

HUNGARIAN
HELSINKI
COMMITTEE



**External evaluation of the EU-funded
project promoting non-discriminatory
alternatives to imprisonment across
Europe**

EVALUATION REPORT

March 2023

Table of Contents

Executive Summary	3
Section One: Background and Context	10
1.1 Introduction	11
2.1 Objectives of the Evaluation.....	13
2.3 Limitations	14
Section Two: Findings	15
2.1 Findings and Discussion.....	16
2.1.1 Effectiveness.....	16
2.1.2 Efficiency.....	19
2.1.3 Relevance	21
2.1.4 Impact	23
2.1.5 Sustainability.....	25
Section Three: The Way Forward	28
3.1 Conclusions and Recommendations	29
Annex 1 Terms of References.....	32
Annex 2 List of documents reviewed.....	36
Annex 3 List of events conducted under the project	37
Annex 4 List of meetings with Consortium Members	38
Annex 5 Data collection instruments.....	40
Annex 6 Evaluation Matrix.....	44

Executive Summary

In January 2023 Ann-Murray Brown Consultancy was awarded the contract to conduct an external evaluation of the European Union's Justice Programme titled '*PRI Alt Eur: Promoting non-discriminatory alternatives to imprisonment across Europe*'. The Terms of reference may be viewed in Annex 1.

The objectives of the evaluation are to:

- ✓ assess the overall impact of the project in terms of achievement of the stated goal and outcomes¹;
- ✓ assess the relevance, efficiency, effectiveness, impact, and sustainability of the project's results;
- ✓ Identify barriers, limitations and challenges of the new process and the new procedures;
- ✓ Present the lessons learned and make recommendations for future programmes.

The methodology for the evaluation was a desk review and the conducting of key informant interviews (KIIs) with end-user beneficiaries². Members of the project management and coordination team were also interviewed as key experts.

In sum, the evaluation unearthed that the project **was successful** in achieving most of its goals. Though it is **too early** to detect whether the project changed sentencing practices towards non-discriminatory, non-custodial measures, there was evidence of **increased awareness** of the need for alternatives to imprisonment and their better use.

Lessons learned for future projects of a similar nature include **higher level engagement of judges** and prosecutors, as well as **probationers** and **persons subject to criminal sanctions in the design of the project**. Likewise, a more concrete formulation of '**vulnerable groups**' would have assisted in the targeting efforts of the project.

Training on **Monitoring and Evaluation (M&E)** for the project staff would have aided in the better use of the rich monitoring data that was collected. These are just some of the salient

¹ The project's monitoring plan outlines four key outcomes:

- a) Current practices are identified in the legal status, use, type and implementation of alternative measures to imprisonment across European Union member states to better identify best practice and primary barriers to their further use and expansion;
- b) Probation services and judiciary representatives in the two target countries have a better understanding of the importance and utility of alternative sanctions and are able to better protect the rights and meet the needs of individuals, including those from vulnerable and minority groups as they pertain to pre-trial, sentencing and implementation of alternatives to imprisonment measures;
- c) Judiciary and other officials in the criminal justice system have access to and make use of legislative instruments, including sentencing guidelines, (whether binding or non-binding in nature) that are non-discriminatory and respect the rights, needs and circumstances of vulnerable and minority groups, and;
- d) Trialed models of alternative sanctions address needs and protect the rights of vulnerable / minority groups.

² End beneficiaries are defined and classified in three groups; 1. stakeholder groups such as judges, probationers, mental health service providers, lawyers, academia, government officials and other professionals who will benefit from the identification of practices, improved capacity for alternatives sanctions, etc in fulfilling their role, 2. probationers and their families and 3. persons subject to criminal sanctions/sentencing measures.

recommendations. The following table gives an overview of the findings and the other recommendations. Each area that was assessed was assigned a value of “Adequate”, or “Partially Adequate”. No area was determined to have been “Inadequate”.

Evaluation questions	Indicators	Findings	Recommendation
Effectiveness			
1.To what extent have the project’s objectives been achieved?	<p>Number of criminal justice stakeholders (disaggregated by profession/agency, e.g., probation officers, judges, judiciary officials, etc.) who were sensitised through the project to how alternative sanctions are implemented and used across Europe and their need for a specific approach that respects the rights and meets the needs of vulnerable and minority groups with unique backgrounds and circumstances</p>	<p style="text-align: center;">Adequate</p> <p>Approximately 850 persons were sensitised. This exceeded the target of 300 criminal justice stakeholders</p>	<ul style="list-style-type: none"> ▪ More involvement of judges, considering the key role they play in decisions about non-custodial sanctions and measures. ▪ A separate study to be commissioned. This study should specifically target lawyers and judges to solicit their views and behaviour with respect to non-custodial sentences.
	<p>Percentage of criminal justice stakeholders involved in the project through activities who, compared to their attitude before participation, have changed their attitude towards the needs and rights of vulnerable and minority groups and who understand the need to expand alternatives to this group and to adapt alternatives to meet their specific needs</p>	<p style="text-align: center;">Adequate</p> <p>The desk review of the documents that gauged the attitudes of persons showed that they had a renewed commitment to promoting non-discriminatory alternatives to imprisonment</p>	
	<p>Number of stakeholders who have accessed the knowledge products (comparative study, presentations, workshops etc) of the project</p>	<p style="text-align: center;">Adequate</p> <p>The dissemination efforts were quite effective and have reached a wide audience through different channels</p> <p>Evidence of the use of these products by external parties such as the European Parliament was apparent</p>	<ul style="list-style-type: none"> ▪ Dissemination efforts could have started in an earlier phase of the project to maximize the potential reach. ▪ It is important to ensure continuity of the dissemination past the project’s closure.
	<p>Number of discussions at the national level with high-level decision makers in criminal justice agencies</p>	<p style="text-align: center;">Adequate</p>	

Evaluation questions	Indicators	Findings	Recommendation
	about the barriers and potential solutions to better implementation of alternative sanctions		
2. To what extent have the project's objectives been achieved?	Percentage of probation, judges, judiciary representatives and attorneys targeted in this project in Portugal and Hungary who show improved understanding regarding the rights and needs of vulnerable and minority groups and the benefits of alternative sanctions for this group	<p>Adequate</p> <p>The evaluation data (though not completely conclusive), indicate positive, though minor, changes in the knowledge level of relevance of the topics.</p> <p>The respondents were very satisfied with the training/awareness activities that were developed</p>	A more comprehensive and disaggregated data on this indicator would enable a better insight of the positive changes.
	Number of appropriate legislative or non-binding instruments, including drafts or proposals, for each target country which address the current shortcomings and gaps that leave minority and vulnerable groups unprotected and/or discriminated against	<p>Adequate</p> <p>There is evidence of legislative and practical recommendations and non-binding instruments for criminal justice stakeholders, including recommendations to the Portuguese Minister of Justice</p>	Some of the more relevant proposals were concluded towards the end of the project, being important to ensure its future dissemination and, whenever possible, use.
	Number of judges / judiciary members, lawyers, other officials, NGOs and other professionals contributing to, providing input or taking part in discussions around the development of sentencing guidelines/legislative instruments	<p>Adequate</p> <p>Both, in Portugal and in Hungary, numerous meetings and working sessions took place with experts and professionals</p>	Although results for this indicator were met, it is considered an improvement to have a higher engagement of probationers, as "experts by experience", in the discussions.
	Number of piloted alternative sanctions that address specific barriers/challenges in relation to vulnerable and minority groups which can be implemented in whole or in part by probation services across the EU	<p>Partially Adequate</p> <p>Though two pilots were envisioned, only the pilot in Portugal materialised.</p>	<ul style="list-style-type: none"> Due to circumstances outside of the control of the Consortium, there was no implementation of a pilot-project in Hungary. However, there was cooperation with the Budapest municipality and

Evaluation questions	Indicators	Findings	Recommendation
			<p>a non-state service provider (Budapest Esély Non-profit Ltd.). The planning and organizing of the cooperation activity took much longer and required much more effort than what was envisioned. This ultimately was the only reason to not carry out the pilot and instead.</p> <ul style="list-style-type: none"> ▪ A SWOT analysis for future projects of this nature is recommended.
Efficiency			
<p>3. To what extent were there efficient management and coordination of the project?</p>	<ul style="list-style-type: none"> ▪ Frequency of meetings ▪ Participation/attendance levels in project meetings ▪ Perception (and satisfaction) level of the project meetings 	<p>Adequate</p> <p>There was a close coordination with several in person events, regular communication between parties, joint field visits and frequent follow up, timely implementation of the project's activities and good achievements with the project outputs</p>	<ul style="list-style-type: none"> ▪ More explicit and defined roles set out in the Consortium Agreement. ▪ Succession plan to be in place to handle staff turnovers at the different partner organisations.
<p>4. To what extent have the activities of the project been monitored in order to adapt to (and address) changing needs?</p>	<p>Evidence of Monitoring and Evaluation tools (e.g., logframe, development of indicators, collection of baseline data etc.?)</p>	<p>Adequate</p> <p>There were standardised M&E tools and monitoring data was collected. However, more use could have been made of the data for continuous learning and improvement</p>	<ul style="list-style-type: none"> ▪ Monitoring and Evaluation (M&E) trainings at the start of the project to train persons in the use of M&E tools and to stimulate an appreciation of M&E as having value beyond just accountability purposes.
Relevance			

Evaluation questions	Indicators	Findings	Recommendation
5. To what extent was the project inclusive?	Evidence of gender and inclusion considerations (ethnic group, age, disability etc.,) in the design and implementation of the project	<p>Adequate</p> <p>Persons with lived experience of non-custodial sentences were consulted as well as included in the project activities</p>	<ul style="list-style-type: none"> ▪ A formal definition of ‘vulnerable groups’ for the project.
6. To what extent was the project perceived as an appropriate response to addressing the impacts of non-custodial sanctions on minority groups and those left uniquely vulnerable due to specific personal or background characteristics or circumstances?	Perception Levels	<p>Adequate</p>	<ul style="list-style-type: none"> ▪ Training of more professionals and agencies in the field will be necessary. ▪ Discussions at a “higher-level” and service level agreements and working instructions may be needed, to ensure that professionals in the field have access to the resources that enable the implementation of the project’s recommendations.
Impact			
7. To what extent has the project contributed to ending discriminatory practices towards vulnerable and minority groups?	<p>Number of concrete actions / changes by criminal justice officials to better meet the needs and protect the rights of vulnerable and minority individuals in the criminal justice system, and what these actions were</p> <p>Number of probation and judiciary representatives who are more/better aware of the rights of vulnerable and minority individuals in the criminal justice system</p> <p>Project-driven changes in the behaviour of probation / judiciary representatives;</p> <p>Any shifts in sentencing practices</p>	<p>Uncertain</p> <p>It was not possible to ascertain if there were any shifts in sentencing practices, considering this will manifest in the longer term</p>	<p>To reassess the impact of the project in terms of sentencing and probation practices within 1 to 3 years period.</p>
8. What have been the intended, unintended positive and negative changes that have been	Evidence of a change	<p>Adequate</p> <p>Many positive changes have been identified by the</p>	<ul style="list-style-type: none"> ▪ The best practices from the pilot-project in Portugal are very simple and local-specific. The replication

Evaluation questions	Indicators	Findings	Recommendation
brought about as a result of the project?		Consortium and described as project's impact. The participants in the evaluation struggled to identify negative changes, resulting from the interventions	of these best practices was seen as very positive. Nevertheless, feedback from Portuguese experts mentioned the need to understand if other local approaches are equally effective/efficient, to make sure to acknowledge and respect other best practices, before the 'Portugal experience' is used as a 'one size fits all' approach.
Sustainability			
10. To what extent is the net benefits of the pilot project likely to continue?	<p>Examples of hindering and supporting factors to scaleability and replication in other EU countries</p> <p>Examples of lessons learnt</p>	<p>Adequate</p> <p>It is highly likely that the promotion of alternatives to imprisonment will continue after the intervention ends Pilot. There are already plans to scale the pilot in Portugal to a national level. Likewise the benefits of the design and research work done in Hungary will mostly continue.</p>	<ul style="list-style-type: none"> ▪ Intentions for further collaboration were expressed by different stakeholders. To formalize this intention and plan future steps will contribute to ensure its concretization in the near future. ▪ Existing partnerships with other European entities are already in place (e.g., the Confederation of European Probation). It is strategic to expand the network of partners.
11. What conditions supported / hindered the success of the pilot project?	Examples of supporting and hindering conditions	<p>The political climate in Hungary was a hindering factor.</p> <p>The pandemic restrictions limited some in-person contact and cooperation.</p> <p>The timeline of the project was ambitious and probably challenged by contextual variables.</p> <p>The network of professionals and organisations in both Hungary and Portugal who were committed to human rights and reform of the criminal justice</p>	<ul style="list-style-type: none"> ▪ To plan the working packages with a more realistic timeline and/or to review the allocation of available resources. ▪ To reinforce the close collaboration between partners stakeholders external to the consortium (this was mentioned as a key-factor in facilitating collaboration between agencies in Portugal).

Evaluation questions	Indicators	Findings	Recommendation
		system was a supportive condition.	

Section One: Background and Context

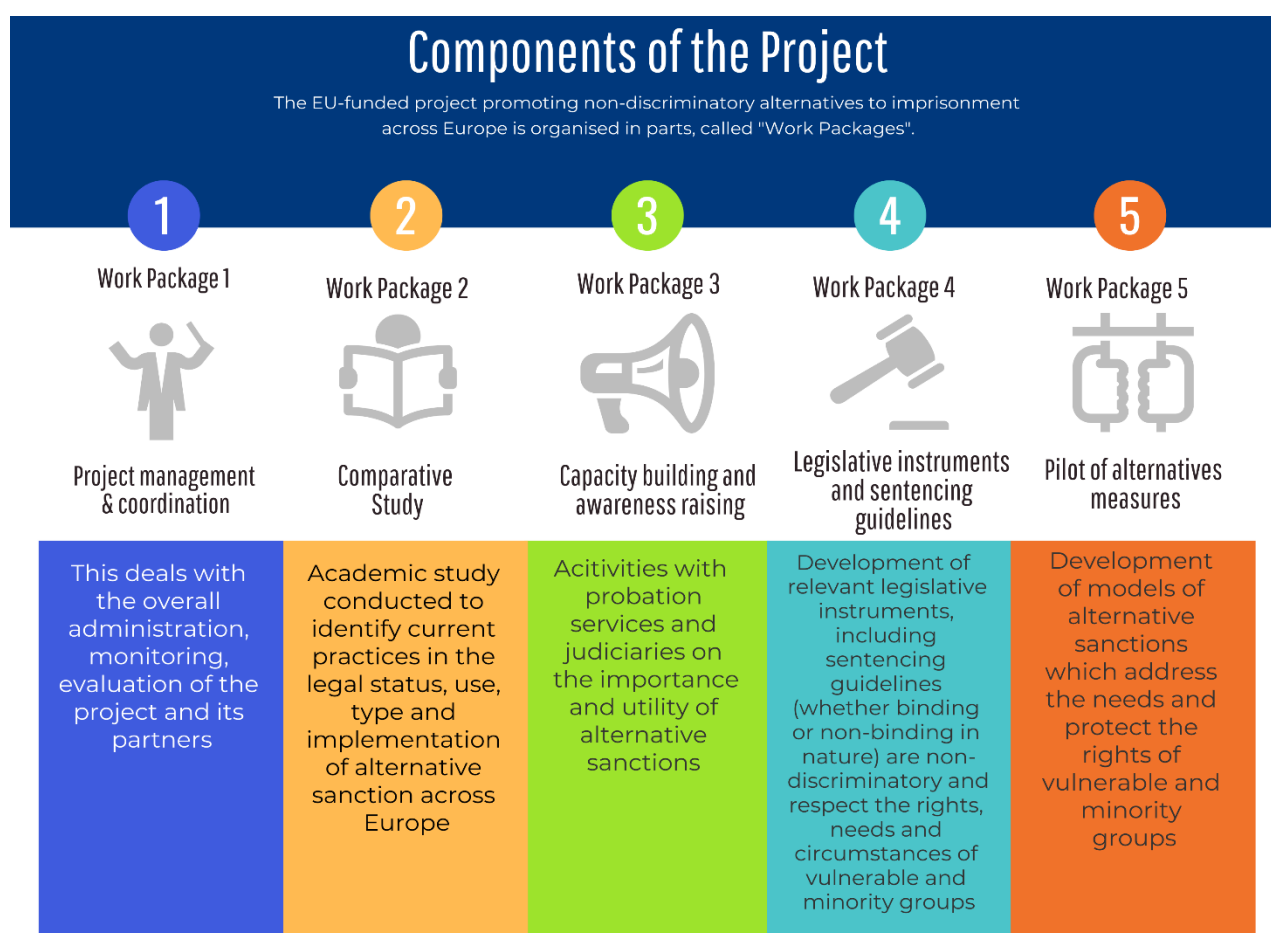


1.1 Introduction

An evaluation was undertaken of the project *'PRI Alt Eur: Promoting non-discriminatory alternatives to imprisonment across Europe'* that was funded through the European Union's Justice Programme and largely implemented in Hungary and Portugal.

The project gave focus to how alternatives are applied and implemented for vulnerable and minority groups across European Union member states. This was done with the implementation of activities such as extensive awareness raising and training for members of the probation service, judiciary and other relevant criminal justice stakeholders in Hungary and Portugal. This awareness raising and training was to highlight the importance and benefits of alternative measures in supporting a more successful re-integration of probationers in society.

The project also worked to assess existing legislative instruments and sentencing guidelines and recommend revisions where appropriate to ensure members of the judiciary and probation services are using policies and procedures which take into account the needs, circumstances and rights of all people, including vulnerable and minority groups in line with EU and Council of Europe standards. The project produced an academic study that provided comprehensive information on the state of play when it comes to non-custodial sanctions and



measures in EU member states. There was also the piloting of an improvement in the way alternative measures are implemented for a group with particular vulnerabilities in Portugal.

More specifically, the pilot entailed enhanced collaboration in the provision of support during a community-based sentence (with greater emphasis and clarity on the cooperation between the probation services and the mental health services) which specifically addressed the challenges faced by probationers with mental health issues.

In Hungary, while no pilot could be implemented, a design for an improved non-custodial measure was developed jointly with a community service provider in response to identified needs and gaps in the current system.

Alternatives to detention include:



- Community service
- Fine
- Disqualification from a profession
- Disqualification from driving a vehicle
- Ban on entering certain areas,
- Ban on visiting sports events,
- Expulsion
- Reprimand
- Release on probation
- Probationary supervision
- Confiscation
- Forfeiture of assets
- Rendering electronic data permanently inaccessible
- Compulsory psychiatric treatment
- Forms of early release from imprisonment
- Reintegration custody
- Release on parole

The project is conducted by a consortium that consists of Penal Reform International (PRI), the Hungarian Helsinki Committee (HHC) and the Faculty of Law of the University of Coimbra (UC).

Penal Reform International (PRI) is an international human rights organisation working for fair and effective criminal justice systems which are non-discriminatory and protect the rights of disadvantaged people. PRI's primary objectives are to secure trials that are impartial, sentencing practices that are proportionate and promote social rehabilitation and humane conditions of detention where alternatives to imprisonment are not possible. PRI is the coordinator of the project, and supported the design, development, and implementation of the pilots through expert input.

The University of Coimbra (UC) is a Portuguese public higher education institution founded in 1290. Its Faculty of Law has a strong tradition of combining teaching and high-level research, through its Institute for Legal Research (*Instituto Jurídico*), a unit of R&D dedicated to developing interdisciplinary and transdisciplinary research. UC is the implementation partner for project activities in Portugal.

The Hungarian Helsinki Committee (HHC) is a leading human rights watchdog based in Budapest founded over 30 years ago and with an outstanding global reputation. Its vision is a world free of human rights abuses, which respects democratic values, the rule of law and a strong civil society; the right to asylum and international protection; and the rights of detainees and the fairness of the criminal justice system. HHC provides free-of-charge legal counselling, strategic litigation, monitoring, advocacy, media and outreach work, training, and empowerment. HHC is the implementation partner for project activities in Hungary.

2.1 Objectives of the Evaluation

The aim of the evaluation was to assess the performance of the project across the five (5) work packages, using the OECD DAC evaluation criteria (relevance, efficiency, effectiveness, impact, and sustainability)³. More specifically, the evaluation:

- Examined project outcomes with consideration of the overall goal that alternative sentences are more pronounced in the target countries and beyond and sought to furnish findings on the following of key project indicators:
 - Number of end-user beneficiaries in Portugal and Hungary⁴;
 - Number of stakeholders who accessed the knowledge products (comparative study, presentations, workshops etc) of the project⁵;
 - Number of concrete actions / changes by criminal justice officials to better meet the needs and protect the rights of vulnerable and minority individuals in the criminal justice system, and what these actions were;
 - Number of probation and judiciary representatives who are more/better aware of the rights of vulnerable and minority individuals in the criminal justice system;
 - Project-driven changes in the behaviour of probation / judiciary representatives, including any shifts in sentencing practices or considerations.

The evaluation also highlighted the barriers encountered during implementation and identified key lessons and recommendations for future programmes.

2.2 Methodology

The evaluation comprised of a desk review, with the examination of data from secondary sources (See Annex 2 for a list of documents that were reviewed). The desk review was complemented by Key Informant Interviews (KIIs) with knowledgeable persons within the consortium and the criminal justice system.

There was also an attempt to conduct in-depth interviews with persons who are from vulnerable groups who were given non-custodial sentences, as well as their families and community members.

Data collection for Hungary was done remotely. It was originally intended that there would be in-person data collection in Portugal. However, due to scheduling constraints, group and

³ As per the Terms of Reference (TOR) for the evaluation, the OECD-DAC criteria, Coherence was not assessed during the evaluation. The TOR is in Annex 1.

⁴ This indicator was originally stated in the Grant Agreement and Terms of Reference as “Number of end-user beneficiaries in each country and across Europe”

⁵ This indicator was originally stated in the Grant Agreement and Terms of Reference as “Number of criminal justice stakeholders across the EU who are aware of how alternative sanctions are implemented and used across Europe”

individual interviews were also organised online to ensure timely data collection involving with the Portuguese stakeholders from different regions (Coimbra and Lisbon).

The list of questions/data collection instrument that were used for the interviews can be found in Annex 5. The data collection instruments were informed by the TOR and the evaluation questions (see Annex 1 and 6).

2.3 Limitations

One limitation of the evaluation was the absence of a diverse group of criminal justice stakeholders within the sample. It was not possible to reach judges and lawyers for interviews. In lieu of access to judges and lawyers, the evaluators were referred to a representative from the Directorate-General for Reintegration and Prison Services (DGRSP) in Portugal. An interview was conducted with this representative.

In light of the above constraint, the evaluation team had to rely on secondary data sources to glean data on this stakeholder group. This took the form of reviewing answers from judges and lawyers who had previously completed questionnaires from different phases/activities of the project.

Another limitation pertained to the inclusion of persons with lived experiences in the sample. In Portugal, since all of the available probationers – four out of five – had already been engaged in the just concluded evaluation of the pilot-project in Portugal, it would have been redundant to engage them again in such a short time span to gather information on the same topic. However, the input from the probationers during the pilot project evaluation was included as part of the analysis for this end evaluation of the project.

Due to the limited or non-existent knowledge of the PRI Alt. Eur. Project, the engagement of probationers not involved in the project would not have add value to the evaluation.

Notwithstanding, efforts were made to identify other data sources for information on persons with lived experiences of alternative sentencing. As such, another non-governmental organisation working with probationers on parole in Portugal – *O Companheiro* – was contacted. This entity had been involved in specific phases of the project. An interview with a representative of *O Companheiro* was done as part of the evaluation.

In line with the principle of inclusive and participatory evaluation, attempts were made to interview persons with lived experiences of alternative sentences (and measures to imprisonment that were considered non-discriminatory).

However, attempts to include end-user beneficiaries from Hungary in the sample were unsuccessful.

Another limitation encountered in the evaluation was the inaccessibility and unavailability of data to give insight on some of the evaluation questions. For example, some websites did not have the functionality of providing information on the number of hits and downloads of documents that were considered as relevant intellectual outputs of the project (e.g., the Comparative Study Report). Nevertheless, data on the dissemination of documents was gathered.

Section Two: Findings



2.1 Findings and Discussion

The main findings are presented according to the evaluation questions that were defined.

2.1.1 Effectiveness – i.e., *the extent to which the project objectives have been achieved*

The project has made contributions to **raising levels of awareness on** alternatives to sentencing. This is evidenced by the 13 events on the subject matter (see Annex 4 for a list of events). The project was able to reach 850 stakeholders who participated in the various events.

The information gathered about the **number of stakeholders who have accessed the knowledge products** indicates that there was a vast dissemination of the project's outputs. In relation to the **Comparative Study Report**, it was uploaded on the [project's website](#) and sent to all the 40 experts, from 22 different EU countries, who contributed to the national research studies. Furthermore, all the trainees who took place in the project's 3-day event in Coimbra in May 2022 and all the participants in the Portuguese Senior Leaders' workshop have also received the above-mentioned document. The [national reports](#) and the [European comparative report](#) were made available to download in the project's website, as well as in the form of an e-book, in [University of Coimbra's online library](#); on March 25, 2023 the document had been accessed 63 times, with a count of 36 downloads from the University's online library. It had also been accessed more than 200 times through PRI's website as of March 3, 2023, including downloads in all three languages, English, French and Hungarian. The Hungarian and Portuguese national reports were downloaded 27 and 37 times, respectively.

Other relevant documents produced within the project were also distributed online, on the PRI Alt. Eur. Project's website, namely:

- Report about the effects of the pandemic in the application of alternative measures ([link](#));
- Evaluation report of the pilot-project in Portuguese and in English ([link](#));
- Best practices manual for the Mental Health and Probation Services ([link](#));
- The legislation review/analysis and the related recommendations,
- Manual for practitioners: Promoting non-discrimination in the application and delivery of non-custodial sanctions and measures ([link](#))
- Discussion guide: Roma and non-custodial sanctions ([link](#))

Some details of online reach of the produced resources were available through PRI's website, where some materials were also shared, but due to the functionality of the utilised project website, it was not possible to access the full number of downloads or accesses to such documents.

The project and its outputs were also **referenced by other agents/agencies**. The EU Parliament mentioned the project's intellectual outputs within a [research report](#) published by the European Parliament about prisons and detention conditions. Rob Allen, an expert in the field and advisor to the project, has also published a [text](#), reflecting on the project and the developed pieces of work. Many other efforts to disseminate the project have been made

with the use of social media networks – [Facebook](#) and [LinkedIn](#) – with existing evidence that far more than 300 readers have been attained.

In terms of project’s efficacy, in Portugal there was a target of one (1) for the **number of legislative or non-binding instruments**. This target was exceeded, considering that a [Manual of Best Practices](#) for the supplementary work between Mental Health and Probation Services, a [Manual for Criminal Justice Practitioners](#), a [Comparative Study Report](#) and specific legal and practical recommendations to be shared with the Portuguese Ministry of Justice, have been/are being produced and shared. The production of these instruments involved several judiciary members, lawyers, officials, NGO’s and other professionals who took part in discussions around the development of sentencing guidelines/legislative instruments; for this reason, the target of 10 professionals in the involvement in these kinds of activities, was clearly reached.

All the participating parties in the evaluation referred to the merit the project had in gathering key stakeholders in Hungary and Portugal.

In Portugal this consisted of probation officers, Mental Health professionals, judges, lawyers, prosecutors, academics who were all convened for **open and reflective dialogue**. Respondents to the interviews and questionnaires mentioned that there was already ample information available for consultation by professionals. Nonetheless, they valued the opportunity to have the different groups of professionals together, in face-to-face conversations on the needs of vulnerable and minority groups (e.g., people who are not residing in Portugal and foreign people who are serving time in Portugal), particular challenging situations (e.g., probationers with Mental Health conditions), the importance of multidisciplinary evaluations and clear referral criteria, and the importance of informing decision-makers of existing programs and interventions (e.g., specific programs for probationers who have committed sexual crimes).

Key informants in Hungary have also reported **increased dialogue** on the use of non-custodial sentences. During one of the roundtables in 2022, a stakeholder from the Ministry of Interior shared with the project staff that it was the first time since 2010 that he had observed so many actors from the justice sector convened to speak on alternatives to imprisonment. There is now more openness to discuss these issues, which has not always been the case in Hungary.

The attendees to events in Hungary were asked to indicate the extent to which they learnt new information on a scale of 1-5 (1 - not at all, 5 - completely). On average over 85 % of participants gave a score of 4 or higher.

In Portugal, prior to the training in May 2022, 36 respondents expressed their levels of knowledge a relevance to their work of specific topics and training subjects. After the training, a group of 26 respondents answered to the same questions.

Topics	Level of Self-Assessed Knowledge	Level of Perception of Relevance to Daily Work
--------	----------------------------------	--

	Before the Training	After the Training	Before the Training	After the Training
International Human Rights standards related to the rights of people in the criminal justice system	2,8	2,9	3,4	3,6
The personal and background characteristics of people in the criminal justice system	3,1	3,1	3,7	3,8
Rights and needs of people from diverse backgrounds - considering e.g., age, ethnicity, nationality, gender, sexual orientation, etc.	3,1	3,1	3,8	3,8
Mental Health needs and their addressing in the context of the criminal justice system	2,9	3,1	3,9	3,9
Good practices in the application and implementation of non-custodial sanctions and measures from other countries / internationally	2,8	3,0	3,7	3,7
Awareness of services provided by community organizations and public bodies for various population needs	2,8	3,0	3,6	3,8

Legend:

1	no knowledge
2	minimum knowledge
3	knowledgeable
4	very knowledgeable

Legend:

1	not at all relevant
2	to some extent
3	to large extent
4	fully relevant

Table 1. Before/After Answers to the Training Questionnaire

Even though generalization is not possible (or intended) and the comparison possibilities are limited – since the group of respondents differs before and after the training – one can conclude that there is an already **high perception of knowledge and relevance of the topics before the training**; this goes along with data from the interview with representative of the DGRSP, which considered the topic of the project as being seen as very relevant by the professionals, since it was a challenge they identified in their day-to-day. It is, still, possible to understand that a **mild increase in knowledge and in the perception of relevance** of the topics to the daily work appeared to have occurred. This finding is substantiated by the fact that **all the respondents** (26) would **recommend the training activity** to other colleague or Criminal Justice System stakeholder and by the elevated percentage of participants – **85%** - who **consider that their objectives or expectations with the training were met**.

With respect to the indicator, *the percentage of criminal justice stakeholders who have changed their attitude towards the needs and rights of vulnerable and minority groups and understand the need to expand alternatives to this group*, disaggregated and complete data

to measure this was not easily accessible. Due to the limitation in available data, conclusions on this topic were not possible.

The team from Portugal gathered 6 answers to the Needs Assessment Questionnaire from the DGRSP, 2 from lawyers and 1 from a judge, indicating the need and relevance for a multidisciplinary and multi-agency (i.e., involving different agencies) training on the topic of non-custodial and alternative sentences and measures for vulnerable and minority groups. The respondents also expressed the need to gather the professionals to improve the supplementary work between Courts, Probation Services and Support Services (e.g., Mental Health Services, NGO's) in the community. Some of the **difficulties and barriers** identified to the application of alternative measures to probationers from vulnerable groups in Portugal were:

- The fact that the differentiation of measures is based on the crime and not on the vulnerability of the probationer;
- The perception of non-existence of support services in the community;
- The insufficient human resources from the DGRSP to supervise the implementation of alternative measures;
- The lack of information about the efficacy of the Mental Health Services in supporting probationers with Mental Health conditions;
- The need for more evidence of lower re-incidence in crime in case of alternative measures;
- The lack of information on the existence of effective reintegration programmes.

2.1.2 Efficiency – i.e., *the extent to which there were efficient management and coordination of the pilot project*

The Consortium is a partnership among an International Non-governmental Organisation (INGO), an academic institution and a local NGO. Each entity brought their own expertise and had their specific mandate for the implementation of the project. From the perspective of the individual partners, the coordination and communication with PRI as the lead organization, went well.

The vast majority of meetings among the consortium members had to be online due to the pandemic. The initial plan was to have a coordination meeting between the 3 partners (PRI, UC, HHC) every 6 months, in person (alternating Lisbon, The Hague, Budapest), but the pandemic prevented it. The biannual coordination meetings have always taken place, but only one of them could be face-to-face, in Budapest, and another took place bilaterally between PRI and UC in Coimbra, on the occasion of the seminar held on 4 November 2021.⁶ In addition to the biannual coordination meetings, a "steering committee" was constituted, with a representative from each partner organisation.

Even though there was **positive feedback** from the individual partner organisations on the overall coordination of the consortium, they cited overwhelming "**bureaucracy**" as an area that

⁶ See Annex 4 for a non-exhaustive list of Consortium meetings

could have been improved. Some reports were too detailed and part of the administrative “paperwork” was very time-consuming. The UC team was not expecting to spend so much time and energy with administrative requirements, which may have had negative impact in terms of efficiency. The team acknowledged that some difficulties could have been related to:

- operational “flaws” within the Portuguese system and the *modus operandi* of the University of Coimbra (e.g., for specific tasks, locally, the digital signature was not possible);
- the fact that the team was composed only by researchers, and no administrative staff had been assigned to the project (as there was no previous experience with this kind of projects, this aspect was not thought of).

In terms of management, insights from the interviews with consortium members gave the impression that the **project planning** may have been too ambitious, with short period of time for different tasks and Working Packages running simultaneously, instead of sequentially.

It was also clear that the budgeting might have been insufficient for specific tasks, referring, as an example, to the need for funding for external experts and professionals to cooperate in data collection and research tasks; it was evident that for the Comparative Study Report some data was not collected or not shared in due time, because the respondents were involved in other tasks they had to prioritize. In the words of the researchers from Coimbra: *“fewer and fewer people are available for this type of tasks without funding ... no significant budget was foreseen for tasks of this kind ... unpaid work was a deterrent to some collaborations.”*

There were evidence of a **Monitoring, Evaluation and Learning (MEL) framework** to track and measure performance of the project. This took the form of standardized data collection tools such pre and post-test questionnaires and evaluation forms. Additionally, there was a logical framework with indicators and targets. However, the evaluation revealed that it was challenging to gather baseline and monitoring data. This was mainly due to the different MEL capacity levels of the consortium partners.

Nonetheless, monitoring data was collected during the project. However, only superficial use of the data had been done for the project’s planning and continuous improvement (e.g., questionnaires about the training activity were collected, but no quantitative and/or qualitative analysis had been done before the final evaluation).

One observation from the evaluation is that there **could have been better synergies and cross fertilization of the knowledge and information sharing among the partners**. From the interviews it was shared that each partner was so competent in the implementation of activities in their respective countries, that updates (and the gathering of input) from the consortium as a whole, was not always sought. For example, all the consortium partners could have had more opportunities to review and give input to project publications before they were finalised. Likewise, UC and HHC key informants felt they could have received more insight on the pilot project in Portugal (especially as a pilot did not materialize in Hungary).

Interestingly, one stakeholder in Hungary indicated that he learnt about good practices with respect to non-custodial sentences from other jurisdictions, and Portugal in particular, from the project’s website (<http://www.prialteur.pt/index.php/home>) and his meetings with HHC.

This suggests that though there could have been improvements in the internal communication within the Consortium, there was cross fertilization of knowledge among the external stakeholders.

With this said though, there was **efficient coordination** between consortium partners with respect to **responding to the emerging issues within the Hungarian context**. The partners were able to strategise and propose a solution when it became apparent that the political climate in Hungary was not conducive to a pilot project in Hungary.

Interviews with the stakeholders also revealed that **staff turnover** within all partner organisations also had an impact on the level of communication and interaction. There were times when communication either lapsed or drastically improved when new persons filled the vacant position within the project teams.

2.1.3 Relevance – i.e., *the extent to which the project was perceived as an appropriate response to addressing the impacts of custodial sanctions on minority groups and those left uniquely vulnerable due to specific personal or background characteristics or circumstances*

From a review of the literature and interviews with key informants, it is seen that the project was an appropriate response.

There were **gender considerations** in the design of the project and the activities are conducted with a gender-sensitive lens. Likewise, the project staff was mostly female.

There is evidence of inclusion considerations (ethnic, economic/social risk, foreigners, people of ethnicity, etc.) being taken into account while planning and implementing the project. The project's own target group is already a marginalized and vulnerable group – people in conflict with the Criminal Justice System – and the project had the general ambition of preventing imprisonment and facilitating social inclusion and reintegration.

To ensure representation of minorities within the target population, different NGOs and other organisations representing diverse groups (e.g., people in situations of homelessness, victims of racism, female probationers, persons with Mental Health conditions, Roma, etc.) were contacted throughout the project, in an effort to represent their voice in different phases of the project.

Not all the individuals and organisations that were approached were available to collaborate, but many did, and in the case of Portugal, some probationers were interviewed to gather their perspective on the experience of non-custodial measures.

The team from the University of Coimbra in Portugal expressed the belief that gender and inclusion considerations were an important aspect of the project's planning and implementation and that the effort towards inclusion was reflected in the proposals for the Minister of Justice; as an example, the vulnerability of foreign citizens and foreign citizens

with disabling conditions that have collided with the law was highlighted, with legal recommendations being made, so that the Portuguese Law may change to prevent the social exclusion and even family separation (that is common at present), since probationers under this condition may be automatically expelled from the country, as per the current legislation.

In the Hungarian context, the project was a first step to promoting the better use of alternative sentencing measures for vulnerable groups. The project led to more dialogue on the matter of non-custodial sentences in general and for minority groups who are disproportionately affected by the discriminatory sentencing practices. This was evidenced by the increased dialogue and awareness on the broad range of alternatives to imprisonment is available by law in Hungary.

Additionally, persons **with lived experience** of being convicted of a crime, have participated and gave presentations at the project roundtable events. One example is a diabetic woman who was imprisoned and subsequently experienced both types of early release that is available in Hungary (first, reintegration custody with Electronic Monitoring and then conditional release). She gave a presentation as part of the project team's panel session at the [Correctional Research Symposium](#) organised by the International Corrections and Prison Association (ICPA) and Europris in Porto in March 2023). Likewise, in Hungary, there has been collaboration with another organisation – Budapest Chance Nonprofit Ltd/ Budapest Esély Nonprofit Kft. – that works with Persons with Disabilities (PWDs). Additionally, there has been a clear action to ensure that sections of the Hungarian County Report cover the experiences of vulnerable groups. Though the pilot project in Hungary did not come to fruition, during the design phase for the pilot, 20 interviews were conducted with persons experiencing community service from vulnerable groups. This was to solicit their views on how the pilot project could best cater to their needs.

The observation of one key informant (and also reinforced by the desk review) was that though the project design was intentional in targeting vulnerable groups, there was **never an explicit definition of who is part of a 'vulnerable group'**. On one hand this is good as there was flexibility with respect to broad participation of persons in the project initiatives. This was partly the reason for the inclusion of probationers with mental health issues as part of the pilot project in Portugal. No one was excluded. On the other hand, not having a clear definition for a "vulnerable group" had an effect on the targeting efforts of the project. According to a key informant, more could have been done on improving the access of women to community-based sentencing.

Both the consortium staff and other project stakeholders (i.e., representatives from the DGRSP and from NGO's in the field), **perceive the project as an appropriate response to addressing the impacts of non-custodial sanctions on minority and vulnerable groups.**

In Portugal *O Companheiro*, one specific NGO working towards the social reintegration of probationers, engaged in different activities of the project, made reference to how relevant the project was within the Portuguese context. According to the stakeholder, the project

highlighted the importance of non-restrictive of liberty measures as contributing to the final goal for re-integration of probationers in the community.

The interviewee posed the question *“why remove someone from the community if the final goal is to reintegrate them?”* The adoption of non-custodial measure is seen as an added value for oneself and for the community and the project raised a lot of attention and positive arguments to support this decision.

The DGRSP had a similar perspective. The theme explored in the project is seen as highly relevant and the issue of probationers with Mental Health conditions, in particular, was raised by this organisation. The representative from the DGRSP pointed out her involvement from the very beginning of the project, including the design of the pilot-project.

The stakeholders in Portugal appreciated how the project drew attention to things that are **already possible under the Portuguese legislation**; – i.e., the Portuguese legislation already supports the implementation and application of non-custodial measures – and working on perfecting it.

2.1.4 Impact – i.e., *the extent to which the project contributed to ending discriminatory practices towards vulnerable and minority groups. The intended, unintended positive and negative changes that have been brought about as a result of the project*

All the participants in the evaluation sample share the opinion that it is too soon for relevant **changes by criminal justice officials** or **shifts in sentencing practices** to better meet the needs and protect the rights of vulnerable and minority individuals in the criminal justice system to be visible. It is, however, clear, that the project has sought to analyze factors of discrimination and barriers to the non-discrimination of certain groups, aggregate data and create political and practical recommendations.

It is apparent that the project contributed to increased awareness on alternatives to imprisonment. However, whether these levels of awareness have translated into action, is harder to ascertain. Hungarian stakeholders **were not able to speak on whether there have been changes in the sentencing practices** that are in favour of non-imprisonment⁷. This is mainly due to the lack of access to current data. At the moment the only accessible data is on convictions and is from 2021. This data is available through the National Office for Judiciary. However, the data does not give much insight on the changes in sentencing practices. Moreover, even if one was able to see the changes in sentencing practices, it would be very difficult to attribute these changes directly to the activities of the project.

In the words of the project’s Consortium: *“we cannot say that with the project there are already fewer people going to prison”*. Still, the **training activity in Coimbra has informed and contributed to a change in the attitudes** of many trainees in relation to the application and

⁷ As previously mentioned, one limitation of the evaluation was the unavailability of judges in the evaluation sample. This stakeholder group could have provided insight on any changes in their sentencing practices.

implementation of non-custodial measures; through a follow-up questionnaire that was administered 6 months after the training, it was clear that many individuals had accessed and shared materials with colleagues and **made changes to their own practices**.

Some of the changes that were expressed by the respondents were:

- Taking more time to understand the particular backgrounds and circumstances of individuals one works with, particularly those from vulnerable and minority groups;
- Sharing and encouraging colleagues to understand the circumstances of vulnerable and minority groups;
- Advocating for systemic change to better cater for and protect the rights of vulnerable and minority groups at the institution one works in;
- making accommodations for people from vulnerable and minority groups in the selection or implementation of alternative sanctions.

Though a direct, attributable link between the project and ending discriminatory practices is hard to discern, there is evidence that the project contributed to broadening the research and evidence base on alternative sentencing. Several of the persons interviewed spoke of using the project publications such as the comparative report, the manual on promoting non-discrimination in the application and delivery of non-custodial sanctions and measures and the discussion guides around Roma, as tools for their advocacy and lobby efforts.

“Individualised sanctions in the judiciary practice, because a personalised sanction is much more expedient. To achieve this, it is necessary to harmonize judiciary and penitentiary activities, and to make good practise the routine.”

*- A training participant
from the Alternatives to Imprisonment in Hungary and in Europe Training
Programme in Hungary. He was responding to the query on his key takeaway
from the event*

One other aspect that has had meaningful impact, namely on the life of the five probationers involved, was the **pilot project** with the teams from Castro Daire. With this activity there was a meaningful changes in the **way Mental Health and Probation Services collaborate** locally, and direct influence in the **management of the case studies**. The evaluation of the piloted intervention revealed relevant positive changes and the **best practices** were then documented into a manual, which was widely disseminated, along with other project’s results.

Besides the work with vulnerable minorities within probationers, the project has explored the theme of prison sentences in times of pandemic. The reflections on actions during the **COVID-19 period** were translated into recommendations (which was shared with the Minister of Justice). These recommendations include the continuation of positive practices that only

occurred because of the pandemic – e.g., there the possibility of a recluse attending online training courses to obtain a certification – as solutions that should continue beyond the pandemic context.

In Portugal, one very particular and **operational impact** has already been revealed. Representatives from the central management of the Criminal Justice System and from the Mental Health Services Coordination have already started preparations for the signing of a formal **Service-Level Protocol/Agreement of Cooperation**. This step reinforces the local cooperation established between the services of *Dão-Lafões* and will probably promote the opportunity for training to be given to other teams around the country.

From different parties, there is a strong **anticipation** that the project and its outputs will support the improvement of current practices, considering that the Portuguese legislation is already quite progressive when it comes to the application and implementation of non-custodial measures. The recommendations that result from the diverse activities of the project are *“practical, more than legislative; it is time to put improve our practices, in agreement with the legislation we already have”*, as mentioned by a member of the UC team, during the group interview.

One **unexpected and positive change** that resulted from the project is the realization, by different stakeholders, of how important it is to define the concept of vulnerability and have a clear criteria to identify vulnerable groups within the population of probationers. After talks with the DGRSP in Portugal, it was decided that the pilot project would address the specific needs of vulnerable groups of probationers, such as Roma people and individuals with Mental Health conditions. Throughout the project implementation, other groups were identified as vulnerable – e.g., foreign citizens serving time in Portugal, Portuguese probationers residing abroad, homeless probationers – and this may result in additional positive changes in the future.

In Hungary another **unintended positive consequence** of the designing process was that the mentors of Budapest Esély Non-profit Ltd. started involving community servicers into their mentoring process and discovered that involving their original target group (people with disabilities), and community servicers had a positive inclusive, empathizing effect on both these vulnerable groups – helping and supporting each other humanised the process of carrying out the work.

2.1.5 Sustainability – i.e., the extent to which the net benefits of the project are likely to continue and the conditions that may support/hinder the success

There is good indication that **the net benefits of the project are likely to continue** after its cessation. This finding is based on the continued existence of a repository of documents that were produced under the project.

Additionally, the consortium partners were all actively working in the area of rule of law, criminal justice reform and human rights even before the project begun. It was their track

record that led to the formation of the partnership/consortium in the first place. As such, the individual partner organisations will continue to lobby for non-custodial sentences even after the project ends.

The pilot project in Portugal was a component of the project that represents its sustainability, considering that the cooperation between Mental Health and Probation services will continue, even when the project ceases to exist. Besides that, steps have been taken in order to replicate the pilot in other regions of Portugal and a formal agreement between Mental Health and Probation Directorates is under preparation.

Organisations from the Consortium (e.g. *Instituto Jurídico* from the UC) and relevant stakeholders have expressed the will to continue to cooperate, past the project's end; a very concrete action may serve as an example: the UC's domain will continue to host the project's website. The connection to other organisations, such as the Confederation of European Probation (CEP) may be a reinforcing factor for positive continuation of achievement of the project's objectives even after the intervention formally ends.

Participants in the interviews for the evaluation, from the DGRSP, UC team and the NGO *O Companheiro*, were in agreement with regards to how the scientific approach of the project will contribute to its sustainability and even scalability. One respondent expressed: *"the investigation was done in a scientific way, with real cases, involving various organizations in the area, based on facts ... This can only have an effect in the short, medium and long term"*.

When it comes to the support provided to probationers with Mental Health condition, the fact that Portugal just went through a major reform on the Mental Health policy and practices is a very positive factor. Community teams are being created and the possibility of training them to work in collaboration with Courts and Probation services is very promising for developments in the application of non-discriminatory measures.

However, **hindering factors** still exist.

In Portugal, it was more than evident, from diverse sources, that limitations in resources was the main hindering factor. Inadequate resources may compromise the application and implementation of non-custodial sanctions and measures. This was evident from the answers of Judges and professionals of the DGRSP to the project's questionnaires, in which it was expressed that putting best practices in place sometimes required more resources than the ones that the services had available. For example, it was mentioned that the caseload of Probation Officers and the geographic dispersion is, frequently, too numerous or too vast for a close supervision to be possible.

In Hungary, the hindering factor is two-fold. Firstly, the relationship between civil society actors and the government can be described as adverse. This is compounded by the introduction of restrictive, punitive and mostly custodial sanction-centred criminal policy since 2010. There has also been decreasing support of social services and non-criminal justice interventions for detainees in Hungary the last few years.

These hindering factors affected the implementation of the project activities in Hungary. This was the main reason why a pilot project was not undertaken in that jurisdiction. Stakeholders from the probation department of the Hungarian Ministry of Justice (MoJ), the National Office for the Judiciary (NOJ) and the correctional probation department of the Hungarian Prison Service (HPS) were simply not willing to cooperate with HHC, as a civil society organisation. As an alternative to a pilot project in Hungary, a partnership was undertaken with the Budapest Esély Non-profit Ltd., to engage in research, design, training and advocacy work.

The aim of this collaboration with Budapest Esély was to design an alternative measure that focused on the special needs of those who are subject to community sanctions but due to lack of capabilities or other disadvantages, could not perform according to the traditional standards of this kind of sentence. The aim was to merge the goals of the punishment with a developmental activity (e.g., employment rehabilitation services) to promote the labour market integration of this specific group. There are already notable benefits of the research/design efforts that has been attributable Esely's work. Additionally, HHC and Esely have a commitment to the continued promotion of the designed pilot.

The main **supporting factor** for continued positive effects of the project in Hungary is the presence of several professionals who are committed to criminal justice reform. A legal instrument was introduced in Hungary in February 2023. This legislation makes provisions for chronically ill inmates to serve the remainder of their sentences at home. This positive development can be interpreted as being the consequence of the lobby and advocacy work of the human rights champions who are committed to reform.

Section Three: The Way Forward



3.1 Conclusions and Recommendations

Overall, the findings of the evaluation revealed that it is **too early** for the full impact of the project to manifest. These long-term changes include the change in sentencing practices towards non-discriminatory, non-custodial measures. This will see less overcrowding in penal institutions and more successful re-integration and rehabilitation of offenders. Nonetheless, the evaluation did reveal **evidence of increased awareness** and a shift in mindset towards the goal of promoting alternatives to imprisonment.

Additionally, the evaluation revealed that there will most likely be **sustainability** of the positive effects of the project. This is based on the rich repository of documents that were produced under the project. Likewise, a strong network of professionals working in the area of rule of law, criminal justice reform and human rights have been established at the national and regional levels. By all indications these organisations will continue to lobby for non-custodial sentences even after the project ends.

In terms of **project planning and management**, it is concluded that some improvements could have been made. Though EU regulations and procedures do require paperwork, it is seen where certain processes could have been streamlined to reduce the 'administrative burden' of the Consortium partners in countries where the project was implemented. HHC and UC had to focus on the production of the deliverables under the various work packages *and* attend to administrative matters related to the coordination of the project. The latter took an inordinate amount of time (e.g. preparation and re-submission of invoices).

Apart from the simplification of processes for procurement and other administrative tasks, another solution (for future projects of a similar nature), could be a higher level of involvement of the lead entity – PRI, in this case – in the production of key deliverables. From the evaluation it was observed that PRI was sometimes relegated to a periphery role.

While every partnership will have varying degrees of contribution from its members, and each member contributes in a different way, it is felt that PRI's expertise could have been more capitalised by the other consortium parties. This could have had another positive effect, helping the lead organisation in assessing how time consuming some administrative tasks were, and, where possible, simplifying aspects of the paperwork.

For future projects, a lesson learnt is for more explicit and defined roles set out in the **Consortium Agreement** to guide the level of input, communication and expectations of partner organisations. Though staff turnover is an issue that is internal to the respective organisations and their internal procedures, it did have an impact on the overall project operations. As such, succession plans could have been in place to help with smoother transition during the periods when vacant project job posts were being filled. This succession planning could be an element of the Consortium Agreement.

The national teams, especially from Portugal, have considered the **timeline of the project demanding**, for the reason that there were Working Packages running simultaneously and deadlines that might have been too short for the successful consecution of all the tasks.

Budgeting was also a topic that is worthy of attention, with the need of consideration of adequate financing of the collaboration of experts and other respondents so that the information would be gathered in a timely way.

Another finding from the evaluation shows that although the project's intellectual outputs have been disseminated within the expected audience range, most of the **dissemination actions took place in the final period of the project**. Since wider dissemination was not possible in an earlier phase, it is important to ensure its continuity, as it is concluded that a wider audience may benefit from it and that it may probably increase the project's impact and contribute to its sustainability.

Another aspect that is worthy of reflection is the **Monitoring and Evaluation (M&E)** practices. Although there were standardised data collection forms and the collection of monitoring data, the evaluators get the sense that a thorough reflection on the data was not adequately done in order to answer complex and important questions about the project, its efficacy, efficiency, risk management for continuous improvement. It was however a positive sign that data from diverse sources was available for the desk research component of the evaluation. However, better use of this data should have been done during the project's life cycle.

Additional improvements in the monitoring/evaluation procedures would have been beneficial for the final evaluation of the project, considering that there were some difficulties in accessing all the necessary data (e.g. information about participants in some activities, disaggregated by professional area).

One possible reason for the underutilization of the monitoring data could be the uneven M&E capacity across the partner organisation. As such, the recommendation is being made for the **conducting of M&E training** in future projects to complement the standardized forms.

The evaluation also revealed that another area that could have been improved was the **engagement of** fundamental stakeholders and practitioners such as **judges and prosecutors**. This could have provided insight on the changes to sentencing practices. A recommendation is being made for a **separate study that specifically targets lawyers and judges** to solicit their views and behaviour with respect to non-custodial sentences.

In practice, the Portuguese legislation and Criminal Justice System was not seen as acting with a discriminatory attitude towards vulnerable populations; non-custodial sentences are utilized and programmes and measures for specific populations are predicted in the legislation.

There is, however, a lack of communication between criminal justice stakeholders and the limited involvement of vulnerable groups may result in ineffective efforts to improve practices. A representative of the Criminal Justice System said: *"It may be necessary to make the Court more aware of what mental health conditions are all about"*. It might be, that this observation is also relevant for other categories of vulnerable and minority groups who have collided with the Criminal Justice System, for example, homeless people, Roma individuals, or foreign citizens.

It is clear from the project design that though the promotion of non-custodial sentences was the overall aim, there was specificity in targeting vulnerable and marginalised groups who may have borne the brunt of discriminatory sentencing practices. However, 'vulnerable groups' is not homogenous.

There is also the issue of **intersectionality**. This looks at the interconnected nature of social categorisations such as race, class, and gender as they apply to a given individual or group. This creates an overlapping and interdependent systems of discrimination or disadvantage.

In nearly all societies, probationers are stigmatised due to being convicted of a crime. Additionally, mental health issues can be a taboo subject. In the case of the participants of the pilot project in Portugal, they were 'doubly' marginalised as probationers with mental health conditions.

Future projects of a similar nature, it is recommended that there is formulation of what a 'vulnerable group' is in the context of the project. Likewise, categories of vulnerable groups can be identified in each country (as these groups differ per jurisdiction and context).

With respect to the pilot Project in Portugal, the evaluation reveals an opportunity to **improve the way** its "end user beneficiaries" – **the probationers from vulnerable and minority groups** – were involved in the conception and implementation of the project. There was engagement of different stakeholders – NGO's, Criminal Justice System representatives, Mental Health professionals – and the same level of engagement would have been of added value when it comes to probationers envisaged by the project.

The evaluation findings also recommend a **SWOT analysis** in the formative stages of the any future project. In the case of Hungary, the challenges (and associated risks) of the political environment were already known. This was highlighted in the risk assessments that were done by consortium team, both at the design stage of the project and also during the project implementation. Therefore, though it was commendable that a pilot project was envisioned in Hungary and the risks were identified, a SWOT analysis would have aided in the formulation of contingencies for any eventualities.

Annex 1 Terms of References

Terms of Reference

External evaluation of an EU-funded project⁸ promoting non-discriminatory alternatives to imprisonment across Europe through research, capacity building and advocacy

Background

Penal Reform International (PRI) is coordinating a 27-month project⁹ funded by the European Union's Justice Programme (2014-2020) entitled *PRI Alt Eur: Promoting non-discriminatory alternatives to imprisonment across Europe*. The project, conducted jointly with the Hungarian Helsinki Committee (HHC) and the Faculty of Law of the University of Coimbra (UC), examines the current use of non-custodial sentencing measures across European Union member states and particularly in the projects' two focus countries, Hungary and Portugal, with a focus on the impacts of the application and implementation of non-custodial sanctions on minority groups and those left uniquely vulnerable due to specific personal or background characteristics or circumstances.

Through comparative and country-specific research, awareness raising, capacity building and advocacy activities as well as a review of existing legislative instruments and sentencing guidelines, the project aims to highlight the importance and benefits of ensuring alternative sanctions are non-discriminatory in their availability, use and implementation and to recommend practical steps that can be taken to ensure this in policies, procedures and their everyday implementation in the two focus countries and beyond. Through its activities and outcomes, the project seeks to contribute to the implementation of the EU Council Conclusions on alternative measures to detention.¹⁰

In addition to country-specific training and advocacy activities in both focus countries, a pilot project is being implemented in Portugal as part of the project to specifically address challenges, gaps and problems faced by individuals with mental health support needs in the context of non-custodial sanctions, with an eye toward lessons and recommendations that have wider applicability. While the project plan included the piloting of a new or improved non-custodial measure in each focus country, pilot implementation was deemed unfeasible in Hungary due to lacking engagement from the probation services and judiciary. As such, the design of an alternative measure and related awareness raising and advocacy efforts are being realised, aiming to secure interest, engagement, and support for future implementation outside the scope of the current project.

⁸ See: *PRI Alt Eur: Promoting non-discriminatory alternatives to imprisonment across Europe* at www.penalreform.org/where-we-work/europe/alternatives/.

⁹ Initially intended to run for 23 months, extending from January 2021 to November 2022, the project received a four-month extension in early 2022.

¹⁰ Council of the European Union, *Council conclusions on alternative measures to detention: the use of non-custodial sanctions and measures in the field of criminal justice* (2019/C 422/06), Official Journal of the European Union, 16 December 2019.

About the consortium members

Penal Reform International (PRI) is an international human rights organisation working for fair and effective criminal justice systems which are non-discriminatory and protect the rights of disadvantaged people. PRI promotes criminal justice systems that uphold human rights for all and do no harm, running practical human rights programmes and supports reforms that make criminal justice fair and effective. PRI's primary objectives are to secure impartial trials and sentencing practices that are proportionate and to promote social rehabilitation and humane conditions of detention where alternatives to imprisonment are not possible. PRI is the coordinator of the current project, working together with the national partners in the development and implementation of activities and monitoring risks and impact throughout the project's lifespan.

The Hungarian Helsinki Committee (HHC) is a leading human rights watchdog based in Budapest founded over 30 years ago and with an outstanding global reputation. Its vision is a world free of human rights abuses, which respects democratic values, the rule of law and a strong civil society; the right to asylum and international protection; and the rights of detainees and the fairness of the criminal justice system. HHC provides free-of-charge legal counselling, strategic litigation, monitoring, advocacy, media and outreach work, training, and empowerment. HHC leads on the development and implementation of all project activities in Hungary, in collaboration with relevant stakeholders, including criminal justice actors and external consultants.

The University of Coimbra (UC) is a Portuguese public higher education institution founded in 1290. Its Faculty of Law has a strong tradition of combining teaching and high-level research through its Institute for Legal Research, an R&D unit dedicated to developing interdisciplinary and transdisciplinary research. Faculty members played a crucial role in drafting the Portuguese Penal Code, Criminal Procedure Code and the first laws for the implementation of prison sentences, as well as many of their subsequent reforms regarded as progressive because of their focus on human dignity, rehabilitation, and imprisonment as a last resort. UC leads on the cross-national comparative research of non-custodial sanctions and measures in the European Union and is in charge of the development and implementation of all project activities in Portugal, in collaboration with the Ministry of Justice and other relevant stakeholders.

Purpose

The project consortium is seeking an evaluator(s) to undertake a comprehensive evaluation of the project, using the OECD DAC evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability), assessing the project results and learning as well as barriers encountered during implementation, and any made mid-term adjustments. Drawing on data collected as part of project monitoring as well as additional information collected through direct and secondary sources and feedback from project stakeholders, the evaluators will identify key lessons and recommendations for future programmes. The evaluation of project activities should assess their overall impact in view of their stated goals, looking at the relevance of their design, efficiency, and effectiveness of implementation, as well as sustainability of impact in the focus countries and across Europe.

Methodology

The evaluator(s) is expected to develop and propose their own evaluation methodology which is appropriate to the evaluation questions and the design of the project and its activities. The expected methodology should include:

- A comprehensive desk review of relevant project and related documents (to be provided by the consortium and from additional research conducted by the evaluator(s));

- Key informant interviews with a wide range of stakeholders, including consortium member staff, criminal justice representatives directly involved in the design and implementation of activities, and others involved in or targeted by the project's activities (e.g., civil society representatives, probation clients - a list of relevant stakeholders will be compiled by the consortium jointly with the evaluator(s)).

Other methods may include questionnaires and surveys which should be used if appropriate.

Tasks and deliverables

The evaluators will provide a thorough assessment of the realisation of project objectives by:

- Reviewing and analysing documentation regarding project activities, including data;
- Producing an inception report, elaborating on the methodology outlined in the proposal and the evaluation questions to be answered, based on initial desk analysis and discussions with consortium members and other stakeholders;
- Gathering and analysing varied data to support a thorough assessment, including stakeholder feedback and second-hand data;
- Examining project outcomes¹¹ with consideration of the overall goal that alternative sentences are more pronounced in the target countries and beyond and of key project indicators outlined in project documentation and identified throughout the project and the evaluation, including:
 - Number of end-user beneficiaries in each country and across Europe;
 - Number of criminal justice stakeholders across the EU who are aware of how alternative sanctions are implemented and used across Europe;
 - Number of concrete actions / changes by criminal justice officials to better meet the needs and protect the rights of vulnerable and minority individuals in the criminal justice system, and what these actions were;
 - Number of probation and judiciary representatives who are more/better aware of the rights of vulnerable and minority individuals in the criminal justice system
 - Project-driven changes in the behaviour of probation / judiciary representatives;
 - Changes to sentencing practices, the nature of these changes, and how the changes have impacted end-user beneficiaries.
- Completing a comprehensive evaluation report on the project implementation and outcomes.

A separate evaluation of the pilot alternative measure(s) developed as part of the project is being conducted. The evaluators will have the pilot evaluation reports at their disposal in support of the overall project evaluation. All consortium members will also be available to support the needs of the evaluation by providing information and insights on the project implementation.

¹¹ The project's monitoring plan outlines four key outcomes:
 1) Current practices are identified in the legal status, use, type and implementation of alternative measures to imprisonment across European Union member states to better identify best practice and primary barriers to their further use and expansion;
 2) Probation services and judiciary representatives in the two target countries have a better understanding of the importance and utility of alternative sanctions and are able to better protect the rights and meet the needs of individuals, including those from vulnerable and minority groups as they pertain to pre-trial, sentencing and implementation of alternatives to imprisonment measures;
 3) Judiciary and other officials in the criminal justice system have access to and make use of legislative instruments, including sentencing guidelines, (whether binding or non-binding in nature) that are non-discriminatory and respect the rights, needs and circumstances of vulnerable and minority groups, and:

4) Tried models of alternative sanctions address needs and protect the rights of vulnerable / minority groups.

The tangible deliverables include:

- An inception report of no more than 10-15 pages in English;
- End evaluation report in English, due in electronic format in March 2023. Preferred length: 20 – 30 pages.

Duration and timeline:

The evaluation is expected to commence in January or February 2023 and conclude in March 2023. The estimated days for the work will depend on details of the proposed evaluation methodology.

- Gathering of information on project implementation – January / February 2023
- Inception report, to be submitted two weeks after the start of the evaluation – February 2023
- Evaluation activities and analysis – January / February-March 2023
- Completion and submission of the final evaluation report – March 2023

Other information:

- The overall evaluation budget cannot exceed EUR 12,000.00, including any expenses related to travel and on-site work in Hungary and/or Portugal.
- The evaluators will report to the consortium's steering committee. Day to day support and quality assurance will be provided by PRI's project coordinator for Alternatives to imprisonment in Europe, based in the Netherlands, and the appointed representatives of each consortium partner in the focus countries (HHC in Hungary and UC in Portugal).
- The working language with PRI and between project partners is English.
- Not all involved stakeholders in the focus countries speak English. As such, knowledge of the local languages (Hungarian, Portuguese; French) is an asset.



The content of this document represents the views of PRI, HHC and UC in their capacity as consortium members on the current project only and is their sole responsibility. The European Commission does not accept any responsibility for use that may be made of the information it contains.

End./

Annex 2 List of documents reviewed

1. Grant Agreement between the EU and PRI for the project
2. Amendment to the grant agreement between the EU and PRI for the “project
3. Work Plan for the project
4. Monitoring Plan for the project
5. HHC Letter to the EU on 21 July 2021 on WP5 modification in Hungary
6. Hungary Country Report Promoting Non-Discriminatory Alternatives To Imprisonment Across Europe Non-Custodial Sanctions and Measures In The Member States Of The European Union, Hungary
7. Data collection instruments from Hungary (pre/post-test of trainings, workshop notes etc.)
8. Data collection instruments from Portugal (needs assessment questionnaire, pre/post-test of trainings, follow-up of trainings, workshop programme);
9. Attendance lists from events in Portugal
10. Attendance lists from international events
11. Attendance lists from events in Hungary
12. Promoting non-discriminatory alternatives to imprisonment across Europe: Capacity building and awareness raising ([training program](#))
13. *Articulação entre a Equipa de Reinserção Social Dão Lafões e a Equipa Comunitária de Saúde Mental Dão Lafões - Guia de boas práticas* ([manual of best practices for mental health and probation services](#));
14. Non-custodial sanctions and measures in the member states of the European Union: comparative report, ([e-book](#));
15. The Impact of the COVID-19 Pandemic on Non-Custodial Sanctions ([report](#));
16. Promoting non-discrimination in the application and delivery of non-custodial sanctions and measures - A manual for criminal justice practitioners ([manual](#));
17. Punishment in Portugal ([text](#) by expert referring to the project);
18. Prisons and Detention Conditions in the EU([EU Parliament report](#) referring the project);
19. Guidelines for a criminal justice system that ensures that imprisonment is a measure of last resort, guarantees a humanistic and rehabilitative approach to non-custodial sanctions and addresses the rights and specific needs of persons in situations of particular vulnerability or belonging to minority groups (recommendations shared with the Portuguese Minister of Justice)

Annex 3 List of events conducted under the project

	Events	Number of Participants
International		
1.	31st Council of Europe's Council for Penological Co-operation (PC-CP), Working Group Meeting 7 – 9 February 2023	29
2.	150-year IPPF anniversary celebration: Its contributions to the criminal justice and prison systems - 8 & 9 September 2022	62
3	5th World Congress on Probation and Parole¹² September 28, 2022 – October 1, 2023 (The project-specific presentations were given on Sept. 30 th)	320
4.	Roma Roundtable event – 7 March 2023	19
Hungary		
5.	Roundtable - Alternative sanctions - Review and analysis of Hungarian Law on Sentencing with Regard to Vulnerable Social Groups & Review of International Legal Sources (PRI) - June 10, 2022.	15
6.	Roundtable - Tentative Recommendations on Sanctioning with Regard to Vulnerable Social Groups July 13, 2022	14
7.	Three-day training event on Non-discriminatory Alternatives to Imprisonment in Hungary and in Europe – Experiences and Good Practices Training Programme Held on Wednesday-Friday, 16th-18th November 2022	78

¹² As the Congress took place outside the project's target countries and the European Union, it did not form an official part of the project's activities (and was not funded through the project), but as it expanded project reach to relevant stakeholders from the EU and beyond, it is nevertheless included here.

8.	Control and Support -- National Roundtable on the Better Implementation of Community Service Paying Special Attention to the Needs of Vulnerable Social Groups Thursday, March 9 2023	34
Portugal		
9.	Senior Leaders' Workshop about Non-Custodial Sanctions and Measures November 4, 2021	17
10.	Meeting with experts about the Comparative Study June 22, 2021	18
11	Work Package 3: Capacity building and awareness raising – Promoting non-discriminator alternatives to imprisonment across Europe May 4-6, 2022	48
12	Pilot-Project Meeting – Meeting to design and prepare the implementation of the pilot-project May 18, 2023	16
13	Webinar " <i>Penas e medidas não privativas da liberdade - Boas práticas entre equipas de reinserção social e equipas comunitárias de saúde mental</i> " / "Non-Custodial sanctions and measures – Best practices between probation and community mental health services" March 15, 2023	180
Total		850

Annex 4 List of meetings with Consortium Members

EUNIÕES

DATES DURAÇÃO PARTICIPANTES TEMA

26/11/2020	1h	PRI+UC+HHC	Introductory Meeting
03/02/2021	2h30	UC	Planning and division of labor. Raising issues to be discussed with PRI
11/02/2021	1h	PRI+UC+HHC	Kick-off meeting. Planning of coordination and early work
18/02/2021	2h	UC	Analysis of the draft charter, questionnaire and list of experts
02/03/2021	2h	UC	Approval of the letter, the questionnaire and the instructions for the questionnaire; discussion on the articulation with the FIPP project

18/03/2021	1h30	UC	Final approval of the letter, questionnaire and instructions for the questionnaire; decision on the articulation with the FIPP project; link to IJ
30/03/2021	1h45	UC	Final approval of the questionnaire (with PRI changes); approval of the list of experts; analysis of the Work Plan and Monitoring Plan.
06/04/2021	30m	UC	Work planning, decision of various issues
22/04/2021	30m	PRI+UC+HHC	Discussion and improvement of the monitoring plan
23/05/2021	1h	UC	Team meeting
22/06/2021	1h	UC+peritos	Experts Meeting organizada pela FDUC
05/07/2021	2h30m	UC	Team meeting
16/09/2021	2h30m	UC	Team meeting
04/10/2021	1h30m	UC+DGRSP	Exploratory meeting pilot project and training actions
20/10/2021	3h	UC	Team meeting
22/out	1h	UC(IHP+KTI+SF)	meeting comparative study
04/nov	4h	UC(IHP+KTI)	visit to the UC and lunch with PRI team
04/nov	5h	UC	seminar at FDUC and team meeting
10/nov	1h	UC(IHP+KTI)	meeting with web designers
14/jul			
08/fev	2h30m	UC+PRI+HHC	Coordination meeting semestral
08/fev	2h	UC	Team meeting
11/fev	1h	UC+PRI	meeting with the evaluators of the pilot project
28/fev	2h	UC	team meeting - WP 3 preparation
22/abr	2h	UC	start-up meeting pilot project
09/mai	1h	IHP	meeting with the evaluators of the pilot project
29/abr	2h	IHP	team meeting - WP 3 preparation
14/jun	1h	IHP, KTI, MJA	meeting with evaluators pilot project
07/02/2023	1h	IHP, KTI	meeting with PRI project evaluators
15/02/2023	1h	IHP, KTI	congress panel preparation meeting
10/03/2023	1h	IHP	congress panel preparation meeting

REUNIÕES REALIZADAS NO ÂMBITO DO PROJETO CO_FINANCIADO PELA FIPP SOBRE O IMPACTO DA PANDEMIA NAS PENAS ALTERNATIVAS:

REUNIÕES

DATA	DURAÇÃO	PARTICIPANTES ANTES	TEMA
10/03/2021	45 m	UC+PRI	Discussion on the integration of the FIPP project with the PRI Alt Eur.

10/05/2021	1h	UC+PRI+H HC	Preparation of the Experts Meeting to be held on May 28
23/06/2021	2h	PRI+UC+H HC	IPPF Research Methodology workshop
23/08/2021	1h	IHP	meeting with SOS Racism
21/08/2021	1h	IHP+KTY+ PRI	meeting with PRI project monitoring/midterm preparation report
25/08/2021	1h	IHP+PRI	meeting with PRI project monitoring meeting with PRI project monitoring
26/08/2021	30m	IHP+KYY	video call with IGSJ
07/out	30m	UC	online meeting with the Ombudsman
28/out	1h	IHP+KTY+ PRI	preparatory meeting for the November 4 workshop
31/out	1h	AMR+MJA +IHP	preparatory meeting for the November 4 workshop

Annex 5 Data collection instruments

Questions for Criminal Justice Stakeholders (Judges, Lawyers, Probation Officers, Non-state actors/ NGOs etc.)

Effectiveness	
1.To what extent have the project objectives been achieved?	<p>Have you changed your attitude regarding the need of criminal justice systems to consider the needs and rights of vulnerable and minority groups (e.g. persons with mental health issues, persons with a disability, Roma etc.) since participating in the sensitization/awareness events of the project? Please elaborate on your answer</p> <ol style="list-style-type: none"> 1. Since attending an event organised by the project, what are your thoughts on the need to expand alternatives to these vulnerable groups and to adapt alternatives to meet their specific needs? 2. Have there been any changes in the sentencing practices? That is, have there been any discussions to this end, or has there been any movement toward / recognition of improved use of non-custodial sanctions? Has there been any shifts toward practice changes? E.g. Have there been any discussions to this end, or has there been any movement toward /

	<p>recognition of improved use of non-custodial sanctions?</p> <p>3. Have you read the comparative report that was published by the project? If yes, what are your thoughts on?</p>
Efficiency	
2. To what extent were there efficient management and coordination of the project?	
3. To what extent have the activities of the project been monitored in order to adapt to (and address) changing needs?	
Relevance	
4. To what extent was the project inclusive?	
5. To what extent is the project perceived as an appropriate response to addressing the impacts of custodial sanctions on minority groups and those left uniquely vulnerable due to specific personal or background characteristics or circumstances?	<p>4. Do you believe that the project was the best response to address the impacts of custodial sanctions on minority groups? Please explain your answer.</p>
Impact	
6. To what extent has the project contributed to ending discriminatory practices towards vulnerable and minority groups?	<p>5. Have you noticed a reduction in the discriminatory attitudes and sentencing practices since the project commenced?</p>
7. What have been the intended, unintended positive and negative changes that have been brought about as a result of the project?	<p>6. Could you tell me about the positive and negative changes that have been brought about as a result of the project, both in terms of your personal work or awareness and for the criminal justice / probation system in general?</p>
Sustainability	
8. To what extent are the net benefits of the project likely to continue?	<p>7. Do you believe the positive effects of the project will be maintained once the project ends?</p> <p>8. Are there any other projects or services contributing for the positive effects of the intervention? If so, please name the ones you have in mind.</p>
9. What conditions supported / hindered the success of the project?	<p>9. In your opinion, what are some of the factors that supported or hindered the success of the project?</p>

Questions for the Consortium Staff (PRI, UC and HHC)

Effectiveness	
1. To what extent have the project objectives been achieved?	1. Have there been any changes in the sentencing practices? That is a shift for alternatives to imprisonment?
Efficiency	
2. To what extent were there efficient management and coordination of the project?	2. How satisfied are you with the management and coordination of the project? 3. What went well with management and the coordination of the project? 4. What did not go so well? 5. What do you think could be done differently for the management and coordination of future projects of this nature?
3. To what extent have the activities of the project been monitored in order to adapt to (and address) changing needs?	/
Relevance	
4. To what extent was the project inclusive?	6. Could you please describe how gender considerations were incorporated in the design and implementation of the project? 7. Please describe the ways in which the participation of marginalized groups (e.g., Roma community, Persons With A Disability) were facilitated in the implementation of the project?
5. To what extent is the project perceived as an appropriate response to addressing the impacts of custodial sanctions on minority groups and those left uniquely vulnerable due to specific personal or background characteristics or circumstances?	/
Impact	
6. To what extent has the project contributed to ending discriminatory practices towards vulnerable and minority groups?	8. In your opinion, how has the project contributed to ending discriminatory attitudes and practices in sentencing measures?

<p>7. What have been the intended, unintended positive and negative changes that have been brought about as a result of the project?</p>	<p>9. Could you tell me about the positive and negative changes that have been brought about as a result of the project?</p>
<p>Sustainability</p>	
<p>8. To what extent are the net benefits of the project likely to continue?</p>	<p>10. In what ways do you believe the positive effects of the project will be maintained once the project ends?</p> <p>11. Are there any other projects or services contributing for the positive effects of the intervention? If so, please name the ones you have in mind.</p> <p>12. How was the comparative study disseminated to the stakeholders?</p>
<p>9. What conditions supported / hindered the success of the project?</p>	<p>13. In your opinion, what are some of the factors that supported or hindered the success of the project?</p>

Annex 6 Evaluation Matrix

Evaluation questions	Indicators	Target	Data collection instruments	Sources of information
Effectiveness				
<p>1.To what extent have the project objectives been achieved?</p> <p><u>Goal:</u> Alternative sentences are more pronounced in the target countries and beyond within EU member states, in particular for individuals from vulnerable and minority backgrounds</p>	<p>Number of criminal justice stakeholders (disaggregated by profession/agency, e.g. probation officers, judges, judiciary officials, etc.) who were sensitised through the project to how alternative sanctions are implemented and used across Europe and their need for a specific approach that respects the rights and meets the needs of vulnerable and minority groups with unique backgrounds and circumstances.</p> <p>Percentage of criminal justice stakeholders involved in the project through activities who, compared to their attitude before participation, have changed their attitude towards the needs and rights of vulnerable and minority groups and who understand the need to expand alternatives to this group and to adapt alternatives to meet their specific needs.</p>	<p>At least 300 criminal justice stakeholders</p> <p>At least 70% of project participants report a shift toward a more positive and understanding approach to the needs and rights of vulnerable and minority groups in the criminal justice system</p>	<ul style="list-style-type: none"> ▪ Desk review ▪ Desk review ▪ Key informant Interviews 	<ul style="list-style-type: none"> ▪ Downloads, attendance at events, participation in training or other activities, participation in pilot projects ▪ Post-activity questionnaire (Tool 1) ▪ Project documents ▪ Criminal justice stakeholders such judges, lawyers and probation officers who took part in the training activity

<p><u>Outcome 1:</u> Current practices are identified in the legal status, use, type and implementation of alternative measures to imprisonment across European Union member states to better identify best practice and primary barriers to their further use and expansion.</p> <p><u>Outcome 2</u> Probation services and judiciary representatives in the two target countries have a better understanding of the importance and utility of alternative sanctions and are able to better protect the rights and meet the needs of individuals, including those from vulnerable and minority groups as they pertain to pre-trial, sentencing and implementation of alternatives to imprisonment measures.</p> <p><u>Outcome 3</u></p>	<p>Number of stakeholders who have accessed the knowledge products (comparative study, presentations, workshops etc) of the project</p> <p>Number of discussions at the national level with high-level decision makers in criminal justice agencies about the barriers and potential solutions to better implementation of alternative sanctions</p> <p>Percentage of probation, judges, judiciary representatives and attorneys targeted in this project in Portugal and Hungary who show improved understanding regarding the rights and needs of vulnerable and minority groups and the benefits of alternative sanctions for this group</p>	<ul style="list-style-type: none"> ▪ At least 300 criminal justice stakeholders who receive or download the research or engage with it in some way ▪ At least 1 in each target country <p>At least 80% of probation and judiciary representatives who took part in training/of respondents to the questionnaire and 80% of a representative sample in in-depth interviews/ focus groups demonstrate an improved understanding</p>	<ul style="list-style-type: none"> ▪ Desk review ▪ Key informant Interviews ▪ Desk review 	<p>Criminal justice stakeholders such judges, lawyers and probation officers</p> <ul style="list-style-type: none"> ▪ Pre- and post training questionnaires with training participants at the end of the training to assess level of knowledge and understanding attained (Tool 2) ▪ A six-month post-training questionnaire where participants self-report changes in their practice toward better responding to the rights and needs of vulnerable and minority groups (Tool 3 below)
--	---	---	--	---

<p>Judiciary and other officials in the criminal justice system have access to and make use of legislative instruments, including sentencing guidelines, (whether binding or non-binding in nature) that are non-discriminatory and respect the rights, needs and circumstances of vulnerable and minority groups.</p>	<p>Number of appropriate legislative or non-binding instruments, including drafts or proposals, for each target country which address the current shortcomings and gaps that leave minority and vulnerable groups unprotected and/or discriminated against</p> <p>Number of judges / judiciary members, lawyers, other officials, NGOs and other professionals contributing to, providing input or taking part in discussions around the development of sentencing guidelines/legislative instruments</p>	<p>At least 1 in each country</p> <p>At least 10 judges or officials in each target country</p>	<p>Document Review</p> <ul style="list-style-type: none"> ▪ Desk review ▪ Key informant interviews 	<p>Feedback from judges and other officials on the legislative instruments in terms of their appropriateness and applicability for the local contexts and cases they deal with (Tool 4)</p> <ul style="list-style-type: none"> ▪ Project documents ▪ Consortium staff
<p><u>Outcome 4</u> Trialled models of alternative sanctions address the needs and protect the rights of vulnerable and minority groups.</p>	<p>Number of piloted alternative sanctions that address specific barriers/challenges in relation to vulnerable and minority groups which can be implemented in whole or in part by probation services across the EU</p>	<p>At least 2 that can be implemented in whole or in part</p>	<p>Document Review</p>	<ul style="list-style-type: none"> ▪ Project documents ▪ Evaluation Report for Pilot project
Efficiency				
<p>2. To what extent were there efficient management and coordination of the project?</p>	<ul style="list-style-type: none"> ▪ Frequency of meetings ▪ Participation/attendance levels in project meetings ▪ Perception (and satisfaction) level of the project meetings 	<ul style="list-style-type: none"> ▪ 4 meetings with Consortium members each year (inferred from the Work Plan) 	<ul style="list-style-type: none"> ▪ Document review ▪ Key informant interviews (KIIs) 	<ul style="list-style-type: none"> ▪ Project documents ▪ Meeting minutes ▪ Consortium staff
<p>3. To what extent have the activities of the project been monitored in order to adapt to (and address) changing needs?</p>	<p>Evidence of Monitoring, Evaluation and learning tools (e.g. logframe, development of indicators, collection of baseline data, Work Plan etc.)</p>	<ul style="list-style-type: none"> ▪ MEL systems in place 	<ul style="list-style-type: none"> ▪ Document review 	<ul style="list-style-type: none"> ▪ Project documents

Relevance				
4. To what extent was the project inclusive?	Evidence of gender and inclusion considerations (ethnic group, age, disability etc.,) in the design and implementation of the project	<ul style="list-style-type: none"> ▪ Incorporation of gender considerations 	<ul style="list-style-type: none"> ▪ Document review ▪ Key informant interviews (KIIs) 	<ul style="list-style-type: none"> ▪ Project documents ▪ Consortium staff
5. To what extent is the project perceived as an appropriate response to addressing the impacts of non-custodial sanctions on minority groups and those left uniquely vulnerable due to specific personal or background characteristics or circumstances?	Perception levels	Not applicable	<ul style="list-style-type: none"> ▪ Key informant interviews (KIIs) ▪ In-depth interviews 	<ul style="list-style-type: none"> ▪ Project documents ▪ Criminal justice stakeholders (judges, lawyers etc.) ▪ End-user beneficiaries.
Impact				

<p>6. To what extent has the project contributed to ending discriminatory practices towards vulnerable and minority groups?</p>	<p>Number of concrete actions / changes by criminal justice officials to better meet the needs and protect the rights of vulnerable and minority individuals in the criminal justice system, and what these actions were;</p> <p>Number of probation and judiciary representatives who are more/better aware of the rights of vulnerable and minority individuals in the criminal justice system</p> <p>Project-driven changes in the behaviour of probation / judiciary representatives;</p> <p>Any shifts in sentencing practices</p>		<ul style="list-style-type: none"> ▪ Desk Review ▪ Key Informant interviews (KIIs) ▪ In-depth Interview 	<ul style="list-style-type: none"> ▪ Criminal justice stakeholders (judges, lawyers etc.) ▪ Consortium staff ▪ End-user beneficiaries
<p>7. What have been the intended, unintended positive and negative changes that have been brought about as a result of the project?</p>	<p>Evidence of change</p>	<p>Not Applicable</p>	<ul style="list-style-type: none"> ▪ Key Informant interviews (KIIs) ▪ In-depth Interview 	<ul style="list-style-type: none"> ▪ Consortium staff ▪ Non-state actors
Sustainability				
<p>8. To what extent are the net benefits of the project likely to continue?</p>	<p>Examples of hindering and supporting factors to scalability and replication in other EU countries</p>	<ul style="list-style-type: none"> ▪ Not Applicable 	<ul style="list-style-type: none"> ▪ Document review 	<ul style="list-style-type: none"> ▪ Project documents ▪ Criminal justice stakeholders (judges, lawyers etc.)

	Examples of lessons learnt	▪ Not Applicable	<ul style="list-style-type: none"> ▪ Key informant interviews (KIIs) ▪ Survey ▪ In-depth Interview 	<ul style="list-style-type: none"> ▪ Consortium staff ▪ service providers ▪ end-user beneficiaries.
9. What conditions supported / hindered the success of the project?	Examples of supporting and hindering conditions	▪ Not Applicable	<ul style="list-style-type: none"> ▪ Document review ▪ Key Informant Interviews (KIIs) 	<ul style="list-style-type: none"> ▪ Project documents ▪ Publications ▪ Consortium staff ▪ Criminal justice stakeholders (judges, lawyers etc.)