

Project Evaluation

CRIMINAL JUSTICE AND PRISON PROGRAMME

For the Pompidou Group of the Council of Europe

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Acronyms /Abbreviations

AEFW	Aids Foundation East-West
CJPP	Criminal Justice and Prison Programme
CSO	Civil society organisation
EMCDDA	European Monitoring Centre for Drugs and Drug addiction
GFATM	The Global Fund to Fight AIDS, Tuberculosis and Malaria
HIPP	Health in Prison Programme
HIV	Human immunodeficiency virus
ICRC	International Committee of the Red Cross
M&E	Monitoring and evaluation
MAT	Medication-assisted therapy
MedNET	Mediterranean network for co-operation on drugs and addictions.
NGO	Non-governmental organisation
NSP	Needle and syringe programme
SUD	Substance use disorder
UNODC	United Nations Office on Drugs and Crime
WHO	World Health Organisation

1. Executive summary

This report evaluates more than 10 years of project implementation within the Criminal Justice and Prison Programme (CJPP) of the Pompidou Group. The implementation of the Programme commenced in 2010 and is still ongoing. From the beginning of the Programme until the finalisation of the last project “Strengthening human rights-based responses to substance use disorders in prisons” in July 2021 the total budget of all projects under the CJPP funded from extra-budgetary resources was 1.175.000 Euros. The CJPP has the overall objective of improving health and rehabilitation services for people with substance use disorders (SUDs) who are in contact with the criminal justice system and to fully protect their human rights.

The CJPP is primarily aimed at governments and their administrations, helping them to develop strategies and rehabilitation measures for the treatment, education or reintegration of people with SUDs. This also includes support for drug policy development such as policies for alternatives to conviction or punishment. The Programme focused on supporting criminal justice institutions to develop a comprehensive drug treatment system with a broader focus on three interrelated elements: first, enhancing advocacy for human rights and evidence-based health intervention and standards in prisons; second, supporting professional exchanges of good practices in national and regional networks; and third, improving skills and knowledge of professionals working in or with criminal justice institutions.

This programme evaluation was commissioned by the Pompidou Group and conducted by an independent evaluator between May and August 2022. The evaluation methodology is based on the analysis of the following evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability. In addition, the Programme's contribution to partnerships and cooperation, human rights and gender equality was assessed. The evaluation included a desk review of programme documents and semi-structured qualitative interviews conducted online and by phone with key beneficiaries, partners and stakeholders of the Programme.

The CJPP's actions were mostly in line with its mission, although efficiency might have been improved with more analytical and theoretical groundwork before implementing specific project activities. This can be partly attributed to the flexibility of the Programme, which has functioned on the basis of urgent needs, especially in the first years of its implementation. The Programme succeeded in initiating, maintaining and expanding long-term partnerships with governmental and non-governmental organisations and contributed with various

methodologies and different types of activities to increasing knowledge and skills of various professionals working in the criminal justice and correctional system. While some of the CJPP pilot projects led to the sustainable introduction and strengthening of new treatment programmes (therapeutic community in the Republic of Moldova and medication-assisted treatment (MAT) in the Republic of Moldova and Ukraine), there were examples of activities that were not sustainable or at least could have been more institutionalised (e.g. Family Conference in Ukraine). It is not possible to identify a macro-level impact as most activities were relatively small and measurable indicators of impact were mostly not developed.

Recommendations for future projects consist of maintaining and expanding relations with the donor community and national partners, developing a monitoring and evaluation framework, providing further capacity building including the strengthening of sustainable institutional approaches, further specifications of regional strategies, continued cooperation with civil society organisations, possible creation of projects with main indicators allowing for measurable impact on the macrolevel of society, improvements on project visibility, continuing and expanding the therapeutic community methodology, strengthening comprehensive drug treatment systems, and lessons learned such as establishing at early project stages Memoranda of Understanding or agreements with project partners.

2. Introduction

Criminal Justice and Prison Programme (CJPP) is the umbrella term for a series of projects focusing on the treatment and rehabilitation of substance use disorders within the criminal justice system. The programme has been implemented by the Council of Europe's Pompidou Group since 2012, with a inception/pilot phase in 2010-2011, in the region of Eastern Europe and is currently ongoing. The present evaluation covers the period between 2010 and 2022 and focuses on project activities in the main project countries Republic of Moldova, Ukraine and Georgia as well as on the regional European dimension Eastern and South-Eastern Europe. It should be mentioned that individual project activities were also carried out in Serbia, Armenia and Romania. As these activities date back longer, had limited effects and were not continued in later projects, this evaluation focuses on the main project countries mentioned above. In all countries where the CJPP had activities the Programme has had the overall objective of improving health and rehabilitation services for people with substance use disorder (SUD) who are in contact with the criminal justice system and to fully protect their human rights.

These overarching goals were broken down into achievable sub-goals differently for each project. This includes, for example, supporting medication-assisted therapy (MAT), harm reduction approaches, drug-free treatment services such as therapeutic communities and drug policy development in the field of criminal justice. The CJPP is primarily aimed at governments and their administrations, helping them to develop strategies and rehabilitation measures for the treatment, education or reintegration of people with substance use disorder. This also includes support for drug policy development such as laws for alternatives to conviction or punishment.

Some of the Programme's main achievements are the following: In Georgia, a roadmap for the introduction of a law on alternatives to punishment was developed in cooperation with different government institutions. Together with the Department of Penitentiary Institutions of the Moldovan Ministry of Justice, the CJPP financed and supported the refurbishment of a prison ward which now accommodates a successful therapeutic community aimed at supporting people with substance use disorders to stabilise and prepare for the release from prison. In Ukraine, drug treatment and prevention tools were developed in juvenile prisons. Medication-assisted treatment in the prison systems was promoted in Ukraine and the Republic of Moldova.

In most countries the Programme helped to initiate a paradigm shift in thought how substance use disorder is viewed and how it should be treated – from a criminalistic view using punishment to a humanistic view treating it as a health issue. By presenting substance use disorder to the Programme's target population as a social and medical phenomenon (and not as a moral failure), a foundation was laid for systematic change and reform in the countries reached by the CJPP.

3. Background and context

In order to be able to thematically classify the evaluation of the CJPP, it is necessary to have an overview of the health and social situation of prisoners as well as the problems related to treatment options and the prison system.

The documentation of the Programme on health problems in prisons highlights three main issues: substance use disorder, mental health problems and communicable diseases. These three issues are closely interrelated. Some of the harms associated with drug use in the criminal justice system include: high rates of HIV and viral hepatitis infection (imprisonment is associated with higher rates of bloodborne virus infection among people who inject drugs); restricted access to harm-reduction services and treatment for drug dependence and blood-

borne/ airborne viruses; increased risk of death by drug overdose after release; increased risks of transmission of (prison-acquired) infections; exacerbation of complex and intertwined additional health problems; increased risks of reoffending after release.

A large proportion of the people who enter criminal justice systems and prisons have a history of drug use and injecting. Many of these individuals continue to use drugs while they are in prison. The prison environment may have a positive impact on some people who use drugs, helping them to stop or reduce their drug use or to use less frequently, but for others prison will be an environment where they switch to more harmful patterns of drug use or even initiate their drug use. Because prisons are often overcrowded, stressful, hostile and violent places, they are high-risk environments in which individuals from poor communities or from ethnic and social minorities, migrants and people who use drugs are overrepresented. Many among the prison populations carry a range of health burdens in prison and after release.

These problems in prisons and reasons for project interventions in prisons, which are mentioned in the project documentation, are also confirmed by research as continuing current problems.¹

Although these problems related to prison health are true for most - if not all - prison systems in Europe, it can be observed that people in prisons in countries in the Eastern and South-Eastern European regions are more underserved compared to wealthier European countries. Many countries in these regions are still going through transformation processes, so that some services that are already well established in some European countries, such as medication-assisted treatment or case-based services that focus on individual and comprehensive treatment plans, are not yet or not fully established in the Eastern and South-Eastern European regions.

¹ UNAIDS: Update on HIV in prisons and other closed settings. Geneva, Switzerland UNAIDS Programme Coordinating Board Issue date: 11 November 2021
https://www.unaids.org/sites/default/files/media_asset/PCB49_HIV_Prisons_Closed_Settings_rev1_EN.pdf

Wainwright V, Dawson A: *The prevalence of comorbid substance use disorders and serious mental illnesses in prisons*. Lancet volume 7, Issue 6, e492-e493, June 01, 2022
[https://www.thelancet.com/journals/lanpub/article/PIIS2468-2667\(22\)00115-3/fulltext](https://www.thelancet.com/journals/lanpub/article/PIIS2468-2667(22)00115-3/fulltext)

Fazel S, Bromberg D, Altice F: *HIV, substance use, and mental health care in prisons*, Lancet, VOLUME 9, ISSUE 9, P694-695, SEPTEMBER 01, 2022
[https://www.thelancet.com/journals/lanpsy/article/PIIS2215-0366\(22\)00243-7/fulltext](https://www.thelancet.com/journals/lanpsy/article/PIIS2215-0366(22)00243-7/fulltext)

Stöver H, Teltzrow R: *Treatment systems in prisons in Eastern and South-eastern Europe*. Council of Europe/Pompidou Group, Strasbourg, 2016

This is also one of the reasons mentioned in the project documentation why most project activities focus on supporting governments and non-state actors in Eastern and South-Eastern European regions that show interest in developing modern rehabilitation and treatment services for substance use disorders.

4. Evaluation methodology

The overall purpose of this evaluation is to measure the Programme's achievements and identify lessons learned, as well as areas requiring improvements identified during the implementation of the project activities for future programming.

The results of this evaluation are intended for use on the one hand by Council of Europe's Pompidou Group to learn from and make desirable adjustments, and overall, increase utility towards future programming and planning. On the other hand, it will also inform the stakeholders (project beneficiaries and donors) of the project's accomplishments. This evaluation will further offer an opportunity to increase the accountability for all stakeholders involved and to identify challenges that may have to be addressed differently in the future.

The evaluation methodology is based on the analysis of following evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability. Additionally, the evaluation assessed the programme's contribution to partnerships and cooperation, human rights and gender mainstreaming.

The evaluation was carried out in three phases:

- First, a desk review was conducted, where the programme-produced documents were reviewed.
- Second, data were collected through semi-structured qualitative interviews with key programme beneficiaries, partners and stakeholders. The interviews were conducted by video and phone calls and pledged to be anonymised for the final evaluation.
- At last, two lines of evidence were used for the final evaluation: the document review (qualitative) and key informant interviews (qualitative).

In total, more than 29 programme documents have been reviewed, 21 key programme informants and programme staff have been interviewed.

Limitations to the evaluation

- Attribution of the programme's results: All of the medium and long-term outcomes of the Programme are quite broad and the achievement of the goals is not solely the

responsibility of the CJPP. Therefore, the evaluator pointed out the Programme's contribution towards achieving the goals.

- Institutional memory of some counterparts: The interviews undertaken during the field phase of the final evaluation did show some occasions where staff had left or were moved elsewhere, and talks were therefore held with officials that were not fully aware of the entire programme context.
- Sample size: Given the time and budget limitations of the final evaluation, it was not feasible to conduct interviews with all direct programme beneficiaries. To mitigate this limitation, the evaluator held in-depth interviews with the programme team, the relevant government counterparts and the local implementing partners to identify the main achievements and challenges faced in the course of implementation.

5. Evaluation's findings

5.1. Relevance

Relevance describes the extent to which the intervention meets the needs of participants and other stakeholders, complements existing initiatives, and aligns with the Pompidou Groups mandates and policies.

The direction given in the various project documents was largely in line with the priorities affirmed in the Council of Europe's action plans and the national priorities of the cooperating governments.

In most policy documents setting out the national priorities and common objectives of Council of Europe Member States on the one hand and the Council of Europe as an international organisation on the other, there are chapters emphasising the importance of improving public health in prisons and bringing prison and criminal justice policies closer to European and international public health, criminal justice and human rights standards. However, these policy target agreements were not always specific enough to mention drug treatment services and drug-related measures. Efforts have been made in the last years to improve relevance of the Programme for joint action plans between beneficiary countries and the Council of Europe. The aim of improving drug treatment services and/or protecting the health of people with substance use disorders in detention settings was incorporated in the current

action plans for Georgia (2020-2023) and the Republic of Moldova (2021-2024) and is in the works for Ukraine for the next four-year period (2023-2026).

The Programme's relevance for the recipient countries as well as for the Pompidou Group is further confirmed by epidemiological studies related to the spread of blood-borne diseases such as HIV and hepatitis C. Particularly in Eastern Europe many countries, including the Republic of Moldova and especially Ukraine, have higher infection rates compared to other European countries.² The incidence of these diseases is particularly high in prisons, as emphasised in the justifications of the project reports and evaluations. As it is scientifically proven that drug treatment, in particular MAT and harm reduction in combination with social rehabilitation measures can reduce the spread of HIV and hepatitis C³, the argumentation in the project documents has a solid foundation.

Another reason for the implementation of the Programme is mentioned in some - but not all - project documents: the intention to reduce prison overcrowding (especially in Georgia and Ukraine) and the disproportionate imprisonment of persons with drug addiction problems. According to the project this can be achieved on the one hand by drug policy reforms that aim at creating alternatives to punishment for people who use drugs. On the other hand, successful drug treatment programmes also have the potential to reduce recidivism. This argument is also conclusive as the literature shows that drug offences are an important reason for prison sentences. Strict drug laws that also punish drug use can lead to many people with drug problems being placed in prison.

In fact, the prison population in all project countries had already been greatly reduced before the implementation of the CJPP, so that it is no longer accurate to speak of nationwide overcrowding in prison. Nevertheless, there are still individual prisons in the project countries where the maximum capacity is exceeded. Prison reforms aimed at supporting rehabilitation and thus reducing recidivism in the long term may prevent possible overcrowding of prisons in the future.

Finally, increasing relevance of the CJPP for Pompidou Group member states can be noted with regard to recent years. This is exemplified in the addition of a South-East European regional dimension of the Programme in 2020 upon request of 10 out of 12 member states from the region, the creation of a health in prison dimension within the Mediterranean

² [Altice](https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5087988/) et al. *The perfect storm: incarceration and the high-risk environment perpetuating transmission of HIV, hepatitis C virus, and tuberculosis in Eastern Europe and Central Asia* [Lancet](https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5087988/). PMC 2016
<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5087988/>

³ [Altice](https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5087988/) et al. *The perfect storm: incarceration and the high-risk environment perpetuating transmission of HIV, hepatitis C virus, and tuberculosis in Eastern Europe and Central Asia* [Lancet](https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5087988/). PMC 2016
<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5087988/>

Cooperation Network (MedNET) in 2021 as proposed by the participating countries, and the request of several member states (non-beneficiaries of the Programme) to make the topic of treatment and health of people with SUD in prisons part of the next Pompidou Group general work programme (2023-2025).

5.2. Efficiency

Efficiency describes the extent to which resources and inputs are optimally managed and used.

An analysis of the CJPP budgets was only possible on the basis of the project reports, which only give a very rough overview of the costs of the individual activities. It can at least be stated that the Republic of Moldova in particular, followed by Ukraine and Georgia, received the largest grants. It can be concluded that the administrative and project coordination costs are not excessive compared to the direct project costs, i.e. the investment in the project activities themselves. In the Project Supporting Drug Treatment Services in Prisons, the sum of administrative support and administrative fees is about 10%. If the costs of project coordination are added, the share of expenditure that did not flow directly into project activities increases to 39%. In the Improving Drug Treatment Systems in Prison project, the share of expenditure for project coordination and administrative costs that did not go to project activities was only 30%. In addition, it must be added that the project coordinators of the projects were often acted themselves as experts, moderators in trainings, workshops and conferences. In this way, part of the costs for project coordination could also be interpreted as a substantial investment in the activities.

Project Name	Duration	Project countries / regions	Overall budget and donor
Treatment and Harm Reduction in Prisons <i>(inception project)</i>	2010-2011	Republic of Moldova	75.000 Euro Fund to combat certain forms of crime of Luxembourg: 50.000 Euro, German Foreign Office: 25.000 Euro
Preventing Drug Trafficking and Abuse in Prisons	2012-2013	Serbia, Republic of Moldova, Romania, Ukraine	150.000 Euro Fund to combat certain forms of crime of Luxembourg
Supporting Drug Treatment Services in Prisons”	2013-2017	Ukraine, Moldova, Eastern Europe	250.000 Euro Fund to combat certain forms of crime of

			Luxembourg
Project Criminal Justice Responses to Drug Dependent Prisoners (PCF/PGG)	2015-2017	Armenia, Georgia, Republic of Moldova and Ukraine + regional dimension	150.000 Euro EU and CoE joint project
Improving Drug Treatment Systems in Prisons	2016-2018	Ukraine and regional dimension (Belarus, Republic of Moldova, Serbia, Armenia, Georgia)	250.000 Euro Fund to combat certain forms of crime of Luxembourg
Strengthening human rights-based responses to substance use disorders in prisons	2019-2021	Eastern Europe with focus on the Republic of Moldova, Ukraine, Romania and Georgia	300.000 Euro Fund to combat certain forms of crime of Luxembourg

Building on Programme achievements and the importance of technical assistance in the field of drug treatment in prison, the biannual project budget could be renegotiated with the main donor to increase from 250.000 to 300.000 Euros for the periods 2019-2021 and 2022-2023. Apart from the presented funding, the increasing relevance of the Programme for all Pompidou Group members states has allowed in recent years to support the Programme, when needed, from the Pompidou Group ordinary budget and other financial contributions (for example from Norway and Slovenia) provided for implementation of the general work programme. Especially the project management costs (project manager and project supervisor) and some activities with relevance for multiple countries could be covered from additional resources, which increased the ratio of budget used for operational expenses. This has been possible due to the fact that the Programme is designed to also contribute to the overall priorities of the Pompidou Group:

(1) the Programme acted as a link between the Pompidou Group and non-member states from Eastern Europe to involve them in drug policy cooperation at European level – all three main beneficiary countries (Georgia, Republic of Moldova, Ukraine) joined the Pompidou Group throughout the duration of the Programme, and cooperation established within the CJPP likely played a role in this.

(2) the extension of the geographical scope of the project, especially with a regional South-East Europe dimension, made the Programme relevant for a larger number of Pompidou Group member states.

In the following, the efficiency of the project is to be assessed independently of the pure financial figures. For this, the decisions of the programme team and the associated implementation modalities must be examined for efficiency. The questions guiding the

analysis here are: Were decisions made to save costs? Which actions of the project team contributed to increasing the effects of activities without increasing costs?

Project Team

The CJPP coordination has been ensured by the Pompidou Group Secretariat based in Strasbourg. The project team has consisted of one project manager (external or internal) and one administrative assistant, who helped with the administrative and financial implementation of the project. It was supervised by a senior staff member (Executive Secretary of the Pompidou Group, Deputy Executive Secretary), who acted as senior advisors of law and took a lead in the provision of strategic policy guidance to government counterparts.

The coordination team was perceived as knowledgeable and very experienced by all national and international interviewees interviewed. Furthermore, it was emphasised in the interviews that the Programme was conducted professionally, met the required inputs and responded to requests for information. The Programme team also ensured synergies with other Pompidou Group and Council of Europe projects.

Overall, the programme management structure was effective in reaching sustainable and meaningful results. The roles and responsibilities of the staff were mostly clearly defined. However, sometimes the high time requirements and workload of the supervisors, especially between 2015-2018, meant that the project manager had to make strategic decisions alone without being able to consult a more experienced colleague.

A stronger exchange between the supervisor and the project manager could have increased the project outcomes' quality while being cost efficient with the allocated project funds as the costs for supervisors are not borne by the project funds but by the Pompidou Group directly. However, in general and especially in favour of the donor, efficiency of the project was increased by the fact that the Pompidou Group Secretariat, including the supervisors, supported the project team at no additional costs to the project. Project management outsourced at the beginning was gradually internalised from 2018 on to ensure better coherence with Council of Europe and Pompidou Group action and optimise the use of resources.

Phases in which the administrative assistants were changed proved to be problematic and occurred a few times over the projects' timespan of more than 10 years. The introduction of a new assistant into the project sometimes led to delays in the implementation of project activities and added workload for the Programme team. This is an observation rather than a criticism on the part of the evaluator, as changing responsibilities and staff fluctuations are processes that occur in every organisation and are difficult to prevent.

Cooperation with other organisations

Resources were often maximised by joint implementation with other international organisations, mainly UNODC or national and international NGOs such as Initiativa Positiva, Aids Foundation East-West (AFEW - Ukraine), Friends of Preluky (Netherlands), Public Health Alliance (Ukraine) or Phoenix Haga (Norway). The cooperation with these organisations was characterised by sharing of knowledge, workload and costs. In part, the organisations such as Phoenix Haga or Friends of Preluky provided for free their experts while the CJPP covered the logistical and organisational costs for workshops or trainings. Costs were sometimes shared with UNODC, e.g. on a 50:50 basis when two training workshops were held in 2011 and 2012. For four international conferences in 2012, 2015, 2019 and 2021 the CJPP covered participation of a group of international experts while UNODC financed the remaining expenses. Positive side effects are networking effects and the combined persuasive power of different organisations, which can have a positive impact on the focal area of advocacy.

Visibility

The CJPP used a variety of communication tools to raise awareness of the Programme's activities, including social media (Facebook), video productions used as training materials (MAT in prisons, Family Conference) or for advocacy (testimonies of therapeutic community members) and developing and distributing publications (news briefs, articles, press releases, brochures, analytical reports). Visibility was limited to the corporate design (colours and logo) of the Pompidou Group. A recognisable design and communication material setting out a strategy and objectives for the CJPP have not yet been developed. This is apparently aimed to be accomplished using the results of this evaluation.

Timeliness

The CJPP has been revised at various stages, mostly to adapt it to local changes and reforms. A few times, projects had to be extended because of implementation delays. These extensions were communicated and explained to the donors. The delays included factors related to project implementation in the project countries (mainly bureaucratic hurdles) as well as internal factors such as coordination processes with Council of Europe departments. In 2020, some project activities had to be rescheduled in view of the Covid-19 pandemic. However, this was done quickly and resulted in only minor project implementation delays. However, it is only logical that delays in the project process are almost always associated with higher administrative running costs. These resources are then in turn not available for project activities.

Project approach

When examining the general approach of the project, it should be considered that the overall project budget (250 000-300 000 Euros for a two-year cycle) did not allow to implement comprehensive projects in each beneficiary country. This has restricted programme implementation to small-scale pilot programmes and sometimes scattered use of resources resulting in reduced measurable long-term effect. However, it is also true that measuring project impact on the macrolevel is very difficult and sometimes impossible for regional projects. Thus, the non-measurability does not mean that regional projects do not have long-term impact.

Individual interviewees noted that some project activities could have been made more efficient through more analytical and theoretical groundwork before activity implementation. In the Republic of Moldova, it was not clear to project participants from the beginning how a therapeutic community should function and who would work there with what responsibilities leading to unnecessary initial friction. In some cases, prison staff was trained who would then not work in the therapeutic community at all, which resulted in an ineffective use of funds. A handbook for the implementation and running of a therapeutic community within the prison was only developed late (2020) in the programme cycle. An earlier development of that resource would have made training easier both for trainers and trainees. It would also have given earlier the involved NGOs a founded argumentative base for their work supporting these drug treatment services.

However, the program's project approach was also described by the interview partners as flexible, organic and reactive. This meant that acute problem situations could be solved more quickly and unbureaucratically than the project partners were used to from other international organisations.

5.3. Partnerships and cooperation

The Pompidou Group has initiated, maintained and in some cases further developed partnerships with project country governments and other international partners through the CJPP. The Programme brought together international experts, key stakeholders and actors at national and local levels, as well as experts from other countries, to share experiences, train and develop skills needed to strengthen public health and human rights in prisons. Feedback from stakeholder interviews shows that, by and large, the CJPP was able to build relevant partnerships with both national and international partners. This was also helped by

the fact that individuals in the core project team were responsible for the CJPP for a very long time, and in one case even for the entire duration of the Programme. This created close personal and professional relationships with the project partners and a high degree of mutual trust.

The Pompidou Group involved national partners in decision-making processes through coordination and information meetings, especially with prison authorities and civil society partners. This approach enabled the programme management team to stay in contact with programme stakeholders and was highly conducive in moving the Programme forward in a volatile political environment. However, there were also extended periods when national counterparts were not reached - which had to do with the geographical spread of the project across several countries on the one hand, and the small project team on the other, whose communication and travel possibilities were limited for staffing reasons. This situation has improved in recent years as during this period the project team grew to two managing persons who could share among themselves the task of keeping in touch with the national partners. Another factor favouring the exchange has been the more frequent use of video conferencing to keep in regular contact with partners and experts.

Finally, it should be noted that most of the stakeholders interviewed for the evaluation pointed out that the efficient working relationships of the Pompidou Group and the long-term partnerships with the different national representatives were among the key factors for the success of the programme.

5.4. Effectiveness

Effectiveness is the extent to which the intended results are achieved at the outcome level.

The project documents attest to the project's high effectiveness. Most outputs were produced and expected results achieved. Whether the results described in the project reports were actually fully or partly achieved cannot be determined in this evaluation. This section will therefore only trace the broad lines of the expected results.

Comprehensive Drug Treatment Systems

Starting in 2015, the broad CJPP goal of strengthening so called "comprehensive drug treatment systems" in the criminal justice system was increasingly communicated by the project team to the project's stakeholders. This goal can be found in the project reports and was confirmed by the interview partners of this evaluation. Comprehensive drug treatment

system is a conceptual term which means that most common substance use disorder treatment interventions can easily coexist. Combining different treatment services enables criminal justice systems to cover a larger group of patients and provide options for the individuals that best match their needs. In addition, the different treatment dimensions (clinical treatment, psychosocial support and harm reduction) complement each other and even work synergistically. This applies also to treatment interventions with different treatment philosophies and goals, such as drug-free treatment programmes (goal: abstinence), MAT (goal: stabilisation of patient) and harm reduction interventions (goal: drug harm reduction).

The concept of a comprehensive drug treatment system has been illustrated by the CJPP in this infographic:

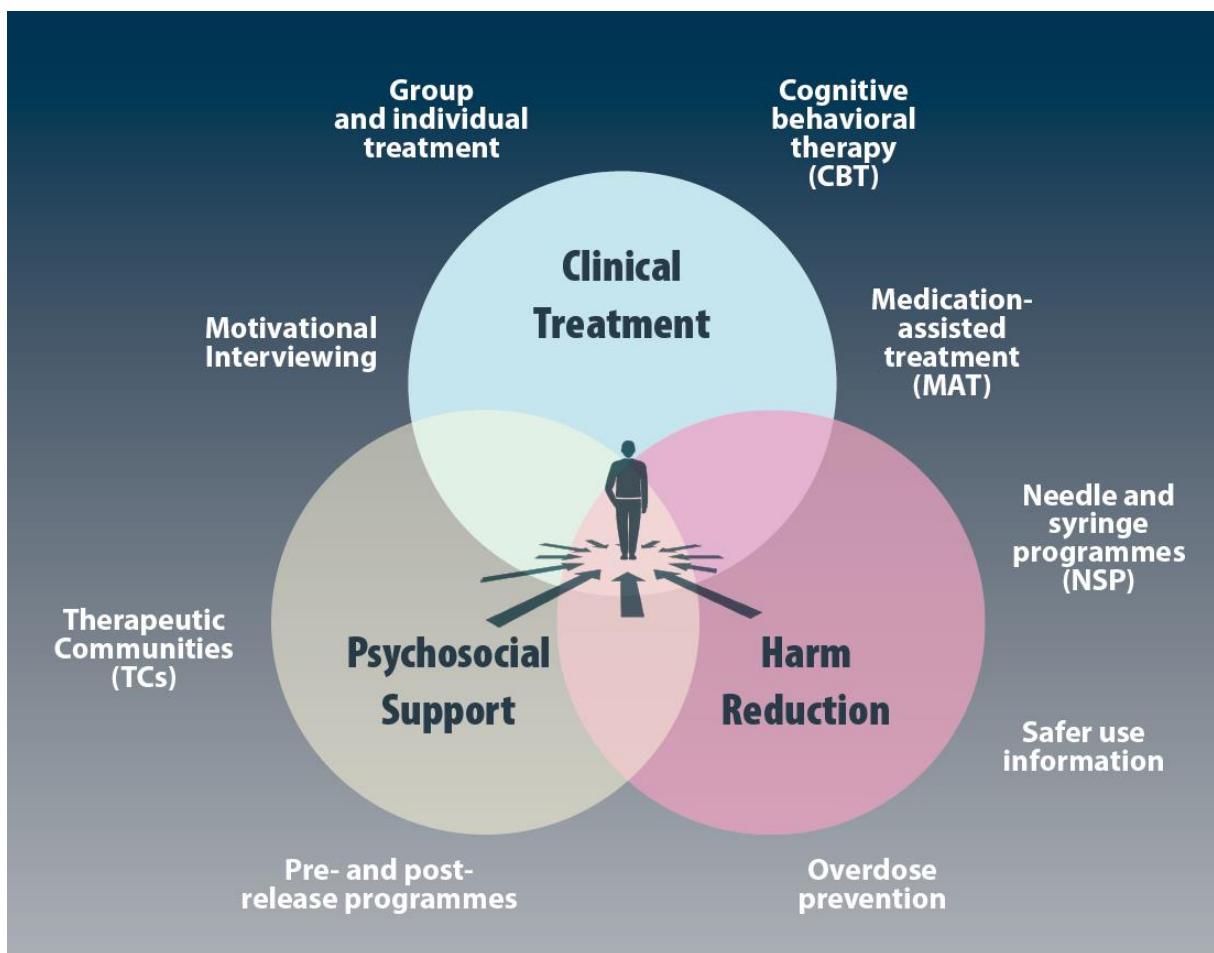


Image: taken from a poster published by the Pompidou Group in 2022

It can be confirmed that the Programme contributed to achieving this goal, especially in the Republic of Moldova and in Ukraine, where different in-prison treatment measures were piloted thanks to the Programme. A major success in this respect is the first in-prison therapeutic community in the Republic of Moldova, which was established and implemented with the help of the CJPP and is still operational today. In addition, in 2022 the therapeutic

community became institutionalised as an official programme for all prisons in the country. In the Republic of Moldova, however, other programmes for people with substance use disorders that existed before the CJPP were also supported in the Moldovan prison system. These include medication-assisted treatment (MAT) and needle and syringe programmes (NSP).

Also, in Ukraine pilot programmes were implemented, one of which has now become the basis for further expansion into other prisons: the MAT programme in a pretrial detention prison in Lviv. Another (initial) success in Ukraine was the introduction of the Family Conference methodology in three juvenile prisons (Melitopol, Kremenshuk and Preluky), which gave imprisoned juveniles the opportunity to re-engage with their families in a constructive and purposeful dialogue. Unfortunately, this methodology could not reach the status of an official programme in all Ukrainian juvenile detention centres, despite scientific and communicative-political monitoring and support by the project team and international experts.

One juvenile detention centre (Preluky) has been closed as the number of juveniles in penal institutions has decreased throughout Ukraine. In Melitopol the Family Conference project ended as the city was occupied by Russian forces as a result of the Russian war of aggression on Ukraine started in 2022. In Kremenshuk, the programme was interrupted due to Corona-related restrictions on travel and face-to-face meetings, for cost reasons and because of the problems caused by the war. The costs of the Family Conference consist mainly of travel expenses, which are a burden to the parents of detained or imprisoned youth and cannot be covered by the prison administration. In the interviews it became clear that this aspect was not sufficiently foreseen by the Programme team when the project was started.

Advocacy for prison health and human rights standards

Another overarching goal of the Programme was to advocate for drug policies and programmes in the criminal justice system that are based on human rights and public health standards.

To achieve this goal, the CJPP promoted regular exchanges between policy makers and practitioners at national and regional levels to inform them of examples for good practice and share experience in implementing international recommendations for the treatment of incarcerated persons with drug problems. Local NGOs in the target countries received support from the CJPP as well as project partners and in order to strengthen sustainable actors in the field.

The general approach in this area was to adapt international health and human rights standards to local conditions and focus areas. The aim was to make international standards and examples of good practice implementable for the project partners and to present these findings to decision-makers.

Good examples of this approach are the interventions in Georgia with the aim of introducing alternatives to imprisonment in the Georgian criminal justice system, and the South-East European cooperation to raise standards for drug treatment and rehabilitation in prisons. Both produced policy guidance in the format of declarations (“Tbilisi Declaration”) and roadmaps for reforms and policy recommendations on improving standards in prisons. In Ukraine, a roadmap for the extension of medication-assisted treatment (MAT) in prisons was developed. In the evaluation interviews it became clear that these policy guidance activities were mainly developed and studied by medium-level decision makers. Through them the information was extended also to the Ministerial level.

In the Republic of Moldova, the therapeutic community's approach which is based on rehabilitation and respect also had an impact on political discussions, as some interviewees shared. The therapeutic community helped reform-oriented decision-makers by providing a good example of the effectiveness of rehabilitative measures which are based on human rights.

Skills and knowledge of professionals

Capacity building in the form of trainings, workshops, seminars and meetings was an important component of all projects under the CJPP programme. These events were generally highly valued and positively evaluated by the participants. Projects recorded information on the immediate response to capacity-building activities through simple evaluation questionnaires and, where possible, these feedback instruments sometimes recorded newly acquired knowledge and skills. While the project attempted to revisit training participants after support, there was no systematic follow-up to these activities to assess and capture learning effects and other outcomes over time. A more robust approach to evaluating these activities should be adopted in the future in order to assess the activities that yield the greatest benefits. Further this could make ongoing projects more effective as they can directly react to participants' needs.

Most capacity-building activities aimed at increasing the knowledge and skills of various professionals working in the criminal justice and correctional systems, as well as non-governmental organisations providing services to incarcerated people with substance use disorders. However, it is not always clear, and could not be sufficiently determined within the

framework of this evaluation, whether the trained persons were actually able to apply the expanded knowledge and skills they had learned. Individual interviewees said that some trainees later worked in other areas where what they had learned was less relevant to their daily tasks.

Important regarding capacity building was the involvement of many different agencies and ministries, encouraging the development of formal and informal networks of individuals, which then helped to facilitate discussion and collaboration between the different professional disciplines and agencies.

This was also true at the regional level. National colleagues from different professional backgrounds were regularly invited to international and regional events where they could share their knowledge and skills with professionals from other countries.

Travelling together with colleagues, learning from other countries' experiences and spending time together built trust and networks between all participants, including with the programme team. Evaluation interviewees also stressed the importance of investing sufficient time and resources in developing activities that enable trust to be built between representatives of different agencies and nationalities.

A good example for the trust-building between different professions were trainings in which prison doctors participated together with prison psychologists and prison guards. Participants emphasised that it was crucial for their daily work to learn more about the responsibilities of colleagues with different professions. This trust-building was also achieved through certain types of training organisation: for example, training that required joint travel to a remote hotel, where participants had to spend many hours together outside the classroom in a car, on a train or even on foot. This helped build relationships, understanding and trust. It also helped the programme team, trainers and facilitators to identify professionals who are most likely to respond positively to working more closely together.

In terms of content, feedback is mixed: while most feedback cited in the project documentation showed that trainers provided useful information, some respondents noted that a few international trainers lacked understanding of the local context, which made their advice less useful.

It was also highlighted by some respondents that training using video conferencing technology (introduced as a working method amidst Covid-19-related restrictions) was less effective than physical meetings in a real space. In particular they missed the spontaneous interactions in virtual meetings. Other national project partners indicated that regular videoconferencing and supervision sessions contributed to more continuous knowledge sharing than irregular training.

5.5. Impact

Effects are the lasting changes that result from the intervention.

The CJPP focused on creating impact on improving public health and human rights in the Programme area through the support of drug treatment programmes and criminal justice policies that also have the potential to reduce prison overcrowding, recidivism and crime.

Project Name	Project goal	Expected impact
<i>Treatment and Harm Reduction in Prisons (Inception project)</i>	Reducing drugs-related risks in prisons through awareness raising and capacity building.	Improve the human rights and public health situation in Moldova through the prevention of substance use disorders and transmission of communicable diseases.
<i>Preventing Drug Trafficking and Abuse in Prisons</i>	Reducing drugs-related health and drug trafficking risks, relapses and recidivism in prisons through capacity building and advocacy.	Improve the public health and social cohesion in the project area.
<i>Supporting Drug Treatment Services in Prisons</i>	Improving criminal justice responses to drug dependent offenders in Eastern Europe in order to reduce recidivism. Developing and implementing strategies for drug treatment and social re-insertion of drug using detainees	Improve health in penitentiaries with respect to human rights.
<i>Project Criminal Justice Responses to Drug Dependent Prisoners (PCF/PGG)</i>	Establishing regional co-operation and facilitating the exchange of good practices on tackling prison overcrowding, on alternatives to imprisonment and on substance use disorder treatment and rehabilitation.	Contribution to a healthier society and less crime by reducing relapse and recidivism of former imprisoned people to reduce prison overcrowding.
<i>Improving Drug Treatment Systems in Prisons</i>	Strengthening comprehensive drug treatment systems including harm reduction in prisons.	Improve human rights, public health through the reduction of drug dependence and drug related crime.
<i>Strengthening human rights-based responses to substance use disorders in prisons</i>	Strengthening drug treatment systems in prisons including medically assisted treatment and drug-free treatment	Improve human rights and public health through the reduction of drug dependence in Eastern European prisons.

The project goals' relevance to the project countries was clear and easy to establish but it was not possible to assess the impact of the whole Programme because firstly most projects within the CJPP did not establish measurable indicators for impact and secondly because most activities were too low scale to be able to create measurable impact on the macrolevel.

For example, the therapeutic community hosts only 25 beneficiaries for 6-12 months. While the evaluation of the therapeutic community programme shows that the persons who completed the programme stayed away from drugs and prison, yielding great success on an individual level. But as that project was so far only incorporated in one prison, it would be too farfetched to assume that this will have a measurable impact on public health and recidivism statistics. Nevertheless, the interviewees in Moldova and Ukraine said that the Pompidou Group's Programme managed to change attitudes towards people with substance use disorder in prisons to a degree that new innovative drug treatment approaches with a rehabilitative focus became more acceptable.

So it cannot be ruled out that the CJPP projects have also initiated processes that have led to changes and reforms at the macro level. In Ukraine, for example, following discussions and workshops in the framework of the CJPP but also supported by other international organisations, MAT became a new official treatment programme of the national prison system and was introduced in some additional prisons. Should this reform be further expanded, HIV infections in prisons should also be measurably reduced thus contributing to improved public health. Unfortunately, the Russian war of aggression has led to slower progress in reforms.

This also applies to Georgia, where the project attempted to promote policies with alternatives to punishment, with the aim of reducing prison overcrowding and improving the human rights situation of drug-addicted persons in the criminal justice system. According to the interviewees, the project has initiated important discussions in the ministries which continue but has not yet led to any changes in laws or regulations.

Individual project activities were also implemented in Serbia (one workshop), Armenia (one workshop and Romania (one training and one international conference). In this case, it will hardly be possible to measure any impact if project activities are carried out very selectively and briefly in different countries, responding to ad hoc or urgent requests made to the Pompidou Group.

It is important to highlight that achieving impact on the macrolevel of society depends on joint efforts of Member States, all civil society actors and all international agencies. It is not just the Programme's sole responsibility to reach these impact goals. Furthermore, systemic changes need political support and will. The pilot projects initiated in the various countries worked on a local level. Achieving national institutional change and reform takes time and solid discussions of many partners involved.

For this reason, the CJPP has been consistently engaged in international networks of donors and relevant project implementers in the field of substance use disorder and criminal justice.

The best documented case of this international cooperation is the cooperation under the umbrella of the WHO. The Pompidou Group is a steering committee member of the WHO Health in Prison Programme (HIPP). Within this network, the Pompidou Group has advocated for an internationally coordinated approach that focuses on the rehabilitation and rights of people with substance use disorder in prisons and the wider justice system. In the framework of WHO HIPP the Pompidou Group cooperated in particular with the following international organisations: WHO/Europe, UNODC, EMCDDA, Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM), Aids Foundation East-West (AFEW), International Committee of the Red Cross (ICRC) and Health Without Barriers.

5.6. Sustainability

Sustainability relates to whether and how the outcomes at the Programme's immediate objective level will continue beyond the life and the context of the CJPP.

Gleaned from the desk review of documents and from interviews with the programme team and partners, the Pompidou Group undertook necessary steps which were under its control and within its mandate to promote sustainable programme outcomes. The CJPP programme team has used various channels to ensure that its results will be sustained and further developed by the partners. A good example of sustainability is the therapeutic community which is still running these days with plans for extension within the prison and the whole prison system.

It can be positively emphasised that the therapeutic community was implemented with a strategy aimed at sustainability. For example, in a Memorandum of Understanding between the Pompidou Group and the Moldovan prison administration, it was stated that both sides commit to supporting the pilot project over a longer period of time and that the running costs of the therapeutic community must be borne by the Moldovan partners.

However, not all pilot projects of the CJPP became permanent and institutionalised programmes in the project countries as the Programme team had hoped. One example is Family Conference, which can no longer be continued in the prisons for various reasons, some of which cannot be influenced by the project team (see point 4.4 effectiveness).

Some interviewed project partners suggested that the Programme should have focused its resources more into lasting measures like teachers' training and guidebooks in order to create more sustainable results. In fairness, however, the evaluator notes that the CJPP has done just that, for example with a training video on MAT in prisons, a manual for trainers for therapeutic communities and an e-learning tool for MAT in prisons.

5.7. Human Rights and Gender

The human rights criterion looks at the extent to which project activities are guided by human rights standards and principles. Gender considers the gender-specific perspective (gender mainstreaming) and, in particular, equal inclusion and participation as well as the empowerment of women.

The Programme documentation emphasises the CJPP's objective of promoting human rights within the criminal justice system. This aspect will be more central in later project cycles (2018-2021) as an impact claim of the Programme than in earlier projects. It could be critically noted at this point that most project activities primarily aim to promote the health of vulnerable populations and the population as a whole, e.g. through the prevention of infectious diseases such as HIV and Hepatitis C, and only indirectly have a human rights reference. The Programme justifications only marginally address human rights directly, but the projects are clearly situated in that sphere. With the revision of the Pompidou Group's statute in 2021, promoting the integration of human rights into all stages of drug policy making became a statutory mission of the Group. This may provide the necessary framework for addressing human rights more directly within the CJPP.

Although there is no specific right to health in the European Convention on Human Rights, European states have committed themselves to ensuring the mental and physical well-being of people in many different situations. In this context they must, among other things, ensure that people have access to the health care they need, have a say in the treatment they receive, and seek redress when mistakes are made.

The Programme has a very strong foundation of promoting human rights within the criminal justice system and in doing so, seeks to reach those who face significant disadvantages – prisoners, people in trouble with the law who are struggling with substance use disorder and their social and financial side effects, as well as their families and professionals working with them.

The Programme addresses and argues in the project documentation including research papers and training materials against stigma, discrimination and negative stereotypes that are often barriers to mental health, well-being and access to substance use treatment. In particular people with substance use disorder suffer from various stigma directly harming their dignity which can have lasting health effects. In prisons, people who are drug dependent are often stigmatised for their substance use disorder by both other imprisoned people and prison staff. In the unofficial hierarchies of the prison subculture, they are assigned the lowest status in almost all cases.

The project documentation of the most recently completed project “Strengthening Human Rights Based Responses to Substance use Disorder in Prisons” and the CJPP brochure emphasise that raising awareness among practitioners and policy makers about non-discrimination against people who use drugs and the importance of using human rights-sensitive language when talking about substance use disorder are important points in project implementation. Working with people who have benefited from treatment programmes, the importance and outcomes of treatment and rehabilitation for the life of the individual and the society as a whole are significant.

Most of the activities and programmes under the project targeted a male prison population. Although it was suggested to the project partners that the target group of women should also be included, this suggestion was not considered a priority and are only punctually addressed as there are already many programmes in women's prisons in the project countries. Since other international and local organisations working in the project area in the region focus their activities specifically on the special needs of women, including women with substance use disorder in prison, the programme team decided not to duplicate the work of other organisations active in this field.

For future CJPP projects it remains important to investigate women's human rights, as women who use drugs often face a double stigma due to their drug use in relation to motherhood and their role in the family on the one hand and their incarceration on the other hand.

The programme documentation also includes considerations on gender mainstreaming in relation to implementation modalities. It states in some reports that its activities benefited from an overall balanced representation of women and men in project activities. Also a gender-balanced representation of partner institutions and participation in activities was pursued and, in most cases, successfully achieved.

6. Conclusions

Based on the analysis of the evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability, as well as on partnerships and cooperation, human rights and gender mainstreaming, the following conclusions can be summarised.

Criteria

Conclusions

<i>Relevance</i>	<p>The CJPPs objectives were largely in line with CoE action plans and priorities of cooperating governments although these do not always explicitly list specific drug-related topics. Also public health related studies confirm the relevance of the activities of the CJPP. Although reducing the number of people with SUD in prison is relevant, it is not accurate anymore that the prisons in the project countries are currently acutely overcrowded as stated in some CJPP reports. This is not to say, of course, that measures to reduce drug-using people in prisons are obsolete. They have a preventive effect and are in line with international experience in this area.</p>
<i>Efficiency</i>	<p>The Criminal Justice and Prison Programme was mainly efficient. The CJPP team as part of the Pompidou Group and the Council of Europe as a whole was perceived by project partners as knowledgeable, highly experienced and effective in achieving sustainable and meaningful results. Some staff turnover created limited implementation friction. Resources were often maximized through the cooperation with other organisations and sharing of workload and costs. Even though the Programme team ensured that the CJPP was visible, the recognisability of the project and the reach of its content could be increased even more. Some delays in project implementation may have increased administrative costs of the project. More analytical and theoretical groundwork before implementing specific project activities might increase the efficiency of the programme.</p>
<i>Partnerships and cooperation</i>	<p>The Programme succeeded in initiating, maintaining and expanding long-term partnerships with governmental and non-governmental organisations. It also created professional networks among its target groups.</p>
<i>Effectiveness</i>	<p>The Programme contributed to creating and supporting comprehensive treatment systems in the project countries. The CJPP also helped in promoting European and international prison health and human rights standards. The CJPP contributed with various methodologies and different types of activities to increasing knowledge and skills of various professionals working in the criminal justice and correctional system, as well as non-governmental organisations providing services to incarcerated people with substance use disorder.</p>
<i>Impact</i>	<p>Although the logical framework applied to the CJPP was coherent in generating wider project impacts at the macro level of society, it is not possible to clearly identify or measure longer-term impacts of the whole Programme. Most projects within the CJPP did not provide measurable indicators of impact. In addition, most activities were too small to have measurable impact at the macro level, which is to some extent attributable to limited Programme funding.</p>

<i>Sustainability</i>	While some of the CJPP pilot projects led to the sustainable introduction and strengthening of new treatment programmes (therapeutic community in the Republic of Moldova and MAT in the Republic of Moldova and Ukraine), there were examples of activities that were not sustainable or at least could have been more institutionalised (e.g. Family Conference in Ukraine), if the project and external circumstances were more favourable.
<i>Human Rights and Gender</i>	The Programme has made a clear commitment to reducing stigma, discrimination and negative stereotypes, which are often barriers to mental health and well-being. In addition, gender mainstreaming has always been taken into account in the planning and implementation of activities. The revised statute of the Pompidou Group adopted in 2021 provides an opportunity to better accentuate a human rights dimension of the CJPP.

7. Recommendations and lessons learned

Funding and donor relationship

The CJPP should maintain and, where possible, further develop its relations with the donor community and national partners in order to maintain the cooperation network and ongoing long-term activities in the project countries. Although donor diversification is advisable to ensure long-term funding, it also means that the satisfaction of the main donors (Fund to combat certain forms of crime of Luxembourg) with the project results should always be a priority. For example, the CJPP could conduct a stakeholder and donor mapping exercise in each target country for the areas covered by the Programme in order to have up-to-date information from all relevant interlocutors at government level, international development actors and civil society organisations, as well as mapping all potential donors in the region and identifying current trends in donor funding in the criminal justice sector.

Monitoring and evaluation

The CJPP should develop a simple but consolidated monitoring and evaluation (M&E) framework for all projects, with greater attention to selecting appropriate qualitative indicators to better measure programme results. It is recommended to develop a set of standardised mandatory indicators to be used for different types of activities (policy work, regulatory review, capacity development, awareness raising, etc.). M&E costs should be included in project budgets.

Capacity building

The CJPP should continue to provide comprehensive capacity building that includes an institutional strengthening approach for criminal justice institutions and civil society organisations, as well as standards for the delivery of training. This was done successfully through the development of more detailed training materials, including handbooks for trainers and project managers, as well as e-learning tools that were made into institutionalised training tools.

Institutionalisation and sustainability

The CJPP should strengthen institutionalisation of project activity pilots by engaging governments to find ways to effectively mainstream and integrate treatment and rehabilitation services into their national programmes. This has already been successfully achieved in the Republic of Moldova with an in-prison therapeutic community. In Ukraine (family conferencing and MAT in prison) and Georgia (alternatives to punishment) successfully tested programmes and strategic roadmaps may still have the potential to be institutionalised, provided the political will exists. To ensure participating stakeholders are fully aware of the pilot projects the Pompidou Group could firstly present a collection of reports and research about the pilot project to all stakeholder institutions and persons participating in the project; secondly, convene a meeting with key national stakeholders and donors, to present pilot project results and outline priorities for the future based on the pilot project results; and lastly, in future projects, expand the participants of future workshops to include further relevant decision makers.

The CJPP should keep in mind that investments into the training of prison staff are often not sustainable, as staff are rarely assigned to one specific task, such as supervising a rehabilitation programme for a longer period of time but are frequently transferred to other prisons or functions. Senior prison staff in the project countries also often retire very early. Training programmes should therefore aim to train trainers or produce training materials that can also be used by new entrants to the prison service. Another possibility to sustain training successes could be to work more closely with local and international institutional training centres or to establish or expand such institutional entities.

Regional planning

The CJPP should further specify its regional strategy for all directly and indirectly involved countries and regions, outlining the objectives, areas and approaches for regional cooperation between target countries, regions and institutions. This includes various networks within the Pompidou Group, in particular MedNET, the Mediterranean Network of the Pompidou Group, and its activities in the penitentiary system, but also regional programmes of the Council of Europe in the field of criminal justice. This process has already

started following the increased interest of Pompidou Group member states and partners in the CJPP.

Cooperation with civil society organisations

The CJPP worked from the first project cycle on closely with civil society organisations (CSO) and should continue to work with them to further strengthen criminal justice and crime prevention in the Programme area. In the CJPP's history, CSOs proved to be prolific and professional partners in the delivery of services in prisons. CSOs are also a bridge to services and jobs outside prison to formerly imprisoned people, expanding in practice the span of rehabilitation opportunities.

Impact

In order to create a more measurable impact on the macrolevel of society, the CJPP could in discussion with national stakeholders identify and introduce a larger programme in one project country which would focus on one main impact indicator, for example number of people who use drugs (in overcrowded prisons) or the total coverage and output of selected services such as MAT in one country. It is to be acknowledged, however, that this largely depends on funding availabilities under Council of Europe Action Plans and other financing schemes, which are rarely available for such specialised topics as is the treatment of substance use disorders within the wider topic of prison health. This recommendation does not mean that a scattering of project funds and activities in different countries and with different thematic focuses is not useful. Especially in regions where several international agencies and local organisations cover similar priority areas, smaller targeted interventions may also be justified. In this case however, the CJPP cannot produce quantifiable effects.

Visibility

The CJPP could improve its visibility by developing its own recognisable design within the framework of the Pompidou Group's corporate design. This design or motif should be easily associated by the viewer with the Programme's focus. Investing in a smart communication strategy with clear messages and design can increase the reach of the Programme's contents and value.

Therapeutic community

The CJPP should continue to provide support for the to spread the therapeutic community approach in the Eastern European and South-eastern European regions as a complementary programme to other pharmacological and harm reduction interventions. Care should be

taken to ensure that the methodology of the therapeutic community is consistent with international standards of public health and human rights.

Comprehensive drug treatment system

The CJPP is encouraged to continue to invest in and support initiatives aimed at strengthening comprehensive drug treatment systems, which requires convincing and working with prison authorities to adopt a balanced approach which entails different treatment approaches. An evidence-based approach should always be the guiding principle for this.

The CJPP should keep in mind the following positive lessons learned of the projects:

Memoranda of Understanding or Agreements

All project partners involved in the collaboration should sign memoranda of understanding or agreements at an early stage of the partnership process that clearly define responsibilities, mutual expectations and arrangements. Beneficiary ownership should also be set out in jointly coordinated and approved work plans. In securing partnerships with government, political commitment must be accompanied by early identification of leaders at the implementation level to put commitments into practice and ensure smooth implementation.

Partnership building

The effective involvement and participation of the programme partners in the entire project cycle from conception to implementation has created a sense of shared responsibility, goodwill and trust among them. This has contributed to the CJPP gaining legitimacy and momentum and being in a much more favourable position to achieve its objectives.

Capacity building and networking

Capacity building through information sharing, trainings, seminars, workshops or the actual participation in consultation processes, is essential to meaningfully engage programme

partners in the reform process. These can aim at an individual and institutional level as well as on a local and national scale. Training of trainers programmes are an effective strategy to improve the impact of the Programme on the ground, but they need appropriate infrastructure and a supportive environment to reach their full potential. Study visits and participation in international conferences for operational level staff of government partners are a good motivator for introducing change and good international practices at the organisational level.

8. Annex

8.1. Evaluation tools

Semi-structured interviews were based on the following guiding questions which were then adapted to the local context:

	Key Question	Follow – Up Question
Introduction	Please describe your role with the Criminal Justice and Prison Programme	When and for how long have you been involved in the programme? What responsibilities did you hold? In which areas did you or your organisation collaborate with the CJPP?
General effectiveness	In your view, please describe the main achievements of the CJPP during its implementation / your involvement? In your opinion, which programme component was the most successful? Please explain your response.	What factors were crucial for the achievements and/or failures? What are the major challenges and obstacles that the programme encountered? Was the programme able to cope with them or may they prevent the programme from producing the intended results? To what extent have your concerns (if any) been sufficiently addressed by the programme? (Probe: What were the key mechanisms used for communication? Were you kept informed on programme progress?)

Output – Skills of professionals	Did the training provided by the programme improve your skills / the skills of health / prison staff / policy makers / NGO or other professionals? How? Can you please provide examples?	What was the situation of health professionals before the programme's start? How relevant was the provided training for working with people who are incarcerated and use drugs? Which parts of the training made the biggest contribution to health professionals? What could have been improved/ should be improved?
Output - Advocacy	Did the programme reach its target groups and effect decision makers? To what extend was awareness raised among them / the public? Can you please provide examples?	How well were the project results communicated nationally as well as internationally? Were there specific factors that helped to reach decision makers especially? What could have been improved/ should be improved?
Output - Network	To what extent were contacts and exchanges among professionals and policy makers in the field facilitated? Do you think it helped to strengthen national/international? Can you please provide examples?	Did your organisation benefit from the network opportunities? To what extend? Are you satisfied with the achieved cooperation? What could have been improved/ should be improved?
Lessons learned/ Best practices	What were the key lessons from this programme?	What 'good practices' could be applied to future projects?
Closing	Is there anything more you would like to add?	

The interview partners in the project countries received a brief prior to the interview. The following text is the information that was sent to the Moldovan interview partners. Similar letters were distributed to Georgian and Ukrainian interview partners each with different thematic focus:

About the evaluation: The Pompidou Group evaluates its Criminal Justice and Prison Programme in order to improve project implementation for its partners and member states including Moldova. To reach this goal, independent evaluators will conduct individual and group interviews via video call. The evaluation tries to find out various aspects of the project that have been achieved during the period 2010 to 2022. The information provided in this interview, based upon your experience and your involvement with the project, will help us to better understand the achievements of the project. The results of the evaluation will be shared with the member states of the Pompidou Group including Moldova. **All information you provide through this interview will however remain confidential.**

About the Criminal Justice and Prison Programme: The Criminal Justice and Prison Programme (CJPP) is the umbrella term for a series of projects focusing on the treatment and rehabilitation of substance use disorders within the criminal justice system. The programme has been implemented by the Council of Europe's Pompidou Group since 2010 and is currently ongoing. The present evaluation covers the period between 2010 and 2022. The programme has the overall objective of improving health services for people who use drugs who are in contact with the criminal justice system and fully

protecting their human rights. This includes, for example, supporting medication-assisted therapy (MAT), drug-free treatment services such as therapeutic communities, harm reduction and rehabilitation programmes in detention. The programme is primarily aimed at governments and professionals, helping them to develop strategies and rehabilitation measures for the treatment, education or reintegration of people who use drugs.

The Criminal Justice and Programme has achieved tangible results in many European countries and especially in the Eastern European and Balkan regions. In Moldova the first prison-based therapeutic community programme was consolidated and extended through providing evidence of its long-term effectiveness, achieving progress in its integration into the national treatment curriculum and opening up access to people from other custodial settings. Rehabilitative activities attached to the programme were also diversified, in particular with a pre-and post-programme phase, peer-to-peer mentorship and entrepreneurial education. The programme was further showcased as a good practice in the region, inspiring interest by other countries to introduce it in their prisons and the creation of a handbook for setting up and running therapeutic communities in prison. Workshops and research conducted on the influence of criminal subcultures on effectiveness of drug treatment options in Moldovan prisons has led to a first discussion of this challenge among prison staff and leadership and to practical recommendations to mitigating this influence on uptake of treatment. Implementation of an interactive online course on delivering MAT in prisons also served the purpose of improving the quality of drug treatment in prisons by enhancing the competences of professionals working with people with opioid use disorders.

Many reforms and improvements that took place in Moldova did happen thanks to the dedication and hard work of Moldovan professionals in the prison system, in the administration and Ministries. The Programme aimed to support improvements in the prison system and would not have been possible without the Moldovan partners.

The interviews will be conducted verbally and may be adapted to the interview persons. But all interviews will follow this general structure: [Attached was a shortened version of the questionnaire from above].

8.2. Desk review list

Final Project reports: 6

Mid-term reports: 3

Evaluations: 1

Research papers: 4

Other project documents, reports and communication: 15

8.3. Persons contacted

As part of the evaluation, 21 people were contacted and interviewed. Half of the people (10) contacted are direct project partners of the CJPP in the project countries, including high-level policy makers (2) and other local implementing partners (8). Experts and trainers (5) were also interviewed. Also one person involved in the project implementation was interviewed. As the interview partners were promised anonymity and only a small number of people were interviewed, no detailed information about the people is given here, as the naming of organisations and functions allows conclusions to be drawn about the people.