larger process of juvenile justice reform, it contributes to a broader strategy aimed at gradually meeting all requirements of international standards and norms in juvenile justice.

b) Strengthening the institutional capacity

19. At the *Ministry of Justice*, a first objective, formulated in the first project (LEB/98/R72), was to establish an effective and efficient operating Youth Department to function as a coordination unit for all matters pertaining to juvenile justice, to coordinate activities under the responsibility of the Youth Department and to elaborate plan of actions to prevent delinquency and recidivism. These planned activities were achieved. Although the Youth Department was part of the organization chart of the Ministry of Justice prior to the start of the project, it did not actually exist and consequently was not functional. UNODC played an important role in making the Department operational as of February 1999. The staff of the Department is actually composed of 4 professionals and it is planned to recruit two other professionals. An assessment conducted by Penal Reform International of the Lebanese adult and juvenile criminal justice system and detention conditions, in July 2000, stressed the particular efficiency of the strengthened Youth Department. Furthermore, the importance of UNODC's input for the achievement of this initiative was also recognized by the Minister of Justice (October 2000) who particularly welcomed the efforts of UNODC in the reinforcement, with the collaboration of the Ministry of Justice, of the Youth Department. A second objective, formulated in the second project (LEB/02/R30), was to establish a Protection Section within the Ministry of Justice's Youth Department. This specific objective has as such not been attained; the specific tasks of the Protection Section are actually taken up by the personnel of the Youth Department. The establishment of an operative Youth

Department at the Ministry of Justice is a major achievement, as the Department plays a pivotal role in gathering and sharing relevant information on juvenile justice to all parties concerned. Being firmly embedded within the Government's structure, the Department has the potential of growing out into the country's focal point to advance policy making in juvenile justice, closely following national evolutions and monitoring the implementation of relevant international norms and standards.

20. At the *Ministry of Interior*, UNODC, on request by the relevant national authorities, provided timely assistance for additional and necessary institutional reforms, in particular in assisting the establishment, under the authority of the Internal Security Forces, of a Youth Police Unit within the judicial police. The set-up of this Unit, together with a new harmonized and standardized format for the report to be completed by social workers and officers of the Police Unit, the assistance for developing adapted software (that has been developed by adult prisoners – computer engineers) to follow-up the cases, the creation of specific files for juvenile court clerks and prison personnel regarding juveniles on remand or sentenced juveniles all contributed to the achievement of the pursued goals. Furthermore, as an important consequence of the new law and the information and awareness-raising of its basic tenets among the Internal Security Forces, an ‘Internal Order’ for Internal Security Forces was enacted. This Internal Order contains detailed provisions regarding police interviews with juveniles in conflict with the law at the police station and provides details on the carrying out of interviews with juveniles (e.g. the permission for children to sit down, the avoidance of handcuffs and the absence of adults who have no relation with the juvenile). This internal order, together with the obligation for a social worker to be present during all interviews with juveniles in conflict with the law has led to a drastic decrease of the use of violence during police hearings with juveniles, bringing the practice of hearing juveniles in line with relevant international norms and standards.

c) Development of training strategies and programmes

21. Given the lack of experience and knowledge of a large number of professionals dealing with juvenile justice issues, it was found essential to develop relevant training strategies and set-up training curricula. Juvenile justice reform indeed involves an improvement in the qualifications and skills of the stakeholders in charge of juveniles in conflict with the law. The first project (LEB/98/R72) comprised five activities related to training strategies and programmes:

- training programmes for judges and prosecutors
- training programmes for social workers and “educators”
- training programmes for judicial police officers and prison personnel
- study tours to train trainers for social workers and “educators”, managers of prison administration and judicial police officers, and
- the elaboration of training manuals for “educators”, judicial police officers and prison personnel.

In addition, the second project (LEB/02/R30) comprised:

- training programmes pertaining to child victims of violence and abuse.

All activities have been successfully achieved.

22. New *training curricula* were set-up in the respective training schools for judges and prosecutors, social workers and for judicial police officers and prison personnel in order to reach the required professional specialization in the field of delinquency, prevention of recidivism and rehabilitation, as well as regarding child abuse and maltreatment.

- UNODC supported the Director of the Institute for Judicial Studies, professors and judges and prosecutors, to strengthen the training curriculum and programme strategy at the Institute for Judicial Studies, the national training institute for judges and prosecutors. UNODC and international experts in criminal law and criminology, together with national high-level judges and prosecutors, assisted the Institute in

launching the new programme through the organization of a series of lectures during the project. Lectures on penology, criminology and penal law on juvenile justice are now compulsory for the trainee judges and prosecutors attending the three years training period of the institute. This initiative is sustainable and ensures the access to relevant information to all judges and prosecutors, which is of crucial importance, given the continuous rotation of judges and prosecutors in function.

- UNODC assistance led to the setting up of two specialised continuous education programmes at the School for Social Education, University Saint-Joseph. A first training, set up conjointly with the Lebanese Institute of “Educators”⁵, concerns the juvenile justice field, and leads to a university diploma entitled “Juvenile delinquency: prevention and rehabilitation”. A second training concerns the protection of child victims dealing with child abuse and maltreatment and leads to a specialised certificate. Both programmes aim at strengthening the knowledge and capabilities of professionals for addressing issues in the fields of juvenile delinquency and related to child victims of violence and abuse. They have been successfully delivered during the assistance projects, and, as a result, are planned to be offered on a permanent basis. In collaboration with two professors of the Institute of “Educators”, Saint-Joseph University, UNODC elaborated a training manual and technical teaching cards for “educators” in charge of juveniles in difficult circumstances.

- UNODC assisted the Head of the Police Academy to develop a training curriculum and a programme strategy for the judicial police and the prison personnel. UNODC, together with selected international experts assisted the Police Academy for the launching of the programme through the organization of practical and theoretical lectures in a series of training sessions and through a specific training of trainers of five police officers and prison personnel. The latter were entrusted with the task to ensure as of 2002 regular follow-up training courses at the Police Academy for Internal Security Force officers. In addition, training programmes for police officers and agents in charge of the hearing of child victims have been provided with support from UNODC, together with one international expert and one national judge. Furthermore, as part of the Police Academy training programme, UNODC supported the drafting of a training manual and a complete training curriculum for officers of the Youth Police Unit and prison personnel assigned to juveniles. The documents were elaborated by officers of the Internal Security Forces that participated in the study tours with the assistance of UNODC and one national consultant. The training manual and the training curriculum were approved by the Head of the Police Academy, giving it an official status. Also, training for both social workers and police officers have been provided on criminal justice and child abuse in order to strengthen the collaboration between both professional groups which, by the law, work closely together in juvenile justice matters and protection procedures related to child abuse and maltreatment.

23. In addition, UNODC effectively organised several *study tours* for social workers and “educators”, for officers of the prison administration for juveniles and for officers of the judicial police at the Police Academy. These study tours were followed by working sessions for the beneficiaries in order to share experiences and expertise acquired during the tours with respect to their respective field of interest and responsibility. These study tours were the start of the elaboration of a strategy enabling the participants to the study tours to efficiently participate in the training programmes established in their respective schools. These training programmes in turn facilitated the sharing of information and knowledge acquired by participants in the project with a large number of professionals in the field.

⁵ Refer to footnote 1.

d) Reform of detention conditions and set up of post-detention services

24. In order to bring its legislation and practice in conformity with international law, in particular to prohibit the detention of juveniles together with adults, both at the central prison of Roumieh (boys) and in the women's prison, the building of new residential institutions for juvenile offenders was considered a priority. Both results were obtained. Furthermore, a process of reform of the conditions of detention and the treatment of juvenile offenders has been successfully initiated. The set-up of reinsertion programmes outside the detention context has not yet been achieved.

– Assisting the Lebanese authorities in designing the buildings of new residential institutions for juvenile offenders

25. Regarding the building of a detention centre for boys, the main activity was to assist the Ministry of Justice and the Ministry of Interior in the architectural planning and design of a new residential institution intended to be built by the Lebanese Government. The expected output was achieved during the first project (LEB/98/R72). UNODC and one international expert in detention planning and prison management for juveniles effectively assisted the national authorities in the architectural planning and design of a new residential institution. In addition, UNODC assessed two consequent locations proposed by the Lebanese Government. It is to be noted that the actual construction of the new premises by the Lebanese Government has not started yet. In this context, and although the expected output of the project was achieved, efforts should be made to follow-up on the issue and continue the above efforts.

26. Regarding the detention conditions of girls, the building of a new residential institution for girls was considered a priority. This output was successfully achieved during the second project (LEB/02/R30) by the establishment of a specific residential institution for girls, named *Moubadara*, in February 2004. The placing of the new institution on the grounds and in the immediate vicinity of a Hospital had been made possible through UNODC's assistance in carefully assessing proposed locations and via a successful agreement between the Ministry of Justice, the Ministry of Interior and the Ministry of Health. Also, a standard administrative report and filing system was developed, together with a strategy for educational, vocational and rehabilitation programmes to be carried out at the new residential institution. A rehabilitation project, where the girls will be offered the possibility to follow vocational training in the neighbouring hospital, is going to be launched in July 2005. Doubts expressed by the donors as to what extent the creation of a new detention centre would not risk to raise the number of girls in detention – a risk related to the creation of any detention centre, following the adage "if you build a detention centre, you will find people to put there" – did not at all come about. The Centre's capacity of 20 places has since its existence never been reached; the average population being limited to 4 to 6 children. In this sense, the building of the new detention centre for girls has effectively improved the detention conditions of girls that are no longer held in detention together with adults, without giving rise to an increase of the number of children concerned.

– To reform the prison administration and detention conditions of male juveniles detained at the juveniles wing at the central prison of Beirut (Roumieh)

27. In this context, the following outputs were successfully achieved: creation of a specific administrative unit, elaboration of new and standardized social and administrative files for the detained juveniles, reorganization of the juveniles' premises at the central prison, improvement of rehabilitation programmes at the juveniles' wing, in addition to the improvement of the quality of service delivery of the trainers in charge of the educational and vocational workshops at the juveniles' wing. It is noteworthy that for the attainment of these objectives, UNODC Beirut has obtained supplementary financial resources via the sponsorship of a private foundation. Also, of particular importance for attaining the objectives was the procedure followed by UNODC to recruit a national coordinator in charge of the follow-up of the juvenile files, maintaining regular contacts with the juvenile courts, and coordinating the activities carried out by the various NGOs operating at the juveniles' wing. The coordinator was recruited by UNODC for two years, and after this timeframe, was recruited by the Ministry of Interior. This novel and successful procedure resulted in ensuring the sustainability of the central administrative unit for juveniles.

– *To establish a Youth Care Service and set-up reinsertion programmes outside the detention context*

28. The objective to establish a Youth Care Service to increase the chances of reinsertion of minors coming out of detention centres was postponed many times, and was until now not achieved. A major reason for postponing the activity, besides the changes of the cabinet, is that the principal partner for this objective is the Ministry of Social Affairs, and not the project's principal partner, the Ministry of Justice. In order to enhance the collaboration with the Ministry of Social Affairs further negotiations are needed in order to set up a collaboration framework between the Ministries of Justice and Social Affairs. In relation to this planned activity, an international expert undertook an evaluation mission in December 2004 for identifying a private non-profit organization that would be able to set up a rehabilitation centre for minors coming out of detention. As a conclusion of the mission, UNODC found that for the time being no such organization has sufficient competencies and guarantees for setting up such a centre. It is expected that one of the existing private non-profit organizations might however in the near future be able to implement reinsertion programmes outside the detention context.

e) Establishment of a judicial protection procedure for child victims of violence and abuse

29. Different separate but related activities have been carried out successfully. A media campaign as well as awareness raising material on national policy regarding the protection of child victims of violence and abuse were provided by the Ministry of Justice with technical assistance from UNODC. Guidelines and booklets have been published for child victims, for parents and for professionals dealing with children and adolescents. Furthermore, a national assessment on child abuse was undertaken and published in June 2004 by the Youth Department of the Ministry of Justice, with the technical assistance of UNODC. This study that provides data on the prevalence of child abuse is reported to be the first of its kind in Lebanon and serves as a basis for the implementation of further activities. In addition, a particular interview room, equipped with recording material, has been established at the *Palais de Justice* for interviewing children victims of abuse. Training for police officers and social workers

has already been organised in the hearing room to build their capacity to deal with child victims in a real live environment, and to familiarize them with the new audio-visual technologies established in the hearing room. It is expected that the utilisation of the audio-visual devices and their subsequent use before the tribunals will be operational before the end of July 2005. The interviewing room and the possibility to use recorded testimonies before the tribunals, as foreseen in the Lebanese criminal procedure, will contribute to reduce risks of secondary victimisation in the different phases of the criminal procedure. Also, psychological support services and social care for child victims and their families have been established through a private non-profit organization, “*Association pour les enfants de la guerre*”. This non-profit organization provides psychological support for child victims that were referred to it via the juvenile tribunals in four distinct regions of the country. Concerning the possible overlap between justice approaches and welfare/psychological support services outside the justice system, a distinction has been made between “grey cases” that are reported to the competent services of the Ministry of Social Affairs or national NGOs providing welfare services, and “black” cases reported to the justice system that involve clear infringements of the penal law requiring a legal procedure ended by a judicial decision. Further coordination between the Ministry of Justice and the Ministry of Social Affairs concerning child abuse, maltreatment and neglect is being developed, but is not yet fully operational.

2.3. Implementation

30. The projects under evaluation where the very first technical assistance projects for UNODC in the area of juvenile justice. Therefore, at the start of the first project, the project team carefully reflected on the precise features of technical assistance and on the implementation strategies to adopt. Throughout the implementation of the projects, the technical assistance was delivered with a heightened respect and sensitivity for national competencies in the law reform process. UNODC project team considered its role as a service provider to the national authorities, offering to create a synergy between international expertise and national partners and actors. The results to be obtained are primarily national results; owned by the national partners. Throughout the implementation of the activities a continuous monitoring system at programme level has been put in place that was effectively applied in the planning and executing of the activities. In a first stage, different scenarios were elaborated for implementing the activity. After consultations with relevant partners, these scenarios were proposed to the Minister. Also, it was checked whether there was a real engagement of the Minister (agreement, funding and human and financial resources), as well as a study of the sustainability of the activity. In a second stage, the decision was approved and signed by the Minister, who participated actively in the implementation of the activity. Prior to the official delivery of the activity to the Minister, the activities were tested (*ex ante* evaluation). When the project was officially handed over to the Minister, information on the activity was shared with donors, UNODC Headquarters and relevant partners in the UN system.

31. Regular reporting to UNODC Headquarters, including periodic project progress reports and terminal reports, as foreseen in the Projects Documents, were effectively delivered during the implementation, including financial monitoring of expenditures. Furthermore, during the course of the projects a series of evaluations were carried out by UNODC, the Ministry of Justice and the donors to the project. The evaluations assessed the implementation of the project in terms of quality and

timeliness of inputs, as well as efficiency and effectiveness of activities carried out. A detailed assessment was particularly conducted during the final phase of the first project (LEB/98/R72).

2.4. Institutional and management arrangements

32. Country level institutional and management arrangements were effective for the implementation and successful delivery of the projects. Intensive and qualitative working contacts with the national partners enabled a smooth collaboration in the execution of the project activities. Of particular relevance was the selection procedure of the UNODC national project expert that was proposed by the Lebanese Ministry of Justice. The official recognition of the national project expert by the national stakeholders largely contributed to justifying UNODC's interventions towards the national stakeholders, and facilitated working contacts between UNODC and the Ministry of Justice. Also, the direct presence at the Ministry of Justice of the UNODC national expert, who had an office space available within the Ministry of Justice, contributed to the success of the project. Donors have been regularly informed about the progress of the projects, and also regularly monitored the projects. Via the association of international experts from donor countries, also particular competencies of donors were mobilised. In addition, creative use of resources and the search for additional funding, such as the sponsorship by a private foundation of activities related to the improvement of the detention conditions at the juveniles wing at the central prison of Beirut (*Roumieh*), contributed to the attainment of the project objectives.

33. The implementation of the second project (LEB/02/R30) entailed close collaboration, under the authority of the Ministry of Justice, with relevant departments of the other Ministries (Social Affairs, Education, Health and Interior, comprising the Internal Security Forces) and national NGOs. Whereas collaboration between the Ministry of Justice with Interior and the Internal Security Forces continued smoothly, building upon the collaborations established under the first project (LEB/98/R72), the collaboration with the Ministry of Social Affairs was difficult to implement. For this reason, the objective to establish a post-detention reinsertion centre had to be postponed and was not yet carried out.

34. Within UNODC, a double backstopping of the Beirut Outpost Office was established with both the Regional Office for Africa and the Middle East in Cairo, responsible for managerial issues, and with the Criminal Justice Reform Unit at UNODC Headquarters in Vienna, responsible for content matters. This double backstopping did not hamper the coordination of the activities but led to enriching feedback that was beneficial for the project.

35. Regarding collaboration between UNODC and UNICEF, joint activities were initiated before the first project started, and thus during the "project assessment period" in 1998; however a certain lack of coordination and differences between both agencies in project approaches and advises to government appeared while drafting and discussing the new juvenile justice law. Problems encountered in Lebanon gave rise to a meeting in March 2004 between UNICEF and UNODC, attended by Regional Officers and representatives of Headquarters, on improving collaboration in juvenile justice. The differences between the agencies, both regarding planning and general approach to the issue, were acknowledged. However, it was also made clear that these differences need not be contradictory, especially as both organizations explicitly

aim to strengthen the application of the same international human rights standards and instruments – including the clear aim to reduce recourse to detention for children in conflict with the law. Following this clarification, UNODC Outpost Office in Beirut and UNICEF Lebanon Country Office have since decided to coordinate their efforts in the juvenile justice field and have conjointly elaborated a project aimed at evaluating/revising the juvenile justice law and at strengthening the implementation of alternative measures for minors in conflict with the law. The UNODC/UNICEF joint project proposal, which is currently under discussion, is expected to be formally accepted soon, and to start of in September 2005.

3. OUTCOMES, IMPACTS AND SUSTAINABILITY

3.1. Outcomes

36. Given the wide range of successful activities, the project outcomes are highly relevant. Indeed, the achievements of results and immediate objectives have made a significant difference for the juvenile justice system in Lebanon, bringing the system more in line with the relevant international norms. Noticeable outcomes include changes with regard to law enforcement, changing attitudes of judges and prosecutors and judicial police officers towards juveniles in conflict with the law, increased coordination and cooperation between various stakeholders and the development of a clear implementation strategy. These main outcomes can be resumed as follows:

1- The effective functioning and success of the established *Youth Department at the Ministry of Justice* is due to its active work especially concerning the coordination and support of the various activities of professionals responsible for different aspects of the administration of juvenile justice. Furthermore, the establishment of a computerized database system related to juvenile delinquency plays a major role for assisting the evaluation of the impact of the reforms in the juvenile justice system as a whole.

2- The setting-up of new *harmonized and standardized formats for various reports dealing with individual cases* has been a key issue for the coordination and collaboration between all stakeholders. The projects have reached to establish the following reports: (i) reports to be completed by the social workers and officers of the Youth Police Unit once the juvenile is arrested (which came into force with the approval of the Director General of the Internal Security Forces on 19 August 1999); (ii) court files for clerks of juvenile courts (which came into force with the approval of the Minister of Justice on 18 February 2000); (iii) Reports prepared by prison personnel for juveniles on remand or sentenced (which came into force with the approval of the Head of the Prison administration, Internal Security Forces, on 17 November 2000).

3- Outcomes of the second project (LEB/02/R30) were not limited to the assistance in the establishment of a specific residential institution for girls, but also included further assistance in order to ensure that the institution is functional and guaranteeing that all girls in detention are exclusively held in this specialised institution; ***there are no longer girls in detention in the prison for adult women.***

4- ***Information booklets and manuals*** are used both by juveniles and by professionals working in the juvenile justice field, for instance: (i) an information brochure has been prepared and is now distributed to each incoming juvenile in the juvenile wing of the Roumieh prison and to newcomers at the detention centre for girls. These user-friendly booklets give young people a clear idea of their detention conditions and informs them of their rights and duties during their detention period; (ii) an effectively used training manual and a complete training curriculum for officers of the Youth Police Unit and prison personnel assigned to juveniles has been prepared with the support of UNODC.

3.2. Impact

37. The continuous monitoring system that was put in place at programme level and that was effectively applied for the planning and executing of the activities throughout the implementation of the activities was important for helping to assure that desired impacts have been achieved. The major positive impacts of the project activities can be summarized as follows:

1- ***Facilitation of cooperation*** between (i) Key Ministries directly involved in the projects (Ministry of Justice, Ministry of Interior) as well as Ministries indirectly involved in the projects (Ministry of Health), (ii) the above Ministries and the donors (via the Embassies of Switzerland, Canada and The Netherlands), and (iii) grass-root organisations. This cooperation has strengthened a wider cooperation and joint actions not only within the juvenile justice system, but also played a role in paving the way for further collaboration and coordination of activities between the involved stakeholders in other areas.

2- The ***reduction of the detention period***, as a tangible impact of the newly elaborated standardized files.

3- ***Effective implementation of the provisions of Law No 422*** of June 2002. It is to be noted that although Lebanon had a specific legislation and a judicial procedure applying to juveniles (Decree-Law 119 of 1983), its provisions were not implemented. To illustrate the effective implementation of the new law of 2002, we can refer to the reduction of the number of juveniles detained and to the increased presence of specialized social workers attending interviews of juveniles in conflict with the law by police officers.

4- Important ***changes in the attitude and practice of police officers and prison personnel*** towards juveniles in conflict with the law, particularly as a result of Internal Orders imposing detailed conditions and rules to be followed when conducting police hearings after arrest. This has led to a considerable reduction of the use of violence in police stations and more child sensitive procedures.

5- The start *of a more rehabilitative approach to adult prisoners*. For instance, particular rehabilitation programmes providing schooling and vocational activities for children detained at the juvenile wing, involve selected qualified adult detainees of the central prison of Roumieh participating as teachers for some training programmes. This approach has set in motion a reconsidering of the competencies of adult prisoners, for whom no rehabilitation schemes exist.

3.3. Sustainability

38. All stakeholders and donors have noted the sustainability of most activities initiated by both projects. The sustainability of the major activities can be illustrated by the following:

1- Concerning the *reinforcement of the national legislation*, sustainability has been attained by the implication of the majority of the stakeholders before and after the adoption of Law No 422 of June 2002, in addition to information and awareness campaigns on the new legislative provisions.

2- Concerning the *development of training programmes* for various professionals working in the field: (i) Juvenile justice has been included as a subject in the Institute for Judicial Studies, the national training institute for judges and prosecutors (ii) The Social Workers Training School at Saint Joseph University has set-up a new diploma entitled “Juvenile delinquency: prevention and rehabilitation” and a specialised certificate programme on the protection of child victims of abuse and maltreatment. (iii) A training curriculum and programme strategy for the judicial police and the prison personnel has been established. In this context, the study tours that were set up during the projects to train trainers in various professional activities have targeted the most dedicated professionals, which ensures capacity building on the long-term.

3- Concerning the detention of juveniles, as part of the strategy of the *Ministry of Interior, three new posts have been created* specifically dealing with the conditions of juveniles in detention.

4. LESSONS LEARNED

4.1. Lessons

39. Repeated study visits to Lebanon of delegations wishing to set up juvenile justice reform projects illustrate the attractiveness of the projects for countries facing similar problems regarding juvenile justice reform. UNODC Beirut was fully involved in the organisation of missions with delegates from Mauritania and Syria, both hosted by the Lebanese Ministry of Justice, and of the Ministry of Justice of Afghanistan. The present evaluation leads to formulate the following lessons learned:

1- Throughout the implementation of the projects, the technical assistance was delivered with a heightened respect and sensitivity for national competencies in the law reform process. UNODC project team considered its role as a service provider to the national authorities, offering to create a synergy between international expertise and national partners and actors. The results obtained are above all national results, primarily owned by the national stakeholders.

2- The project team's careful consideration of the features of technical assistance and their implementation strategies were very instrumental for achieving the results. This strategy, that comprised a close and regular follow-up of the various activities, before, during and after their execution, contributed to the successful outcome of the projects and shows that also a small team (composed of one national and one international expert), assisted for particular assignments by international experts, can obtain remarkable results. In this respect, the regular consultation and cooperation with the principal partner, his active participation in the implementation of the activities and the *ex ante* evaluation have proven to be very effective.

3- The endeavour to guarantee that the project results are primarily considered to be national results, owned by the national stakeholders, contributed to the sustainability of the project results. UNODC indeed never claimed the exclusive possession of the projects, but concentrated its efforts on providing national stakeholders their efficient assistance. Professionals in the Ministry of Justice, but also within the Police forces that have been involved in the projects indeed feel a strong ownership of the successful outcomes.

4- The involvement of various partners, ranging from Ministries to professional and academic training centres and grass-root organisations was very enriching, exemplified by the intense involvement of the Ministry of Justice, Ministry of Interior, grass-root organisations, the Institute of Judicial Studies, the Social Workers Training School, the Police Academy and the collaboration with the Ministry of Health.

5- The establishment of direct communication lines between UNODC Outpost Office in Beirut and the donors has contributed to facilitate the implementation of the projects. Supplementary administrative work, due to the fact that both projects were financed by three donors (Switzerland, The Netherlands and Canada), did not hamper the implementation of the projects. On the contrary, the collaboration with three donors has strengthened the neutrality of UNODC vis-à-vis the Lebanese Government and has been of great importance for guaranteeing the impact of the projects.

6- Creative use of resources and the search for additional funding, such as the sponsorship by a private foundation of activities related to the improvement of the detention conditions at the juveniles wing at the central prison of Beirut (*Roumieh*), contributed to the attainment of the project objectives.

7- The Youth Department at the Ministry of Justice plays a pivotal role in gathering and sharing relevant information on juvenile justice to all parties concerned. The computerized data system established at the Youth Department in order to collect information on juveniles in conflict with the law provided a better understanding of juvenile delinquency in the country, a clearer perception of procedural gaps and weaknesses, and facilitated the evaluation of the impact of the activities undertaken as well as the coordination of juvenile justice issues on the national level. Being firmly embedded within the Government's structure, the Youth Department has the potential of growing out into the country's focal point to advance policy making in juvenile justice, closely following national evolutions and monitoring the implementation of relevant international norms and standards.

8- Training programmes and study tours directed to various professional working or preparing to work in the "juvenile justice chain" targeted the right professionals that were selected by the national authorities and were particularly involved in juvenile justice issues. Albeit only a few professionals could directly participate in the study tours, as they were targeted at trainers, they did have a multiplication effect that benefited a much larger group of persons than solely the study tour participants. In addition, the collaboration with academic and professional training institutions for offering training programmes has contributed to guaranteeing the sustainable impact of the project results.

9- The establishment of standardized individual dossiers facilitates the work of decision-makers (judges and prosecutors) and provides them with the necessary information, facts and reports related to the different steps of the procedure.

10- To locate the detention centre for girls in the immediate vicinity of the *Dahr el-Bashek* hospital has the chance of setting up a rehabilitation programme enabling the girls to work in the hospital.

4.2. Best practices

40. Examples identified in the current evaluation comprise:

1- The projects considered juvenile justice reform as a process, involving a wide range of partners who all contributed to the results. Of particular importance for this process were the detailed assessment of the existing situation, the legislative reform followed by information and awareness campaigns, training programmes and study tours targeted to various juvenile justice professionals, the setting-up of a Youth Department at the Ministry of Justice and the strengthening of the prison administration for juveniles.

2- Throughout the implementation of the activities a continuous monitoring system at programme level has been put in place that was effectively applied in the planning and executing of the activities. In a first stage, different scenarios were elaborated for implementing the activity. After consultations with relevant partners, these scenarios were proposed to the Minister. Also, it was checked whether there was a real engagement of the Minister (agreement, funding and human and financial resources), as well as a study of the sustainability of the activity. In a second stage, the decision was approved and signed by the Minister, who participated actively in the implementation of the activity. Prior to its official delivery to the Minister, each the activity was tested (*ex ante* evaluation). When the project was officially handed over to the Minister, information on the activity was shared with donors, UNODC Headquarters and relevant partners in the UN system.

3- The agreement between the Director General of the Internal Security Forces and UNODC consisting in the initial recruitment by UNODC for a two-year period of the coordinator of the juveniles' wing was followed by the subsequent take-over of the employment contract by the Director at the end of the UNODC contract period. This was the best solution to ensure the sustainability and the efficiency of the specialised personnel. The same procedure was adopted in the recruitment of the personnel in charge of the residential institution for girls.

4- Of particular relevance was the selection procedure of the UNODC national project expert that was proposed by the Lebanese Ministry of Justice. The official recognition of the national project expert by the national stakeholders largely contributed to justifying UNODC's interventions towards the national stakeholders, and facilitated working contacts between UNODC and the Ministry of Justice. In this context, establishing an office space for the UNODC national expert in the Ministry of Justice, and more specifically in the Youth Department aimed to provide a day to day assistance to all professionals in the Ministry dealing with juvenile justice issue and has been of great importance for the achievement of the various objectives.

5- The various decrees, ministerial decisions and circulars as well as internal orders adopted by the stakeholders largely contributed to the implementation of the projects. Especially, the fact that an Internal Order was signed by the General Director of the Internal Security Forces clearly defined the procedure to be followed during the police hearings has proven to be very effective for implementing the new legislative framework at police station level.

6- The participation of selected qualified adults detained in the central prison of Roumieh in the rehabilitation programmes of young offenders contributed not only to the realisation of vocational training for juvenile detainees but also led to improving the detention conditions of the concerned adults and even opened up possibilities for introducing rehabilitation programmes for other adult prisoners.

The training programmes for juvenile justice practitioners include a visit to detention centres. The opportunity given during these visits to trainers to engage in a dialogue with the juveniles is expected to have a positive impact and a better understanding of juveniles in conflict with the law also on a long-term basis.

4.3. Constraints

41. During the course of the projects, several major political events interrupted the planned implementation of the activities, leading to postponing some of the activities. Also, as the projects were conducted over a 6-year period, frequent changes in cabinet Ministers urged the project team to each time re-build partnerships with the new appointed Ministers. Where the team was successful in establishing effective professional relationships with successive representatives of the Government Counterpart Agency for both projects, i.e. the Minister of Justice, as well as with the different Interior Ministers, it was more complicated to each time re-establish good working relationships with local stakeholders that were less involved in the overall project activities, such as the Ministry of Social Affairs.

42. Throughout the project, a substantial effort has been undertaken to organise both training and information/awareness raising campaigns on the juvenile justice reform process and particular arrangement of the new juvenile justice law. A constraint that affects the smooth implementation of specialised training and general information campaigns is the widespread practice in the country of annually reshuffling professionals, especially at the judicial and police level. The investment in specialised training, for example the training of police officers in child sensitive interviewing techniques, risks to be of limited practical effect if the trained personnel are changing its assignments soon after the training. In addition, the country has to deal with a selective emigration of trained professionals abroad, the so-called brain-drain, illustrated by highly specialised social workers trained by Saint Joseph University in Beirut that are attracted to work in France or Canada.

5. RECOMMENDATIONS

5.1. Issues resolved during the evaluation

43. In juvenile justice projects, implicit references to social defence theory, in particular mixing up matters related to responses to juvenile delinquency with children at risk and child victims, must be banned. However, during the evaluation exercise it was found that this theoretical framework, although explicitly referred to in the Project Document of the first project (LEB/98/R72) did not inform the design nor delivery of project activities. The largest part of the activities undertaken within the evaluated projects deal with juveniles in conflict with the law; only one activity was expressly aimed at the protection of children victims of penal infractions, in particular children victims of violence and abuse. Conversely, the Project Document of the first project (LEB/98/R72) refers to a supposed intimate relation between juvenile justice, crime prevention and children at risk or victims as a general framework for the activities in the juvenile justice field, leading up to assimilate juveniles “at risk of sinking into crime” (pre-delinquency) with juveniles in conflict with the law. The mixing-up of juvenile delinquency with protection and child abuse is also a feature of the document called “Model Law on Juvenile Justice”, an internal UNODC document explicitly referred to as making part of the international recommendations and documents concerning juveniles that informed the projects.⁶ This interpretation of the relevant international standards is surprising, because the Convention on the Rights of the Child and the Riyadh Guidelines, the principal international instruments providing detailed practical policies on preventing children from coming into conflict with the law, do not refer to the criminal justice system as the most appropriate way to dealing with these cases. On the contrary, the overall approach of the international instruments is based on minimum intervention,⁷ which is difficult to reconcile with an approach extending criminal justice to social risk situations. They strongly recommend measures of social protection, and not judicial protection to be developed in order to limit the risks of criminalization for children in need of special protection measures.⁸

6 *Modèle de loi sur la justice des mineurs – Commentaire*, Vienne, 1997 (texte élaboré par le Centre pour la Prévention internationale du crime, Division de la prévention du crime et de la justice pénale, Office des Nations Unies à Vienne, Autriche).

7 *The United Nations and juvenile justice: A Guide to international standards and best practice*, *International Review of Criminal Policy*, Nos. 49 and 50, 1998-1999, New York, United Nations, p. 13.

8 See: *Guidelines for Action on children in the criminal justice system*, Recommended by Economic and Social Council resolution 1997/30 of 21 July 1997, that state: “to prevent further overreliance on criminal justice measures to deal with children’s behaviour, efforts should be made to establish and apply programmes aimed at strengthening social assistance...”.

5.2. Actions/decisions recommended

44. In future projects pertaining to juvenile justice reform, we recommended UNODC Headquarters to:

1- Continue and further strengthen its active collaboration in joining efforts with principal partners within the UN system, including UNICEF, the Office of the High Commissioner for Human Rights, as well as with NGOs and the academic world active in the field of juvenile justice, and make sure that inter-agency collaboration is also taking place 'in the field'. In this respect, UNODC should rely exclusively on the Convention on the Rights of the Child and the UN standards and norms in juvenile justice,⁹ leaving aside the UNODC internal document called 'Model Law on juvenile justice';

2- Continue its participation in the Inter-agency coordination panel on juvenile justice, and pay detailed attention to the concluding observations of the Committee on the Rights of the Child in its project design and prioritisation of activities to be undertaken;

3- Continuously develop and update its own vision on juvenile justice reform, and be clear on the limits of juvenile justice approaches in dealing with social risk situations;

4- Develop projects in the juvenile justice field *senso stricto*, a priority area of comparative advantage for UNODC and a broad field for which relevant international legislation imposes major challenges on States regarding the definitions of crimes (penal code), specific safeguards in juvenile justice procedures, sentencing and sentencing practices, and execution of sentences and educational measures/alternative measures. In particular make use of the successful implementation strategies developed by the project team in the Lebanese context and take advantage of the lessons learned and best practices for developing juvenile justice reform projects in the Middle East and North Africa Region;

5- Conceive project documents and final narrative reports explicitly as internal quality control instruments and add headings related to a critical self-evaluation of the project activities in these reports; make self-evaluation reports available to external evaluators

45. In future activities pertaining to juvenile justice, we recommended UNODC Beirut to:

1- Support the government in the effective building of a separate detention centre for juveniles (boys) in conflict with the law, taking fully into account article 37 of the CRC and the UN Rules for the protection of juveniles deprived of their liberty, most importantly assuring that deprivation of liberty shall only be used as a measure of last resort and for the shortest appropriate period of time;

⁹ See in particular: "The United Nations and juvenile justice: A Guide to international standards and best practice", International Review of Criminal Policy, Nos. 49 and 50, 1998-1999, New York, United Nations.

2- Support the government to further develop the implementation of rehabilitation and reintegration measures, as foreseen in Law No 422, aiming at the diversion from custody, such as community service programmes, reparation or probation. In this respect, intensify contacts and collaborations with the Ministry of Social Affairs, including at the political level;

3- Associate a broad range of local expertise throughout project implementation, in particular by extending the participation of relevant (interdisciplinary) national academic competencies at the start of the project (or even before). Furthermore, intensify the involvement of sectors others than justice and interior in programmes related to juvenile justice issues, which is a multisectorial and interdisciplinary field par excellence;

4- Include activities and discussions on the penal code and the definitions of criminal activities in project design and planning. Also, develop activities aimed at establishing an independent structure to monitor respect for children's rights within the juvenile justice system, including an effective functioning and efficient complaints mechanism;

5- Collect and keep up to date a roster of national and international experts in juvenile justice, including Lebanese experts that participated in the evaluated projects, which can assist juvenile justice reform and training in Arabic speaking countries.

6. OVERALL CONCLUSIONS

46. The present evaluation report documents a wide range of performances and achievements attained by UNODC in supporting the Lebanese Government to bringing its juvenile justice legislation and practices more in line with the CRC and United Nations standards and norms in juvenile justice. The commitment of the national authorities, that proved to be a reliable and strong partner throughout the duration of both projects, combined with the strong commitment of the UNODC project personnel at the Beirut Outpost Office contributed to the effective and efficient implementation of both projects. The adoption of clear views on the national ownership of the project outcomes also contributed to the success of both projects and its sustainable impact. Furthermore, the setting-up of a continuous monitoring system at programme level, which was effectively applied in the planning and executing of the activities, was of great importance.

Throughout the projects, a comprehensive series of activities have been carried out, dealing with:

- Review of juvenile justice legislation
- Strengthening institutional capacity
- Development of training strategies and programmes
- Reform of detention conditions and set up of post-detention services
- Establishment of a judicial protection procedure for child victims of violence and abuse.

Noticeable outcomes encompass the introduction of legislative changes and changes in law enforcement; altering attitudes of judges and prosecutors and judicial police officers towards juvenile offenders; offering sustainable training programmes for various professional groups; effective reform of the detention conditions of juveniles in conflict with the law (both boys and girls) so that juveniles are no longer detained with adults; increasing cooperation and coordination between various stakeholders and the establishment of a judicial protection procedure for child victims of violence and abuse.

ANNEXES

1. Terms of reference

UNITED NATIONS OFFICE ON DRUGS AND CRIME

IN-DEPTH PROJECT EVALUATION

TERMS OF REFERENCE

Project Title: Strengthening legislative and institutional capacity for juvenile justice and Support to the juvenile justice system in Lebanon

Project Number: LEB/98/R72 and LEB/02/R30

BACKGROUND INFORMATION

The operational work of the United Nations Office on Drugs and Crime in the juvenile justice sector is based on various resolutions of the General Assembly and the Economic and Social Council¹⁰, in which the Office has been invited, upon request by a Member State, to develop and implement technical cooperation projects to prevent youth crime, to strengthen juvenile justice systems and to improve the rehabilitation and treatment of juvenile offenders, as well as to improve the protection of child victims.

The project entitled “Strengthening legislative and institutional capacity for juvenile justice” (*Budget: 834,397 USD*) was launched in January 1999 and terminated in June 2002¹¹. It was followed by the project “Support to the juvenile justice system in Lebanon” (*budget: 672,019 USD*) which covers the period November 2002 to October 2004.

The first project was formulated upon request of the Lebanese Ministry of Justice and on the basis of a needs assessment mission carried out in October 1997 as well as two follow-up missions undertaken in November and December 1997. It aimed at supporting national efforts to bring legal provisions in line with the United Nations Convention on the Rights of the Child and the United Nations Standards and Norms regarding the Administration of Justice and included measures to improve detention conditions and treatment of juveniles in detention, in line with the United Nations Rules for the Protection of Juveniles Deprived of their liberty.

¹⁰ Plans of Action for the implementation of the Vienna Declaration on Crime and Justice, annexed to General Assembly Resolution 56/261 of 31 January 2002; ECOSOC Resolution 2002/15 of 24 July 2002 on United Nations Standards and Norms in Crime Prevention and Criminal Justice; ECOSOC Resolution 1999/28 of 28 July 1999 on administration of juvenile justice; ECOSOC Resolution 1998/21 on UN Standards and Norms in Crime Prevention and Criminal Justice; ECOSOC Resolution 1997/30 on the administration of juvenile justice.

¹¹ The project was scheduled to be completed in December 2001, however because of the late adoption of the juvenile justice law, which was expected to be adopted early 2002, and after consultations with the donors, an extension of the project was agreed upon

To achieve this objective, the following activities were planned:

analysis and reviewing of national legislative provisions related to juveniles;
development of training programmes for judges and prosecutors, “educators” and specialized social workers, judicial police officers and surveillance personnel, to improve the quality of service delivery;
assistance with the conceptualisation and design of plans for the construction of a new rehabilitation centre for minor offenders (to be built by the Lebanese Government);
establishment of a Youth unit at the Ministry of Justice, responsible for the coordination of national activities involving juveniles and for the development of policies aiming at the prevention of juvenile delinquency; and
strengthening of corrections’ services for minors and improving detention conditions of male juveniles deprived of liberty and detained in the juveniles wing at the central prison of Beirut (Roumieh).

In order to be in a better position to respond to the increasing number of requests from countries in the Middle East and North African Region to replicate the Lebanese model, it was considered essential by UNODC management to evaluate this project.

The second project “*Support to the Juvenile Justice System in Lebanon*” was specifically aimed at:

improving the detention conditions for minors in conflict with the law, focusing in particular on the situation of girls;
establishing a Youth Care Service to increase the chances of reinsertion of minors coming out of detention centres by offering them a life environment and a job opportunity;
establishing a Protection Section at the Youth Department of the Ministry of Justice and a judicial protection procedure for minors at risk or victims.

The project was completed in October 2004.

PURPOSE OF THE EVALUATION

The purpose of this evaluation is to establish what the projects have achieved and if they have attained their objectives. The extent to which the needs of the beneficiaries are being met as well as what has been achieved in terms of impact and sustainability will also be assessed.

The evaluation will seek to draw lessons and best practices that can be used to improve project planning, design and management. These will be extremely valuable for UNODC to improve future projects in the region and outside and also to further develop a “model” UNODC juvenile justice project/strategy. The evaluation will also be of interest to the donors of the project, as these donors are envisaging to fund additional projects in Lebanon as well as other similar projects in the region.

EVALUATION SCOPE

The Evaluation Team, consisting of one international Team Leader and one national evaluator to be recruited locally, will analyse (a) project concept and design, (b) project implementation, and (c) outputs, outcomes, impact and sustainability of project R 72 addressing juvenile justice reform, implemented in Beirut/Lebanon, from January 1999 through June 2002 and of project R 30, implemented in Beirut, Lebanon, from November 2002 to October 2004 and (d) lessons learned from the concept, design and implementation of the project.

(a) The Evaluation Team should indicate whether/how the projects contribute to a priority area or comparative advantage for UNODC. The team will review the problems identified by the projects and the corresponding project strategy chosen in order to address them. The evaluation should also encompass an assessment of the relevance and attainability of the objectives and of planned outputs, activities and inputs, as compared to other cost-effective alternatives, if/as available. An analysis of the clarity, logic and coherence of the projects should also be provided for.

(b) The Evaluation Team will assess how efficiently project planning and implementation have been carried out, which includes assessing to which extent organizational structure, managerial support and coordination mechanisms used by UNODC support the projects. The team will analyse problems and constraints encountered during implementation as well as the quality and timeliness of inputs and the efficiency and effectiveness of activities carried out.

(c) The Evaluation Team will indicate whether results have been achieved, and if not, whether there has been some progress made towards their achievement. It will assess the usefulness of results and outcomes and whether the projects have created impact. This should also encompass the likely sustainability of results and benefits as well as the project's contribution to human and institutional capacity building.

(d) The Evaluation Team will record lessons learned from the projects and make recommendations as appropriate. They should constitute proposals for concrete action that could be taken in the future to improve or rectify undesired outcomes. Recommendations may also be made in respect of issues related to the implementation and management of the projects and follow up projects dealing with the same issues.

EVALUATION METHODS

Evaluation methods will include:

Document review, this will include all major documents, such as the project documents, progress and monitoring reports, terminal narrative reports, as well as assessments, manuals developed under the project etc. (desk study)

Interviews with key players and interlocutors;

Field visits to the key juvenile institutions;

Drafting of final report.

EVALUATION TEAM COMPOSITION

The evaluation will be carried out by one external international expert (Team Leader) and one local evaluator, as nominated by UNODC and confirmed by the donor. The international expert should have excellent knowledge of judicial and social aspects relating to criminal justice reform. Such experience related to juvenile justice an asset. Familiarity with the project implementation in the UN and possibly in UNODC an advantage. Experience in conducting evaluations is desirable. At least 10 years relevant professional experience required. Post-graduate level education in a relevant area required. Excellent drafting and communication skills in English and French. Knowledge of Arabic would be an asset.

The local evaluator should hold an advanced university degree in the social sciences or other relevant field. S/he is required to have 7 to 10 years of relevant experience in criminology or criminological research. Experience in evaluation that addresses social science issues an advantage. Fluency in Arabic and/or French and working knowledge of English required. Knowledge of/familiarity with UN work in this field, in the country and region an asset.

PLANNING AND IMPLEMENTATION ARRANGEMENTS

This evaluation will be a joint effort between the consultants and UNODC. As for substance, it is critical that the team is independent and conducts a thorough evaluation covering both technical aspects of the projects and also the management of the project itself. The team will have access to all relevant documents and staff, who have worked on the projects.

UNODC officials responsible for briefing the team are:

at the Project Office in Beirut: *Renée Sabbagh*, national project expert of R 72 and R 30, in consultation with *Alexandre Schmidt*, Deputy Representative UNODC Field Office in Kabul/Afghanistan (former international project coordinator of R 72);

at UNODC's Regional Office for the Northern African and Middle East Region in Cairo: *Mohamed Abdul-Aziz*, Regional Representative, *Leif Villadsen*, Project Officer.

at UNODC's HQ's in Vienna: Independent Evaluation Unit; Middle East and African Section, Partnership in Development Branch; Criminal Justice Reform Unit, Human Security Branch.

Tasks

Team Leader/ International Consultant:

The Team Leader will (i) prepare for the evaluation by conducting a desk-review of documentation to be made available by UNODC (1 week); (ii) attend a briefing by UNODC HQ in Vienna (1 day); (iii) undertake a mission to Beirut, Lebanon, to interview key interlocutors and key players, as well as undertake field visits (7 days); and (iv) draft the evaluation report (2 weeks). The mission will be organized by UNODC's Outpost Office in Beirut, under the supervision of UNODC's regional office in Cairo. During this mission, meetings will be organized with:

the current and former Ministers of Justice which have been involved in the programme;

Advisor to the President of the Republic and the First Lady;

Head of the Youth Department, Ministry of Justice;

Head of the Gendarmerie and Prison Services, Advisor(s) to the Minister of Interior, current and former Ministers of Interior;
Head of the juveniles (boys) wing, Roumieh prison, Ministry of Interior;
Head of the Police Academy and the police officer in charge of training on youth;
Director of the Social Workers Training School, Saint-Joseph University;
Head of the Institute for Judicial Studies and the judges and prosecutors/professors in charge of the training on youth related issues;
Juvenile judges;
Social workers and "educators";
Judicial police officers;
Donors to the project;
United Nations Resident Coordinator and representatives of relevant UN agencies;
NGOs.

Team Member/ National Consultant

The national evaluator will be provided with the same documentation as the international expert. He/she will prepare for the evaluation from Beirut and in particular be responsible for the organisation and logistics of the evaluation mission in conjunction with the Project Coordinator. He/she will support the international expert (Team leader) by, *inter alia*, accompanying him/her to the above-mentioned meetings and field visits; taking notes as required; and assisting with the drafting of the final report as per instructions from the Team Leader.

Proposed timeframe: June-July 2005

Before mission (home base) : Briefing of Evaluation Team and Desk Review by Evaluation Team.

8 days mission (Vienna) and (Beirut/Lebanon): One day-visit to Vienna for briefing then seven days of field visits and interviews, stakeholder meeting, debriefing and preparation of the report. Proposed programme for the visit to Beirut:

Day one

- Minister of Justice
- Head of the Youth Department, and staff in charge of the juvenile delinquency section, Ministry of Justice
- Head of the Institute for Judicial Studies, including the judges and prosecutors/professors in charge of the training on youth
- Field visit to youth courts and discussions with Juvenile judges

Day two

- Head of the Gendarmerie and Prison Services, Advisor to the Minister of Interior, Ministry of Interior
- Head of the Police Academy including the police officer in charge of training on youth
- Field visit to police station and discussion with Judicial Police officers trained on youth

Day three

- Field visit to the Juveniles wing (boys) Roumieh prison and discussion with the Head of the Juveniles wing, including social workers and "educators" of NGOs
- NGOs

Day four

- Director of the Social Workers Training School, Saint-Joseph University
- Advisor to the President of the Republic and to the First Lady

Day five

- Ambassador of Switzerland in Beirut
- A representative of the Swiss Agency for Development and Cooperation (SDC) - Ambassador of the Netherlands in Beirut- UN Resident Coordinator and representatives of UN agencies

Day six & seven

Additional meetings if needed/requested, debriefing and drafting of the report.

Deliverables of the evaluation

At the end of the evaluation mission, a debriefing meeting will be held at the UNODC Outpost Office in Beirut/Lebanon in order to present a summary of the evaluation's findings and recommendations. The team will submit and discuss (in writing, within 1 week of completing of the mission) the draft evaluation report to the Lebanese Ministry of Justice and, to the extent it is possible, to the executing agency and other parties to the project. It should be emphasized that although the evaluation team should take the views expressed into account, it should use its independent judgement in preparing the final report.

The Evaluation Team is requested to follow the UNODC standard format and guidelines for the preparation of the project evaluation report. The format and guidelines as well as the summary assessment questionnaire and the 'Guiding Principles for Evaluations at UNODC' will be annexed to the terms of reference.

An **evaluation plan** should be provided before the mission starts.

A **draft evaluation report** should be submitted through the Outpost Office in Beirut/Lebanon by latest **15 July 2005** and circulated for comments among all concerned Units and Sections within UNODC.

The **final evaluation report** should be submitted through the Project Officer in Beirut/Lebanon to the Chief of the Criminal Justice Reform Unit of UNODC with copy to the Field Representative, UNODC Regional Office in Cairo. The Office in Lebanon will distribute the report to concerned parties, including the Independent Evaluation Unit of UNODC Headquarters. The report should be submitted by **31 July 2005**. Annexes to the evaluation report should be kept to an absolute minimum. Only those annexes that save to demonstrate or clarify an issue related to a major finding should be included. Existing documents should be referenced but not necessarily annexed. Maximum number of pages for annexes = 15. The report should be in accordance with the annexed:

UNODC evaluation assessment questionnaire
Standard format and guidelines for project evaluation report
Guiding principles for evaluations at UNODC

2. Organizations and places visited and persons met

Evaluation mission to Lebanon, 6 to 14 July 2005: Programme

	AM	PM
Wednesday 6 July	<ul style="list-style-type: none"> - 20.00 : Briefing with the national expert UNODC and national evaluator 	- Youth Department, Ministry of Justice: Interview with Hala Bou Samra, Director of the Department.
Thursday 7 July	<ul style="list-style-type: none"> - 9.00 : Interview with Renee Sabbagh, national expert UNODC - 12.30 : Interview with the President of a chamber of the Court de Cassation, Ralph Riachy, responsible for training of judges and prosecutors 	
Friday 8 July	<ul style="list-style-type: none"> - 9.30 : Interview with Joyce Tabet, Attorney-general of the High Court, Mme. - 11.30 : Guided visit at the juvenile wing for boys (Roumieh prison) and interviews with the director of the juvenile wing, Rose Marie Tannous, and "educators". 	-14.30: MOUBADARA: Visit of the detention centre for girls.
Saturday 9 July	<ul style="list-style-type: none"> - 12.30 : Interview with Mirna Ghanagy, director of the "Association pour les enfants de la guerre" 	Drafting of the evaluation report
Sunday 10 July	Drafting of the evaluation report	
Monday 11 July	<ul style="list-style-type: none"> - 9.30: University Saint-Joseph School for Social Work: interview with the Director and with the coordinators of further training programmes - 11.00: Meeting at UNODC- Renee Sabbagh 	13.00: Interview with Roula Lobbos, UPEL and visit of the interview room for child victims
Tuesday 12 July	<ul style="list-style-type: none"> - 9.30: Police Academy: Meeting with the Director of the Academy and interview with 2 Captains responsible for training in juvenile matters. - 11.00 : Meeting with the Ambassadors of Switzerland and Canada (Donors) at the Swiss Embassy 13.00 : Interview with Lubna Izzeddine, UNICEF Lebanon 	14.00: UNODC : Meeting with Renee Sabbagh and request for additional project documentation
Wednesday 13 July	Drafting of the evaluation report	19.00 : Debriefing UNODC Ministry of Justice
Thursday 14 July	Departure Beirut	





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