Report of the Evaluation of Children and Youth in Conflict with the Law Project

Solomon Islands

November 2008

Acknowledgement

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Executive Summary

Background Information

The CYiCL project is an NZAID funded project being implemented by Save the Children Australia. (SCA) The project was designed in 2005 started implementation in July 2006. It currently has funding up until June 2009. The project's goal is:

'To enhance the quality of justice for children and youth in conflict with the law in the Solomon Islands'.

Contributing to this goal the project has five main objectives covering; crime prevention in the community; diversion; improving the handling of children under the formal justice system; the re-introduction of probation and reintegration of young offenders. The project is based in the SCA offices in Honiara and has carried out activities linked to these objectives in the capital and in communities in five of the Solomon Islands' main provinces.

Evaluation Methodology

The evaluation was requested by NZAID, SCNZ and SCA to review the project with the intention of learning lessons for the future. As far as possible the evaluation followed a 'participatory approach' with the full involvement of project staff in planning the work and executing the field research. A range of evaluation questions were drawn up which assessed the project against its objectives as outlined in the original logical framework prepared during the formulation phase. These questions were linked to the criteria of efficiency, effectiveness, impact, relevance, sustainability and impact.

The evaluation team collected data through a variety of participatory methods including; review of secondary sources (project documentation, other reports etc), semi-structured interviews, Focus Group Discussions, PRA exercise with community members, observation, management electronic survey. During the evaluation the team visited a number of project sites in Honiara, Guadalcanal and Malaita and included the views of a wide range of stakeholders in its findings.

Evaluation Findings

Effectiveness

Objective 1: Strengthen crime prevention mechanisms which reduce risk settings for children and youth.

The evaluation found that the project had been quite successful in establishing a total of 40 community based Crime Prevention Committees. Although the project has not made many distinctions in their approach, the evaluation team felt that there were marked differences in the situation and needs of the urban and rural communities. Many of the CPCs are still very immature and most have been functioning for less than a year. All of the CPCs visited appear to still be very dependent on CYiCL and there was little sign of them being sustainable without external inputs. Community members expressed high levels of approval of the concept of crime prevention and the CPC model but there is still a lot of ignorance about the actual role of the CPC. The evaluation also found that many have unreal expectations of what CYiCL should provide in terms of resources.

The project has played a key role in facilitating SIPF access to communities and a good working relationship has been built up with the Community Police Unit in Honiara and with police officers in the provinces. It seems that there has been a varied degree of ongoing involvement of SIPF officers over time. In many cases they participated in the early stages of CPC formation but have then been unable to make further inputs. There are a number of reasons for this, but the main one is lack of human and other resources, particularly transport, in the SIPF. Unfortunately because of inadequate data analysis the evaluation was not able to obtain accurate figures to assess the actual attendance of the police at CPC activities.

Feedback from the communities suggested that there is an increased awareness by young people of the implications and consequences of involvement in at risk behaviour. The workshops conducted last year which took 60 young people through the court and custodial system were felt to be very successful and there was a widespread demand from the community elders for more crime awareness activities for young people. The main challenge for the project and the CPCs is to influence young men, particularly those living in urban communities with little traditional hierarchical systems. Many of the lessons, of what works and what does not, have not been documented or shared with others and the monitoring and analysis of data from the CPCs in terms of organisational capacity and achievement of objectives is very limited. Monitoring of the CPCs focuses on activities and not on results which was a major constraint for the evaluation team in assessing whether the crime prevention work in the communities has been effective or not.

The project has worked hard to develop linkages on crime prevention with other key agencies and in 2007 facilitated a National Crime Prevention workshop. The project played a pivotal role in the establishment of the Solomon Islands National Crime Prevention Reference Group, which subsequently developed into Solomon Islands National Crime Prevention Council (SINCPC) which is due to become functional in early 2009.

Objective 2: Contribute to the institutionalisation of diversionary processes in accordance with best practice for children and youth.

In March and April 2008 CYiCL carried out the first significant research into 'diversion' as practiced in the Solomon Islands. The report identified and raised awareness of the critical importance of 'formal' and 'informal' diversion and its potential implications for the rights of children. Following the completion of the report the consultant was commissioned to develop a set of diversion guidelines for use by SIPF. These have not yet been completed.

Objective 3: Facilitate improved processes for the progression of children and youth through the formal justice system, in accordance with international conventions.

The project has worked with all of the main law and justice agencies to change their knowledge, attitude and practice related to children and their treatment to bring it in line with the CRC[1]. It has also contributed to the redrafting of legislation which has relevance to the rights of children coming in contact with the formal justice system.

Police

The project has developed a good relationship with SIPF at all levels and approximately 10% of SIPF staff have had their awareness of CRC raised through workshops run by CYiCL. There has been further awareness raising amongst SIPF through the Child Friendly Police posters and the introduction of a module on CRC in police recruit training.

Interviews carried out during the evaluation provided mixed anecdotal evidence of changed practices by the police at field level. In some cases police are now making clear distinctions in the way they treat young people and in other cases when mixed age groups are arrested they are all treated exactly the same. It appears that the causes of this are partly due to a lack of knowledge but in many cases because of a shortage of separate holding facilities for juveniles.

It was hard to obtain an accurate picture of the situation or changes in police treatment of juveniles as a result of the project's activities since no detailed data has been collected. Interviews with senior police revealed that there is a perception that it is difficult for field officers to apply CRC

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[1] CRC is referred to frequently in the report, although not specifically stated it is intended that this includes the other internationally recognised instruments related to children's rights

principles when dealing with juvenile (14 -18 year olds) offenders in the Solomon Islands context. Whilst this may be true it was felt by the evaluation team that a lack of procedural guidelines for SIPF officers on how to deal with juvenile offenders should be addressed. (The project is intending to do this over the next few months.)

Courts

In 2007 CYiCL facilitated a workshop for all magistrates and judges on the application of the CRC (and other international instruments) to court procedures. The project also provided extensive support for a complete revision of the Magistrates Bench-book on Juvenile Procedures to align it with international conventions. At the time of the evaluation this was awaiting final approval. Largely through the advocacy activities of the project, the High Court is currently setting up a committee to address juvenile issues and has appointed a designated Juvenile Magistrate who is due to start in 2009. The evaluation team also obtained anecdotal evidence that as a consequence of the 2007 workshop there has been a more cautious approach by magistrates when dealing with juveniles. However due to the very low numbers of juveniles actually attending court this has not been very widespread.

Correctional Services

The CYiCL provided a large input into the development the Correctional Services Act 2007 to include sections on handling juveniles. The project also provided training on CRC for 18 SICS officers. It has also carried out an on-going monthly monitoring of the Juvenile Detention Centre at Rove.

Objective 4: Strengthen the capacity of probation mechanisms to deliver services to and engage effectively with children and youth.

During 2007 CYiCL worked closely with Social Welfare Department and other agencies to advocate for the re-introduction of probation.Work on this objective was stopped when support for the re-introduction of probation was withdrawn by the Department of Law and Justice.

Objective 5: Increase opportunities for youth and children in contact with the criminal justice system to undertake positive reintegration into the community

The project was asked to provide inputs into the development of Correctional Service Act 2007 to ensure it conformed to the CRC.

The amount of work that the project has been able to carry out on this objective has been limited by the small number of juveniles in custody. The project staff has however maintained a monthly visit to check on the treatment of juveniles held in the Rove Detention Centre. During 2008 the project commissioned a report on reintegration. This report recommended that the project worked closely with the SWD to improve the case management system for juveniles and explore opportunities for establishing community-based programmes for young offenders on their release.

Efficiency

The Project has experienced a lot of management change over the last two years due to a variety of reasons. There have been periods of efficient management and good implementation progress and also periods when the project has had inadequate management due to secondment to other duties, vacancies, duality of roles and capacity limitations. The lack of management and staff continuity has inevitably had an impact on the achievement of objectives. Lack of systems for data analysis and reporting combined with a many tiered management structure has led to an inadequate monitoring of project activities and therefore a reduction in informed decision making by management. It is widely recognised that finding local staff with good management skills is very difficult, and recruitment of suitable local management and staff has been an on-going constraint during the project. Although changes have been made to the accounting systems the staff is still having problems with applying it and it is therefore difficult to track expenditure against progress. It was also impossible to carry out an evaluation of efficient use of money without a results-based budgeting approach.

Due to the original contract arrangement the project management involves five tiers: SCA (Honiara); SCA (Melbourne); SCNZ (Wellington); NZAID (Wellington) and NZAID (Honiara). Having extra layers of management does not appear to have provided any efficiency benefits and has slowed reporting and consequently disbursement. Monies also incur extra charges penalties by passing through three currencies. Informal arrangements and the development of good interpersonal relationships during the course of implementation have helped to reduce the impact of the arrangement particularly more recently.

Relevance

The original emphasis of the project design had a very strong emphasis on the improvement of child rights, however community based crime prevention has increasingly become the focus of the project and remains extremely relevant to all key stakeholders.

Diversion (in its various forms) is a major issue in SI and further understanding and work in addressing its use as a positive and negative factor in upholding children's rights remains relevant

Although a large number of young people come in contact with the police few pass into the formal legal system. Ensuring that the children and young people are dealt with appropriately and afforded their rights by the police is and remains a relevant issue. The relevance of the work the project has carried out related to the courts and correctional services (particularly on new legislation) may become more relevant as the SI demography changes but currently few children are going through the court system.

Probation is not currently supported as a judicial measure in the Solomon Islands, but it is likely to be relevant as the legal system matures and social and demographic trends result if an increasing number of juvenile offenders enter the formal legal system. Similarly the relevance of working on re-integration depends on the number of juvenile offenders receiving custodial sentences. This has always been very low and although it may increase in the future it has also not been a relevant issue during the project implementation.

Sustainability

Objective 1 – Crime prevention

Most CPCs have been running for less than 12 months and inevitably are too immature to be self-sustaining. At this stage the SIPF does not have adequate resources to take on responsibility for supporting the CPCs and therefore without a continued support from the project it is felt that they are unlikely to be sustained.
The SINCPC had not held its first meeting at the time of the evaluation so it is too early to say if it will be sustainable and whether it will prove to be an effective vehicle for co-ordinating crime-prevention activities in the Solomon Islands.

It is still too early to say whether the other awareness measures such as the School Curriculum will be sustainable, but it is likely to need modifying to enable the police to keep using it.

Objective 2 – Diversion
The report has not been circulated yet and so it is impossible to say whether its recommendations are going to be used or whether the guidelines will be sustainable.

Objective 3 – Formal Justice

Police – Changes to police handling of young offenders will require considerable further inputs to be sustainable.

Magistrates – The legal instruments developed (Magistrates Bench Book) are sustainable but it will probably require some further support to ensure that they are used appropriately in the future.

Correctional Service – It may require further support to institutionalise the implementation of the Correctional Services Act

Additional Funding

To justify any extension of its activities after the end of the current project financing (June 2009) the project needs to concentrate on collecting quantifiable evidence of the effectiveness of its activities, particularly in the area of crime prevention.

Aspects of the project's work fit into the NZAID 2009 -2018 Strategic Plan for the Solomon Islands and so it could be considered for further funding from NZAID. Other possible sources of funding are the AUSAID Community Sector Programme or Australian NGO Cooperation Programme

Impact

As part of the evaluation the project's impact was assessed against the SCA Five Dimensions of Change. There is clear evidence that the project has had some impact on children's lives though its work with the law and justice sector. However it must be acknowledged that still very few children and juveniles are entering the formal justice system. The modifications made to key pieces of legislation do reflect the needs of children and by encouraging an active role for youths in the management of the CPCs their participation in the communities has been increased. The awareness raising activities in the communities on CRC has also increased civil society's support for their rights. It is however extremely difficult to assess the extent of the impact because of the lack of any accurate quantitative data. It also appears that the one area where there may be considerable negative impact on children's rights through unrecorded informal application of diversion has not been addressed by the project.

1. Summary of Recommendations

The following section provides a summary of the main recommendations that the evaluation team developed following their in-country work. These recommendations fall into two main categories. Firstly a large number of project related actions which if accepted will help to guide the project's activities over the next few months (or beyond if further funding is obtained) If followed it is felt that these recommendations will increase the sustainability of the existing initiatives. Secondly there are a series of recommendations which provide broader lessons which the evaluation team felt would be of interest to higher levels of management at NZAID and Save the Children in Honiara, Melbourne and Wellington.

(N.B. The recommendations are repeated and expanded under the 'Lessons Learned and Ways Forward' paragraphs of Section 5.)

Project Related Recommendations

Most of these recommendations are linked to three aims; increased communication through dialogue and the development of written tools; improved decision making by appropriate collection and analysis of data and the strengthening of activities already started by the project to help increase sustainability.

Crime Prevention

Crime prevention was seen by most stakeholders contacted as a very important element of the law and justice initiative in the Solomon Islands. The project's activities are currently the only substantial crime prevention work being done in the country, so it is important that the project's crime prevention related activities should be continued with increased emphasis on the following key areas:

- Improve communication between stakeholders involved in the CPCs to ensure that there is a proper understanding of their role and responsibilities
- Document key factors that produce a successful CPC
- Concentrate on Honiara (urban) CPCs

- Assess impact and sustainability of different activities over time (e.g. building community halls. There are already indications that the provision of the materials for the halls is causing dissent and unreal long term expectations in both the communities that have been offered a hall and those who have not.)
- Work on organisational capacity building of CPCs
- Work with CPCs in a collaborative mapping exercises to compile, map, and analyse key social factor information and crime data and monitor changes
- Emphasise sharing 'lessons learned' on crime prevention with SIPF and other agencies via the SINCPC
- Develop some simple management tools for the CPCs (e.g. simple proformas for recording meetings, activities, or crime mapping exercises)
- Develop indicators both for crime and for the developmental status and organisational robustness of the CPCs
- Carry out simple analysis of the data being collected to enable comparisons to be made between CPCs in different situations
- Develop a strategy or plan for handing over the support of the CPCs (either to the communities themselves or to SIPF)
- Improve recording, analysis and reporting of police involvement
- Improve communication between CYiCL and SIPF at all levels, so that senior officers are provided with proper data of actual police involvement in CPCs activities and the constraints being faced so that appropriate decisions can be made.
- Where resources allow, increase direct involvement of the police in the development and support of the CPCs using the CYiCL model
- Work with SIPF to develop a strategy that helps them to take increased responsibility for supporting CPC activities
- Avoid raising expectations of communities to levels not achievable after the project
- Repeat the exposure workshops for young people and get commitment from the various agencies involved to make this a regular event that will be repeated for new young people coming into the 'at risk' age category.
- Explore or develop new ways of reaching the critical target group (juvenile men in urban hotspots).
- Work to ensure that SINCPC develops into an effective body that produces measurable results.
- Provide additional trainer-training of police to increase the number of officers capable of delivering the Schools Curriculum.
- Develop an effective monitoring system for the school curriculum to collect data that assesses its effectiveness.
- Carry out a full evaluation of the curriculum after it has been in use for 12 months to make sure it is providing a package that can be used sustainably by the police.

Diversion

- Consider further work on addressing the possible negative impact of the use or misuse of 'informal' diversion on the rights of children where children are the victims of crime
- Facilitate the introduction of the 'formal' diversion guidelines by the SIPF

- Advocate with senior police that officers should he required to record all incidents of informal diversion but that this information should be aggregated and analysed.

Formal Justice

Large numbers of young people are coming into contact with the police although very few are processed through into the formal justice system. The evaluation raised questions on the degree to which CRC (and other international instruments) principles are being applied.

Continuation of the project's work through:

- Further discussion with senior SIPF management on the practicalities of applying CRC (and other international instruments) principles to police handling of juveniles in the Solomon Islands context.

- Work with the police to develop and encourage adoption of police procedures for handling young people.

- Further training inputs to increase awareness of CRC (and other international instruments) by a larger proportion of the police at field level.

- Work with courts to ensure that there is monitoring and recording of juvenile cases and that a system is in place to communicate this information to key agencies such SICS and SWD.

- Improved communication with SICS management on CYiCL activities and support SICS training department to include CRC related information in SICS training.

Reintegration

The project needs to act on the recommendation in the Reintegration Report and in particular:

- Support SWD to specialise in offender reintegration case management.

- Assist the SWD to connect with CPCs and YOP Youth Groups to begin setting up community reintegration activities

- Carry out more CRC training to current SICS and SIPF officers & new officers

Project Management/Monitoring

- SC Honiara's project management team's roles and responsibilities need to be clearly defined so that an improved systematic monitoring and management of activities can followed

- More emphasis needs to be placed on monitoring results rather than simply reporting on activity completion.

- Systems for linking expenditure to results need to be further developed so that it is possible to make simple assessments of financial efficiency

- Over the remaining months of the project the management should concentrate on ensuring the sustainability of the CPC and other crime prevention initiatives.

To justify any extension of its activities after the end of the current project financing (June 2009) the project needs to develop and implement a monitoring system that provides quantifiable evidence of the extent and effectiveness of its activities particularly in the area of crime prevention. The monitoring should not only collect and analyse data on activities, but also concentrate on assessing whether results, in terms of crime reduction are being achieved. This may well require doing comparative studies in communities where CPCs are not operating.[2]

Recommendations Relevant to NZAID and SC Management

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[2] SCA is aware of issues related to M&E and is intending to recruit an expatriate M&E Manager in 2009 to strengthen the monitoring capacity of the local management

Some of the key lessons that can be drawn related to the overall management of the project are outlined below. Many of these recommendations are linked to the pre-implementation period and relate particularly to the procedures undertaken during the formulation (design) and approval phases of the project management cycle.

- There should be more critical assessment of the problem analysis carried out during the identification phase to ensure that the project objectives really reflect the in-country context. This is particularly important when a project design has been based on an initiative carried out in another country.

- More emphasis needs to be placed on the development of specific measurable indicators and targets which provide project implementers with the basis for a practical monitoring system.

- There needs to be greater recognition and anticipation of the potential Management/staffing (local and international) constraints for a project requiring high levels of technical and management expertise. This should be reflected in the original project design.

- When modifications are made to the project design during the inception period (or at a later date such as a mid-term review) key project documentation such as the logical framework needs to be updated to include new indicators and targets.

- At key decision points in the project cycle all key management stakeholders must ensure that the documentation produced clearly reflects their expectations of what the project will deliver.

- During the inception period more emphasis should be placed on developing a risk management system that can be constantly updated and used as a reference for all levels of management throughout the project.

- Proper handover procedures and indicative work plans for key individuals should always be in place even when a change is not expected.

- Management arrangements with a large number of levels provides few advantages and where possible should be avoided or measures should be introduced to try to short circuit the processes wherever possible.
- During the formulation and implementation of the project the higher levels of management must ensure that a monitoring system is designed and followed that provides them with appropriate information on the project's progress and enables them to make key strategic decisions on project direction.

2. Background Information

With the support of NZAID, Save the Children, Australia (SCA) is implementing the "Children and Youth in Conflict with the Law Project" (CYiCL) in Honiara and five other major provinces in the Solomon Islands. It is a 3-year project that started in July 2006 and is currently funded until June 2009.

The project concept originated in 2003 when the quality of justice for children and youth in the Solomon Islands was raised as an issue by the UN committee on the Convention on the Rights of Child (CRC) when the Solomon Islands tabled its first progress report.

In early 2005 SCA carried out detailed research across the Solomon Islands that confirmed the gaps in the legal provisions for children and in practical implementation of appropriate juvenile justice mechanisms. The research also confirmed that although there were relatively low figures of reported crime committed by children and youth, presumably due to informal diversion, large numbers of youth were engaged in 'at risk' and/or low level criminal behaviours.

A number of important trends in youth offending were also identified at the community level and by youth themselves. Some of the offences commonly committed by juveniles are in the areas of alcohol, drug use and other alcohol-related crime, such as property damage, theft, male to male and occasional female to female assault, domestic violence, sexual assault and prostitution.

Following this initial research, NZAID supported a comprehensive design phase carried out by Save the Children, Australia (SCA) and Save the Children, New Zealand (SCNZ). NZAID approved the project design and agreed to fund the implementation through bilateral funding. Under the management arrangement SCA is responsible for the direct management of the project in the Solomon ISlands with oversight from the SCA Melbourne office. Since SCNZ accessed the NZAID funding it is the NZAID partner in the contractual relationship and is therefore also involved in the management hierarchy.

After a difficult first few months getting established, in early 2007 the project began its main activities. It concentrated initially on building relationships with the various agencies involved in the law and justice sector. During this period it also made contributions to the development of various pieces of legislation to ensure that they contained adequate provisions for children.

As was noted during the design phase and when the project was appraised by NZAID, the number of children actually entering the formal legal processes was very small. In spite of the fact that currently 40% of Solomon Islands' population are 14 years of age or younger there is no evidence that the number of children formally coming into conflict with the law has increased over the last 3 years. As a consequence of this,

crime prevention and an understanding 'diversion' in the Solomon Islands context have become increasingly important objectives and during the later part of 2007 and 2008 these areas been the main focus of the project.

The objectives of the CYiCL project as stated in the project design document are as follows:

Project Goal: To enhance the quality of justice for children and youth in conflict with the law in the Solomon Islands

Project Purpose: To protect children and youth in conflict with the law through strengthening of the system to promote and protect children's rights

Project Objectives:

Objective 1: Strengthen crime prevention mechanisms which reduce risk settings for children and youth.

Objective 2: Contribute to the institutionalisation of diversionary processes in accordance with best practice for children and youth.

Objective 3: Facilitate improved processes for the progression of children and youth through the formal justice system, in accordance with international conventions.

Objective 4: Strengthen the capacity of probation mechanisms to deliver services to and engage effectively with children and youth.

Objective 5: Increase opportunities for youth and children in contact with the criminal justice system to undertake positive reintegration into the community

Objective 6: To ensure efficient and effective project management

The purpose of this evaluation, which was conducted in the second half of November 2008, was to:

- compare the achievements to planned objectives and outputs
- look at the effect of the outputs on the targeted participants and stakeholders
- identify enabling and constraining factors, issues and ways forward to inform future programming.

It was also intended that the evaluation should; examine the wider impact of the project, using SCA's *Five Dimensions of Change*; consider positive, negative, intended and unintended impacts; assess value for money and the effectiveness of the organisational relationships.
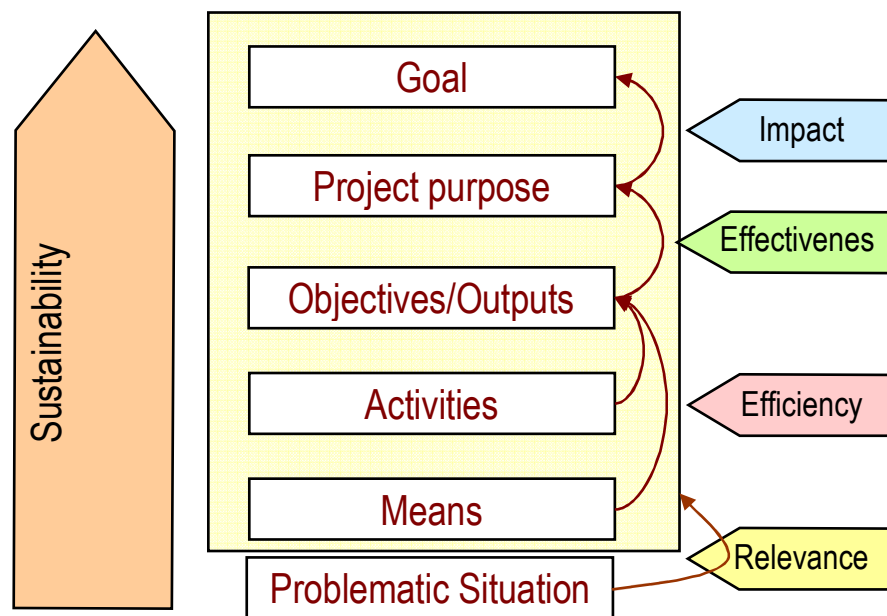
3. Evaluation Methodology

As prescribed in the terms of reference the evaluation used a participatory methodology. This involved an initial planning process by e-mail and tele-conferencing between the Evaluation Team Leader, other NZ based stakeholders and the project team in Honiara. Through this planning process an effective evaluation team was identified and a programme for the evaluation agreed prior to the arrival of the Evaluation Team Leader. Once in-country the evaluation team worked together to finalise the evaluation questions, the main sources of information, the evaluation methodology and a schedule for the work. (See Appendix 3).

The underlying principle applied was to use triangulation of both sources and methodologies to obtain accurate answers to the wide range of evaluation questions the review team had finalised and agreed. These evaluation questions were used to explore issues falling within the standard DAC evaluation framework categories based on the hierarchy of objectives from the logical framework. (See diagram below)

- Effectiveness (delivery of objectives to achieve project purpose)

- Efficiency (management of activities and resources to achieve objectives)

- Relevance (of the original project design to the context during the period of implementation and the relevance current activities for future)

- Sustainability (with and without further support)

- Impact (using the SCA's 5 Dimensions of Change)

    o Changes in the lives of children and young people;
    o Changes in policies and practice affecting children and young people's rights;
    o Changes in children and young people's participation and active citizenship;
    o Changes in equity and non-discrimination of children and young people; and
    o Changes in the capacity of civil society and communities to support children's rights.

The evaluation questions were developed co-operatively by the evaluation team during first days of the evaluation. These questions were based principally on the objectives and indicators contained in the original Project Log Frame (Appendix 1 CYiCL Project Design Document) whilst also taking into consideration the specific questions outlined in the Terms of Reference. A full breakdown of the evaluation questions is contained in the Evaluation Plan (Appendix 5)

Evaluation criteria and Logical Framework levels

One of the key constraints for the evaluation team in trying to use the logical framework approach in the evaluation was the absence of any quantitative targets for the indicators in the project documentation.

During the 11 days of in-country research the evaluation team comprising the external evaluator (Evaluation Team Leader), the CYiCL Project Manager and a female representative of the Social Welfare Department, visited a number of project sites in Honiara, Guadalcanal and Malaita. The evaluation included the views of a very wide range of stakeholders including:

- Key individuals in the law and justice sector
- CYiCL management and staff (current and former)
- Management from NZAID, SCA and SCNZ
- Officers of the Solomon Islands Police Force (SIPF)
- Over 200 men women and children in 9 communities where the CYiCL is active
- Juvenile detainees at the Rove Juvenile Detention Centre

A full list of all those contacted during the evaluation is included in Appendix 3.

The data collection methodology mainly used qualitative techniques supported, where possible with quantitative data. The main methods included:

- Review of secondary sources (project documentation, other reports etc)
- Semi-structured interviews
- Focus Group Discussions
- PRA Exercise with community members
- Observation
- Management Timeline (electronic survey)

During the community PRA exercises the beneficiaries were divided into groups according to gender and when possible, further divided according to age to disaggregate the views of young people. Given the time available it was only possible to do one simple exercise (an H Frame Analysis) to obtain the communities impression of the effectiveness of the projects crime prevention activities, and their views on how they could be improved.

At the end of the evaluation a range of key stakeholders (See Appendix 6) attended a debriefing session at the SCA offices in Honiara. During this meeting the preliminary evaluation findings were presented and feedback was given to the evaluation team.

Figure 1 Young men participating in PRA exercise   **Figure 2 H-Frame Analysis in Community**

H Frame Analysis Technique

The H Frame analysis is a simple PRA exercise requiring a sheet of flip-chart paper, marker pens and Post-its. The A3 sheet has a large H drawn on it similar to a rugby goal post. Above the goal post bar a key statement or question is written (e.g. '*CPCs are effective in reducing crime'.)* The bar is marked off on a scale from 1 -10.

The process involves four steps:

1. Participants individually mark on the scale to what degree they agree or disagree with the statement (1 -10)
2. They are then asked to discuss and write on Post-its the reasons why they did not give a score of 1 (i.e. positives - what is good about CPCs and their effectiveness . These are all added to the sheet to the right of the goal-post
3. They are then asked to write the reasons why they did not give a score of 10 (i.e. negatives – why CPCs are not effective. These are all added to the sheet to the left of the goal-post
4. Participants then have a general discussion on what could be done to improve the effectiveness of the CPCs (These can be noted on Post-its and placed under the bar).

During the evaluation the groups were split into men and women and when possible young people and adults. The actual process was varied according to the literacy level of the group, sometime individuals wrote their own comments and sometimes they worked in small groups with an appointed scribe.

4. Evaluation Findings

In an attempt to present the findings of the evaluation in a logical way each of the key evaluation questions are dealt with in turn under the five evaluation criteria:

- **Effectiveness**

- **Efficiency**

- **Relevance**

- **Sustainability**

- **Impact**

As far as possible, in addition to assessing the extent to which the project has been successful in meeting its objectives the review has tried to identify the factors that have affected the achievement of the objective and also most importantly what lessons can be learned.

Effectiveness

The project design required the project management to achieve objectives linked to the following five areas:

- Objective 1 Crime Prevention
- Objective 2 Diversion
- Objective 3 Formal Justice System
- Objective 4 Probation
- Objective 5 Integration

The evaluation identified a series of 'effectiveness' evaluation questions linked to the indicators for each of these objectives and the questions outlined in the TOR. The sixth objective dealt with effective management and it was decided that this was more appropriately dealt with under the 'efficiency' criteria (see below).

Objective 1. To what extent has CYiCL strengthened crime prevention mechanisms which reduce risk settings for children and youth in Solomon Islands?

1.1 To what extent has the project established an effective model for introducing crime prevention to communities in Solomon Islands?

Since late in 2007 the project has achieved considerable success in introducing crime prevention into communities in the Solomon Islands. CYiCl has facilitated the formation of 40 Crime Prevention Councils (CPC), 10 CPCs in communities across Honiara and five in each of the following provinces: Guadalcanal; Malaita; Western Province; Santa Isobel and San Cristobal.

One of the main challenges facing the evaluation team was assessing how effective these committees are in actually preventing or reducing crime. Interviews with a wide range of Solomon Islands Police Force (SIPF) officers of all levels Participating Police Force and (PPF) advisers indicated that there is a widespread acknowledgement of the value of the crime prevention work that the project has done. However whilst police can present anecdotal evidence that the situation has improved in some of the 'hotspot' communities in Honiara where the project has established a CPC, they have no quantifiable data of crime reduction or comparative studies with areas with no CPC.

The team visited four CPCs within Honiara urban communities and a further five in rural communities in Malaita and Guadalcanal. During these visits a simple PRA exercise was carried out in which men and women were divided and asked to do a simple rating of the value of the CPC and then record why they thought CPCs were good and how they could be made better.

The results of these exercises showed that there was widespread recognition of the importance and value of crime prevention in the communities. There was a fairly unanimous response that the CPCs had brought the communities together, involved young people more in community activities, increased their respect for the elders in the community and had reduced their involvement in at risk behaviours, such as

brewing kwaso and drinking. The urban communities were particularly vociferous in expressing the need for more resources, inputs and involvement from the project and police.

The Honiara communities also felt a very strong need for the project to provide skills training and other mechanisms to facilitate the development of income generating activities for young people. In the rural communities the main requests were for more CPC activities and police involvement. Full details of the comments made during the community visits can be found in Appendix 7. Interviews community police also provide positive feedback on the value of the CPC model.

"I am aged 60 and I have lived all my life in this community. In the past we have tried to form community groups but there are lots of tensions between different groups, Polynesians and Melanesians but now as a result of Save the Children encouragement we have togetherness. The first two community things I have ever seen in this community are the notice board and now the hall…" Norman Kwaimani, Chairman Namarouka CPC ; Honiara

"Sports groups have given youth a different interest and now a lot fewer are brewing kwaso and going around stealing…" CPC Member

" There is no work here and young people have low self esteem and nothing to be involved in apart from going around stealing…CPC has started to change things…" CPC Committee Member

The evaluation team felt that there were considerable distinctions between Provincial (rural) and Honiara (urban) CPCs both in terms of crime problems and contextual complexity.

Honiara communities are often much more mixed with less respect for traditional hierarchies. There is high mobility and migration of CPC members and so this has led to the frequent collapse and reconstitution of the committees in these settlements. This has created considerable problems for the project in terms of continuity and hence must raise considerable doubts of the sustainability of the CPCs without outside facilitation for a much longer period of time.

In the case of the rural communities young men still have important roles; fishing, working on agricultural crops etc. which will generally give them a greater sense of community role and less time to participate in at risk behaviours. In the urban areas there is little for young men to do and hence the potential for involvement in crime is potentially much greater. Currently the approach followed by the project is similar in all of the CPCs whereas it might be more effective to try to develop two 'models' for crime prevention activities for the two types of area with a greater concentration on the urban more problematic communities.

Many of the CPCs have been going for 12 months or less and hence are still very immature and appear to be very dependent on CYiCL to instigate most of their activities. The community meetings revealed that is still confusion about the role of the CPC, particularly amongst the wider community members. As with any development initiative that provides any material resources there is always a danger of creating unreal expectations. Whilst the evaluation recognised that the project had tried to address this issue by explaining the underlying concept of the CPC model, that they were intended to be community managed and resourced, some of the activities such as the provision of materials for a CPC building may have contributed to the development of inappropriate expectations.

Although the CPCs have only been going for a relatively short time the project staff have gained a lot of experience in establishing them. However the lessons of what works and what does not have not been documented or shared with others. Although project officers have been collecting basic data (meetings held, number of attendees etc.) at the time of the evaluation none of this data was being analysed to provide an overview of the status of the CPCs across the country. The lack of any proper results-based monitoring system made it impossible for the evaluation team to really draw an objective conclusion as to whether the CPCs have actually reduced crime. It was also difficult to get an overall impression of the status of the CPCs in terms of their strength or sustainability. Amongst the ones visited there were at least two where there were serious disputes going on between the committee and the chairman or the community and the committee.

> ***What factors have affected the achievement of the objective?***

It has always been recognised, even during the project design stage that working in crime prevention in the Solomon Islands is a new area of work and the project had no local models to start from. Crime is a sensitive area and made more so by the difficult and complicated cultural make-up of the communities, especially in Honiara. In the case of one much divided community this has resulted in the development of a succession of CPCs, two of which have been dissolved after only a few months.

The project staff has also been constrained by their own lack of experience in developing community based organisations with crime prevention as a key objective. Unfortunately there has also been a high turnover of management and staff during the implementation period and this has resulted in the loss of experience gained.

The CPC Manual which has been developed covers a lot of ground on the theory behind establishing CPCs, but it does not really deal with practical issues. In particular there are no simple step-by-step details on procedural matters such as election of committee members, decision making processes, conflict resolution etc. There is also nothing on how the committee should monitor the CPCs activities and measure their success in actually engaging young people and reducing crime.

Main lessons and way forward?

Most of the CPCs are still less than a year old and so it is really too soon to assess their potential. Crime prevention is a very important element of the law and justice initiative in the Solomon Islands and the project's activities are currently the only substantial crime prevention work being done, so it is important that the CPC model should be continued whilst concentrating on the recommendations listed below.

- *Continue to work on improving communication between stakeholders to ensure that there is a proper understanding of their role and responsibilities*
- *Document key factors that produce a successful CPC*
- *Concentrate on Honiara (urban) CPCs*
- *Assess impact and sustainability of different activities (e.g. building community halls) over time*
- *Concentrate on organisational capacity building of CPCs*
- *Work with CPCs in collaborative mapping exercises to compile, map, and analyse key social factor information and crime data.*
- *Emphasise sharing 'lessons learned' with SIPF and other agencies via the SINCPC*
- *Develop some simple management tools for the CPCs (e.g. simple proformas for recording meetings, activities, or crime mapping exercises)*

- *Develop indicators both for crime and for the developmental status and organisational robustness of the CPCs*
- *Carry out simple analysis of the data being collected to enable comparisons to be made between CPCs in different situations to make it easier to learn lessons*
- *Develop a strategy or plan for handing over the support of the CPCs (either to the communities themselves or to SIPF)*

1.2 To what extent has the police involvement in CPCs been increased?

Through the establishment of CPCs the CYiCL has played a key role in facilitating SIPF access to communities. In some of the 'hotspot' communities prior to the start of SCAs activities, the police only went in to carry out arrests or to control unrest. Since there have been no comparative studies done, and generally the unrest all over Honiara has improved it is not possible to fully attribute these changes to the formation of CPCs. Comments made by community members widely acknowledge the facilitating role the project has' played in improving police-community relations. The police themselves also widely acknowledge the important role that the project has had in enabling them to do community policing activities not just in Honiara but also in the provinces. The closeness of the ties between the project and the police and SIPF's commitment to working with CYiCL on crime prevention is highlighted by the Memorandum of Understanding between SIPF and SCA that was signed in 2007.

SIPF also recognise that they have not always been able to fully exploit the opportunities created by the project for more involvement in community policing activities, because of a shortage of manpower or other resources.

"Having Save the Children involved in the CPC's means that people will come, but if I just went on my own as a policeman only the community elders will come - the young people will stay away. The communities still don't see the police as their friends" Community Policeman, SIPF

Based on the information gathered from the community visits and from discussions with officers it appears that the amount of on-going involvement of the police in communities in crime prevention activities is varied and tends to tail off after the initial establishment of the CPCs. This is largely because of a shortage of SIPF resources.

' The police came when we set up the CPC and they should come here more often to talk to the young people, they should come every month, but they never came again…' Chief of Community with CPC in Malaita

'The work of the Save the Children in setting up CPCs has been very good but we have failed because we have not supported them. Management talked about crime prevention and community policing but when it came down to it they did not support it.'   SIPF Officer

'Transport is a big problem for community work , there are supposed to be two vehicles at Malaita HQ but one has been broken down for two, three months and the other for longer '   SIPF Officer

Individual project officers are recording the attendance of police at CPC activities but unfortunately there has been no systematic analysis and aggregation of the data. The evaluation team requested some basic quantitative data on the overall frequency of police attendance at CPC events, but at the time of writing the report this information had not been finalised.

Factors affecting achievement of objective?

There is recognition of the importance of crime prevention activities by senior police officers and expatriate advisers, but often the police themselves are constrained by lack of man-power and resources. Over the last few years the SIPF has been undergoing huge changes in organisational structure, manning, morale building etc. and this has inevitably had an impact on the degree to which they can contribute in all areas of policing.

Communication and transport in the Solomon Islands is difficult and although the situation has improved the police are clearly constrained by lack of transport. The project has tried to address this by providing money for bus fares and there is a plan to provide bicycles. At this stage it is too early to say whether these initiatives will be affective and it is important that over the next few months a detailed assessment of their impact is carried out.

Attempts have been made to co-ordinate planning between CYiCL, SIPF and the communities but it appears that in many cases this has not been successful sometimes because the police have not had sufficient warning to be able to organise resources or they have been too stretched with other duties to participate in the CPC activities. Very often the success of co-ordination comes down to the relationship between individual CYiCL staff members and police officers.

> ### *Main lessons learned and the way forward?*

The project has been successful in developing a mechanism for the police to start to access communities for crime prevention and it is important for this initial work is built on. The evaluation team feel that this process would be facilitated by following the following recommendations.

- *Improved recording, analysis and reporting of police involvement*
- *Improved communication between CYiCL and SIPF at all levels, so that senior officers are provided with proper data of actual police involvement in CPCs activities and the constraints being faced so that appropriate decisions can be made regarding resourcing of community policing initiatives..*
- *Increased direct involvement of the police in the development and support of the CPCs using the CYiCL model where possible.*
- *Development of a clear strategy for increased handover of responsibility to SIPF for supporting CPC activities.*
- *By exercising caution over raising expectations of communities to levels not achievable after the project and continuing to emphasise concept of CPCs.*

1.2 To what extent have youth been informed on at risk behaviour through participation in CPCs?

Discussions with the communities gave clear evidence that they felt that the project's activities had developed an increased awareness in young people of the consequences of their behaviour. The series of three-day workshops that the project conducted last year in which 60 young people were taken through the various stages of the legal process (police, courts, detention centre etc.) was reported to be a very successful initiative. The project has also developed good awareness sessions that are now being delivered to young people by the police, both through the CPCs and in schools.

Within the communities there is recognition of the importance of the police carrying out awareness-raising activities and there is a widespread demand for more sessions.

Again because of the lack of simple data analysis it was not possible for the evaluation team to come up with a figure for exactly how many of the most at risk target group (young urban males between 13 and 18) had been exposed to awareness activities through the project's activities or the effectiveness of the initiatives. The on-going challenge will be to identify sustainable mechanisms that enable the key messages to reach this target group.

Factors affecting the achievement of the objective?

Since the officers of the SIPF community policing units have been the main mechanism for carrying out awareness raising activities the availability of staff and resources in these units has been the main factor constraining the achievement of this objective. There is also the need for the CPCs to be strong and sustainable so that they can provide a structure within which the awareness activities can be conducted. In some cases (and particularly in some areas where they are most needed) CPC have struggled to remain established for more than a few months.

The initial programme of three workshops required a great deal of organisation by the project and co-operation and support from different agencies. Unfortunately although there was widespread support for them, these workshops have not been repeated. The reason for this may be that the project has not had a sustained level of effective staffing and management capable of delivering this type of activity on a regular basis.

Attempts need to be made to expand and sustain the awareness programme. Over the next six months the project should try to repeat the exposure workshops and get commitment from the various agencies involved to make this a regular event that will be repeated for new young people coming into the 'at risk' age category.

The project also needs to explore or develop new ways of reaching the critical target group (juvenile men in urban hotspots). Currently the police are providing awareness raising in schools which although important, is certainly not reaching a large proportion of the most needy young people who are going to be of secondary school age and very unlikely to be attending school.

1.3 To what extent have linkages been established with different agencies to support crime prevention strategy for children?

In early 2007 the project staff carried out extensive consultations with key agencies and was instrumental in organising the first National Crime Prevention Workshop, attended by representatives of all of the main law and justice agencies and external advisers. Following this CYiCL played a pivotal role in establishing the Solomon Islands National Crime Prevention Reference Group and initially acted as its secretariat.

Partly through the instigation of the project, the Solomon Islands Government has now included crime prevention as a policy priority. The National Crime Prevention Group has now been replaced with a SIPF administered Solomon Islands National Crime Prevention Council (SINCPC) again largely as a direct result of CYiCL work. Although it has been officially formed this council is not due to start work until early next year.

Last, but not least the project has established very strong linkages with SIPF at National and Provincial level that have resulted in a considerable amount of joint work on crime prevention with young people.

Main lessons learned and the way forward?

One of the main lessons learned is the importance of regular and committed networking and communication with different stakeholders. During the main period when these activities were being carried out the CYiCL manager worked very hard to liaise with individuals at all levels in different organisations.

The challenge for the project over the next six months is to continue to act as a catalyst for action otherwise there is a risk that the work that has already been done will not be sustained. SINCPC is currently only a name and considerable work may be needed to make it into an effective body that produces measurable results. The project will however require appropriate management capable of maintaining effective communication and exerting influence at sufficiently high levels with both national office holders and external advisers to achieve this.

1.4 To what extent has children's knowledge of their legal rights legal implications of their actions been increased?

In the time available the evaluation team was not able to do direct research to ascertain the real extent of the increase in children's knowledge. As mentioned above, one of the problems faced during the evaluation, both for this particularly objective and for many others was the lack of measurable indicators and targets in any project planning documents. In addition there has been limited collection, analysis and recording of data to verify the achievement of objectives. During the community visits the evaluation team was able to obtain some feedback that indicated a perception from most of the CPCs that children's awareness of their rights had increased.

The project has developed a very well presented schools curriculum which is currently being delivered by SIPF. The evaluation team was informed that police are using this regularly and felt it was very successful. Unfortunately once again there is no quantifiable data on the exact number of children actually being exposed to the information and no evaluation of their increased knowledge.

Factors that affected achievement of the objective?

Once again the main constraint has been the availability of SIPF staff to deliver the awareness packages. The project has only trained a limited number of police in the necessary skills to deliver the awareness package and over time there will inevitably be a loss of these trained individuals through promotion, transfer, retirement etc. and so sustainability will become an issue. For some of the sessions in the school curriculum basic materials (paper marker pens etc.) are required and often even such basic resources are not available to the police and so they have not been able to deliver the entire package effectively.

Main lessons learned and the way forward?

The project needs to expand and sustain the awareness programme both through the communities where there are active CPCs and by using other avenues to reach children. Although schools are one route it must be recognised that there are a large number of children, particularly of secondary school age who will not be reached through a formal education setting and so other ways of engaging them e.g via radio or other channels should be explored.

There needs to be more trainer-training of police to increase the number of officers capable of delivering the Schools Curriculum. Over the next six months an effective monitoring system for the school curriculum needs to be developed so that useful data can be collected to properly assess its effectiveness. After the curriculum has been in use for 12 months it should be evaluated and if necessary revised to make sure it is providing a package that can be used sustainably by the police.

1.5 To what extent has the police youth liaison role been improved through support of the Police Youth Club?

For various reasons the project has felt that it was inappropriate to support the PYC activities financially or through other means.

Objective 2. To what extent has CYiCL contributed to the institutionalisation of diversionary processes in accordance with best practice for children and youth?

In mid-2008 CYiCL commissioned a consultant to carry out the first significant research into 'diversion' in the Solomon Islands. The report (Diversion in the Solomon Islands) provided an overview of the existing diversionary mechanisms, both formal and informal, and offered suggestions for improvements and support on diversion in the formal justice sector.

The research found evidence that, traditional forms of justice are very significant in the way in which Solomon Islands' society deals with children and youth in conflict with the law. The research examined community-based restorative proceedings and existing or possible interfaces with the formal justice system. The report revealed that there is general discretion for the police to not charge on detection, but there have been considerable problems with misuse of these powers because of 'wantokism' and cultural pressure.

The diversion consultant faced considerable problems in coming up with a quantified assessment of the extent of diversion because of lack of usable official data on crime.

'Data collection on juveniles offending in Solomon Islands is rarely computerised, sometimes incomplete and usually not disaggregated by the age of the offenders. While data often exists in the form of court and police files, their contents are not processed into a statistically evaluative form.' Report on Diversion in Solomon Islands

However in spite of the lack of quantative data the report concluded that there was a very significant amount of informal diversion and restorative justice going on that affected young people in the Solomon Islands communities.

'Police officers unanimously estimated the share of young people under the age of 18 among all persons that were suspected for crimes reported to the police to be at least 50%. Compared to the per capita rate of recorded crimes in 2005 (3.78% in Honiara and 1.1% in national average) it can at least be said that the real crime figures exceed the recorded crime figures by many times, and the number of cases diverted from judicial proceedings must be very high. Considering only 5% of all charges dealt with in court were related to children and juveniles, it becomes clear that many cases concerning young offenders are dealt with outside formal judicial proceedings, and only a tiny fraction of those cases that were not settled and disposed in the community or by the police will go to court.' Report on Diversion in Solomon Islands

Following the submission of the draft report on Diversion the consultant was asked to prepare a set of guidelines for the police on the use of diversion with young offenders. These are currently being developed and should be available in early 2009. At the end of the consultancy the research was presented to a group of stakeholders and it was agreed that a diversion working group should be set up under the auspices of the SINCPC.

Factors that affected the achievement of objective?

The main factor preventing the achievement of the objective was the lack of real understanding of diversion in the Solomon Islands at the time when the project was being designed. It could logically be argued that informal 'diversion was already institutionalised' in the Solomon Islands. The more pertinent question is whether it is operating in the best interests of children?

The research carried out last year has raised a large number of issues and recommendations but with its current management capacity the project may face difficulties in fully utilising the reports findings and implementing the recommendations. Once the diversion guidelines are prepared CYiCL will need to facilitate their implementation and ensure that they get the full endorsement of the SINCPC. The current staff of CYiCL may well find that this poses a considerable technical challenge and if they fail to get the results of the research adopted then clearly the objective will not have been achieved.

Main lessons learned and the way forward?

As stated above, once the 'formal' diversion guidelines have been prepared the project will have to facilitate their introduction by the SIPF and through the SINCPC.

The original emphasis in the project design and in the research carried out was on 'formal' diversion when children are the offenders. Based on the conclusions of the Diversion in Solomon Islands Report it appears that there is need for further work on addressing the possible negative

impact of the use or misuse of 'informal' diversion on the rights of children where children are the victims of crime as well as when they are offenders. This is an area where the CPC model might be a useful tool for raising issues in the communities.

In all cases there is the need for the introduction of more systematic gathering of data about the practice of diversion and the project needs to take an active role in ensuring that the police not only record incidents of diversion but that this information is aggregated and analysed.

> **Objective 3. To what extent has CYiCL facilitated improved processes for the progression of children and youth through the formal justice system, in accordance with international conventions?**

CYiCL has worked with four Solomon Islands agencies who come into contact with children through formal justice processes. The evaluation looked at the extent of the projects achievement with respect of each of these agencies and results are presented accordingly.

> **To what extent has the knowledge, attitude and practice of police been changed in regard to responding to the needs of children?**

The project provided training on the Convention on the Rights of the Child (CRC) for about 100 SIPF officers which represents approximately 10% of the current establishment. It is likely that further awareness of the importance of treating children differently has resulted from the Child Friendly Police posters and the introduction of a module on the CRC in the police recruit training course.

From these project activities there is certainly a level of increased knowledge amongst police. There has been no real assessment of the current levels of knowledge, attitude and practice amongst police so it is impossible to give any quantifiable measure of the level of improvement in the way in which children are treated when they come into contact with the police. Interviews and direct observation during the evaluation team provided mixed evidence of the changes in practice by officers in the field.

> *'Some policemen have been trained in CRC, but often when they arrest a whole group of young people for drinking and fighting they just put them in one cell and then sometimes the next day we find one of them is 13 or 14. All of the police should be trained in child rights…..'* Police officer SIPF
>
> *'Just after I attended Save the Children Training three juveniles were brought in for questioning, because of what I had learned I found a spare office and put them in it, got them some food and blankets and made sure they had legal support. When it was clear from questioning that they were not involved in the incident I made sure they got home OK…'* Police Officer SIPF

Interviews during the evaluation also revealed a mixed of level of support from senior officers with regards to ensuring that the police apply appropriate procedures when dealing with juveniles, particularly those between the ages of 14 and 18. The impression given to the evaluation team by senior SIPF officers was that in situations of conflict between police and young offenders they do not feel any distinction can be made in the way they are dealt with on the basis of age.

Factors that affected the achievement of the output?

The extent to which the project has achieved this objective has been affected by the number of police that have actually received CRC awareness training. A figure of only 10% of the total establishment is clearly not enough to ensure that there will be widespread changes in the handling of juveniles. One of the constraints on the number of officers trained has been their availability to attend training. SIPF is currently undermanned and so it is often impossible for officers to be released from duties to attend training.

Police resources are also a significant factor, particularly the availability of separate holding facilities for juveniles at many of the police stations.

Main lessons learned and the way forward?

There are clearly large numbers of young people coming into contact with the police, although very few are processed through into the rest of the formal justice system. This is therefore the main area where emphasis needs to be placed to ensure that the Solomon Islands is fulfilling its obligations as a signatory of the CRC. This will require further discussion with senior SIPF management on the reality of applying CPC principles to police handling of juveniles. It will also need the development and adoption of written police procedures for handling young people. Further inputs will also be required to increase awareness of CRC by a larger proportion of the police at field level

> ***To what extent has the knowledge, attitude and practice of courts been changed in regard to responding to the needs of children?***

Since 2007 CYiCL has provided comprehensive legal opinion to the Ministry of Law and Justice on all issues related to legal provisions affecting children. The project provided a large input into the re-drafting of the Correctional Services Act 2007 to ensure that it was aligned with international standards with regards to the custody of juveniles. It was also called on to give oral opinions on several other pieces of legislation. One the main contributions has been a complete revision of the Magistrates Benchbook on Juvenile Procedures to align it with international conventions.

To ensure raised awareness of the CRC, CYiCL organised and facilitated a workshop for all magistrates and judges. This was widely acknowledged by all those who attended as very relevant and useful.

> *" A very useful workshop ….in getting participants to think and see themselves in the light and plight of young persons and have some appreciation and understanding of why young people offend and come before the court. Sometimes there is a tendency when dealing with such young persons of seeing them just as criminals to be punished rather than thinking of ways to deal with them outside the standard penalty provisions." Magistrate following Juvenile Justice Instruments – Information Sharing Workshop Day*

A number of organisational changes in the court system have also resulted from the influence of the project. The High Court is currently setting up a committee specifically to address juvenile issues and in particular review the Juvenile Offenders Act. A Juvenile Magistrate has been appointed and is due to start hearing cases in 2009. This Magistrate will cover the courts in the provinces as well as Honiara. Although there is no firm evidence of changes in magistrates behaviour there is anecdotal evidence of a more cautious approach by

magistrates when dealing with juveniles. On a number of occasions since the Information Sharing Workshop magistrates have contacted the SCA office in Honiara to ask for advice when a juvenile has come to court.

Factors that affected the achievement of the objective?

One of the main contributors to success in this area has been the support the project has received from senior judicial office holders. This has been a consequence of having well qualified lawyers working in the project team. Unfortunately obtaining staff with these qualifications is not easy and being able to have a qualified lawyer on the project staff throughout the implementation period has not always been possible.

Main lessons and way forward?

One of the key lessons to learn from the project's work in this area has been the importance of having the legal expertise within the project that has enabled high level dialogue. As a result SCA has been recognised as a reliable source of legal opinion on juvenile issues and has been able to make a sustainable contribution to Solomon Islands legislation. Unfortunately it is difficult to recruit staff with good legal qualifications and once the current VSA leaves (November 2008) then the project will find it difficult to continue with this role. Although it appears that there are still very few juveniles coming up before the courts there needs to be a systematic monitoring and recording of juvenile cases to check whether the situation is changing.

To what extent has the knowledge, attitude and practice of Correctional Services been changed in regard to responding to the needs of children?

As mentioned above, the project made a considerable input into the Correctional Services Act (2007) to include sections on handling juveniles in accordance with the CRC and other international instruments. They also carried out training on the CRC for 18 Solomon Islands Correctional Services (SICS) officers. This training received unanimous approval from all of the participants.

'Personally before attending the workshop I've no idea whatsoever about children's right and juvenile justice. However after being through the programme now I've a fair idea and knowledge or insights about them. Additionally I even felt guilty about myself as often we carry out our duties or orders without considering the rights of our juvenile prisoners or even my own children..'' Officer from Correctional Services after attending CYiCL Workshop on CRC

The project staff carry out a monthly monitoring of Juvenile Detention Centre and has developed a good relationship with the juvenile offenders currently being held. A monitoring checklist has been developed and is used to make sure that these young people are receiving appropriate treatment. During the evaluation it was revealed that recently there has been little communication with senior SICS officers by the project and they were not aware that the project was making regular visits to the young detainees.

SWD staff are also visiting the juveniles on a regular basis but there has been no communication or co-ordination with the CYiCL on possible collaboration on reintegration activities for these inmates.

Factors that have affected the achievement of objective?

Availability of legal expertise within CYiCL has been a major benefit in contributing to the changes in legislation. Management changes during implementation has led to a lack of continuity in maintaining dialogue with SICS management and this may have reduced the impact of the project's work.

Only a small proportion of SICS officers have been trained and because of lack of communication with SICS management these officers do not necessarily work in the juvenile section of the prison. Attempts were made to extend the CRC training to more officers, but their availability to attend training proved to be a constraint. Again this was possibly due to a lack of influence or communication with senior SICS management since currently the prison is not short staffed and senior staff are in favour of more training for their staff.

Main lessons and what is the way forward?

Although there are still very few juvenile detainees in the Solomon Islands the situation could change and so the project should maintain and improve communication with SICS management on CYiCL activities and support SICS training department to include CRC related information in SICS training. The project should also improve co-ordination with SWD on juvenile detainees' case management.

> ***To what extent has the knowledge, attitude and practice of Social Welfare Department been changed in regard to responding to the needs of children and youths in conflict with the law?***

In the initial project period there were serious staffing issues at SWD and this constrained the projects activities. When the situation improved in 2007 the project co-operated extensively with the SWD over the possible re-introduction of probation. It also held a number of discussions over options for reintegration and other issues related to juveniles. There were also plans made to co-operate over the development of a case management system for juveniles but this has not yet been carried out. SWD is also keen for the CRC training course planned for July 2008 to be carried out before the end of the project.

> ***Factors that affected achievement of the objective?***

As mentioned above, SWD staffing was a key constraint in the early stages of the project. However the evaluation team felt that more recently a significant factor in sustaining the work with the SWD has been the ability of the project to maintain communication at a senior level and meet agreed targets. The recent decline in communication appears to be a consequence of the management changes in the project and a lack of continuity.

> ***Main lessons learned and the way forward?***

The project needs to reinstate and maintain its relationship with the SWD management and complete the activities identified in the work-plan including developing a case management system and providing training on CRC for SWD staff.

Objective 4. To what extent has CYiCL strengthened the capacity of probation mechanisms to deliver services to and engage effectively with children and youth?

During 2007 and early 2008 CYiCL advocated hard for the re-introduction of probation into the Solomon Islands. Working with different agencies in a small group sitting under the Probation Pilot Steering Committee (PPSC) they assisted in the development of an amendment to the Probation Offenders Act 1971 to introduce community service as an option for magistrates and judges and ensure that it was 'child friendly' Initially there was support from the Law and Justice Unit however this was then withdrawn and so effectively all work on this Objective had to stop.

Objective 5. To what extent has CYiCL increased opportunities for youth and children in contact with the criminal justice system to undertake positive reintegration into the community?

As discussed above the project makes regular visits to Rove Detention centre and has carried out research into post-release options for young people. A report on 'Reintegration in the Solomon Islands' was produced in June 2008 but has yet to be circulated.

The report on reintegration emphasises the need for more community-based post-release options for young people. Included in the recommendations is the continuation and improvement of life skills training programs in the prison and the community. Along with this, is the newly-identified need to provide livelihood skills training, particularly in the area of trade-skills. The report also highlights the need for additional support to ensure effective service provision throughout the reintegration process.

'It is recommended that Save the Children Australia – having close links with juveniles through their CYiCL program – should train an officer at the SWD to specialise in offender reintegration case management. This will provide invaluable capacity building

> *training to the SWD and it will also allow for governmental and NGO cross-over and expand the use of the Youth Outreach Program (YOP) Youth Groups.'   Report on Reintegration in the Solomon Islands*

One of the major contributions the project has made under this objective was its involvement in drafting the Correctional Service Act 2007, which now ensures that the SIG have takes adequate steps to ratify rights concerning the reintegration of juveniles as outlined in the CRC.

> *"Provide for the rehabilitation of prisoners and their reintegration back into the community, through access to activities and services that may assist in preventing re-offending". Exert from the Solomon Islands Correctional Services Act 2007*

Factors affected achievement of Objective?

The extent of work that has been done on this objective has been limited because of the current low levels of juvenile detention rates.

Main lessons learned and way forward?

The project needs to act on the recommendation in the Reintegration Report and in particular:
- Support SWD to specialise in offender reintegration case management.

- Assist the SWD to connect with CPCs and YOP Youth Groups to begin setting up community reintegration activities

- Carry out more CRC training to current SICS and SIPF officers & new officers

Efficiency

The internal and external management arrangements for the CYiCL project are very complex. The situation has been made more difficult by the large staff and management turnover during the implementation period. In an attempt to assess the affect of these factors on the efficiency of the project the evaluation team sent an electronic questionnaire out to as many of the current and former management and staff as possible. Although the response was not 100%, it did provide triangulation on the information gathered from interviews conducted during the evaluation.

> *How have the project management arrangements affected the achievement of outputs and outcomes?*

The results of the questionnaire showed very clearly that in the view of the respondents the efficiency of the management of the project has varied enormously during implementation. The assessment of project progress in achieving its objectives almost exactly mirrors the periods when management was considered to be either good or weak.

In the first six months of the project there was very little achieved due to changes in management at all levels and no proper handover documentation. The person responsible for the design of the project had to be evacuated on medical grounds and the weaknesses in the design, in terms of lack of practical implementation detail then became apparent.
During the inception period there was also confusion over budget, activities and contractual arrangements.

There then followed a period of approximately 12 months from early 2007 when all key management and staff were in post and good progress was made in achieving the project outputs. Proper planning was introduced and monthly work plans prepared and generally followed. However during this period the project management was diverted to work on the SCA activities related to the April 2007 tsunami. Although this inevitably had some impact on project progress, this was minimised by the hard work and dedication of the project manager.

Over the last 6 months the project has again experienced a period of management turbulence which has been reflected in a reduction of progress and lack of day to day monitoring and management of activities. The expatriate manager who had been overseeing the project since early 2007 left and then the new manager was seconded to other duties for a period of two months.

There is concern whether the current management arrangement can continue to deliver the project outputs. The internal SCA management structure in Honiara involves an additional tier of management for the control of the CYiCL activities in the provinces. Communication and understanding of the roles and responsibilities between the provincial manager and the CYiCL manager are weak and these impact on the proper monitoring and management of the project's activities. A lack of simple systems for data analysis and reporting combined with the tiered management structure has made management of the project less effective.

An on-going issue for the project has been the ability to recruit and retain suitable staff (both local and expatriate) with the necessary expertise and qualifications. This constraint was not recognised in the original design nor in the budget allocated for staffing.

What can be gathered about the project and value for money?

During the implementation period various changes have been made to the accountancy procedures for project. Although these changes may have improved the efficiency for accounting purposes it has not introduced a simple method of presenting expenditure against activities. Without a 'results-based' approach to budgeting it is not easy to quickly check on expenditure against work-plan activities and not possible to carry out an evaluation of how efficiently the money has been used to achieve different project objectives.

SCA has other projects working in the Solomon Islands carrying out similar activities to CYiCL (training, community meetings etc.) if a more results-based approach was introduced it would be possible to carry out comparisons and draw some conclusions on financial efficiency. The introduction of other funding sources for activities linked to the CYiCl project has further confused the situation and disaggregating 'value for money' for the different components is now very difficult.

How effective have the organisational relationships between SCA and SCNZ, and NZAID been?

There is no evidence that having an organisational arrangement involving SCA (Honiara); SCA (Melbourne); SCNZ (Wellington) ; NZAID (Wellington) and NZAID (Honiara) has provided any benefits to the project efficiency and appears at times to have caused complications and delays in reporting and disbursement.

'Funds were not sent until Sept 2008. We were told that reporting was late. Different tiers of communication were the cause of the late report submission. Honiara sent report always in time.'

'Reports delayed by oversight by SCA and SCNZ'

Comments received in Management Timeline Questionnaire

A funding arrangement in which money is transferred from New Zealand to Australia and then to the Solomon Islands obviously incurs additional banking charges and possible delays which has implications for financial and management efficiency.

Some of the problems associated with such a long reporting chain have been overcome by the development of regular informal contacts between the donor and the implementing management at a local level. Site visits and the development of good inter-personal communication between New Zealand and Australia based management has also helped to overcome some of the problems of this rather complicated management structure.

Main lessons learned and the way forward?

Some of the key lessons that can be drawn concerning efficient management include:

– Proper planning, and monitoring documentation with clear indicators and targets should be developed during the design stage

– When major planning modifications are made during the inception period key project documentation such as the logical framework needs to be updated to reflect changes to include new indicators and targets.

– Proper handover procedures and indicative work plans for key individuals should always be in place even when a change is not expected

– Management/staffing expectations for a project requiring high levels of expertise should be recognised in the design and planning

– Management arrangements with a large number of levels will inevitably increase the likelihood of delays and measures should be introduced to try to short circuit the process wherever possible

– Management roles and responsibilities need to be clearly defined so that proper monitoring and management of activities is followed

– More emphasis needs to be placed on monitoring results rather than simply reporting on activity completion.

– Systems for linking expenditure to outputs need to be further developed so that it is possible to make simple assessments of financial efficiency

Relevance

How appropriate were the concept and design for the primary stakeholders, the implementing stakeholders and the context?

and

Do the project objectives remain useful and compatible with local needs?

Based on a review of various reports on a children-in-conflict–with-the-law project that Save the Children implemented in the Philippines it seems that the design of this project was based very closely on that model.

Whilst some of the elements were relevant the evaluation team felt that the emphasis should have been modified considerably during the design to reflect the very different context in the Solomon Islands. In the Philippines a large number of children are coming into contact with all areas of

the formal justice system, whereas in the Solomon Islands very few come before the courts and even fewer are entering the custodial system. This was the situation at the time of the design and continues to be so. There was (and continues to be) speculation that this situation may change, however at the time of the evaluation there was still no evidence that more children were entering the formal justice system.

The reason for this situation appears to be the very widespread use of an informal diversion process which was only really identified during the consultancy on diversion in 2008. During the design stage more time should have been spent on discovering why so few juveniles were being arrested and this would have given a much clearer understanding of the problems and resulted in a very different project design.
 In design the project took a strong 'rights-based' approach, however the main area that the project ended up concentrating on (particularly in the last year) has been crime prevention in the communities. A better understanding of the Solomon Islands situation would have resulted in more emphasis on crime prevention in the original design and in the early years of implementation and much less on other objectives.

Prevention is clearly a very important part of the law and justice strategy for the Solomon Islands and this aspect of the project has and continues to be seen as very relevant by all of the key stakeholders.

Including an objective in the original design on 'institutionalising diversion' did not reflect a proper understanding of the situation in the Solomon Islands whereas the project research has shown 'informal' diversion appears to be well established. An understanding of the implications of the use of this informal diversion of children's rights and activities relating to controlling its misuse might have been more relevant use of the project's resources.

Given that the Solomon Islands Government is a signatory to the CRC then clearly it was relevant to address the weaknesses in provisions for children in the legislation and the behaviour of the law enforcement agencies towards children. The assumption in the design was that the number of children being processed through the courts and entering custody would increase but so far this has not proved to be the case. The demographic changes still taking place in the Solomon Islands would suggest that at some stage an increasing number of children will come before the courts and a proportion of these children will be given custodial sentences. When this happens then the work that the project has started will become increasingly relevant and may by that stage need to be reinforced through more capacity building of the law and justice agencies.

At the start of implementation the reintroduction of probation was being considered, so the project's input in this area was relevant. However given the withdrawal of support by the Law and Justice Unit for its reintroduction it was not relevant to continue to pursue it. At some stage in the future it is likely that as the legal system matures and social and demographic trends result in an increasing number of juvenile offenders entering the formal legal system a probation system will once again become relevant.

At no stage during the design or implementation of the project has the number of juveniles in custody reached significant numbers. The relevance of this objective in the original design could be questioned. However the work of the project on the Correction Services Act 2007 was relevant and will become more so if the numbers of juvenile inmates does increase in the future.

Sustainability

What is the probability that the beneficial outcomes of the project will persist for an extended period following implementation?

How sustainable are the systems and organizations put in place by the project?

Are the systems and organizations put in place by the project reliant on project funding to continue? If not, how will they be sustained in the longer-term?

Objective 1 – Crime prevention

Many of the CPCs are less than a year old and are too immature to be self-sustaining. Already a number of CPC's have become inactive and new ones have been or are in the process of being re-established by the project. The project has still not developed a clear model or documented a set of simple guidelines for establishing and maintaining self sustaining-crime prevention mechanisms in communities.

Although SIPF, RAMSI and the Government recognise the importance of crime prevention and the work that the project has started with the CPCs, the police feel that they currently do not have the knowledge or resources available to take on the project's role of supporting the CPCs.

The SINCPC is currently only a nominal body and is not due to start functioning until early in 2009. It is too early to say if it will be sustainable and effective in co-ordinating national crime prevention initiatives.

Objective 2 – Diversion

The report on diversion has not yet been circulated and it is too early to judge whether the results of research will be used to introduce changes to the way in which diversion is applied in the Solomon Islands. The guidelines are still being prepared and their sustainability will be dependent on their acceptability to police and the degree to which their use is promoted and institutionalised in SIPF.

Objective 3 – Formal Justice

Police

The possibility of a long term institutional change in the attitude and behaviour of the police towards juvenile offenders that conforms to the CRC is uncertain. Currently only approximately 10% of the police have been made aware of the relevance of the CRC to their work through direct project activities. The continued use of CRC material in police recruit training is not certain and may require further inputs to be sustainable. Finally and most significantly there does not appear to be strong senior management support for prioritising the issue.

Magistrates

The development of the Magistrates Bench Book and other legal instruments relating to the handling juveniles by the courts are sustainable outputs. Due to the high turnover of magistrates some further support may be required to ensure that the legislation is implemented correctly.

The appointment of a Juvenile Magistrate should ensure sustainability of the project's work on improving the handling of juveniles at least in the short term.

Correctional Service

The work on redrafting the Correctional Services Act 2007 is a sustainable output of the project but it may require further support to institutionalise its implementation through more training of SICS officers.

Objective 4 (Probation) and Objective 5 (Re-integration) (not applicable)

In general the sustainability of many of the project's outputs will depend on the work that is done over next six months. This will in turn depend heavily on having appropriate staffing and management for this critical period.

Could external funding be provided by another donor and / or the Government?

Given the current level of sustainability particularly in the key area of crime prevention it is likely that the project will need to find funding. The evaluation team only had limited time to explore the possibilities for continued external funding.

From a brief review of the NZAID 2009 -2018 Strategic Plan it would appear that aspects of the projects work fit within its scope particularly in the following areas:

- – Improving community safety
- – Strengthening role of SIPF in the community
- – Non-formal education

Another possible source of future funding is the AUSAID Community Sector Programme which is part of the long-term support for peace building under RAMSI.

This programme would align very closely to the projects crime prevention elements since it 'aims to build capacity for self-reliance within communities, civil society organisations and service providers. The program supports small-scale community-based activities by working with villages to identify and plan to manage their needs' and 'to encourage equitable participation of women and youth in decision-making and community representation'.

A final future funding option that could be considered is the Australian NGO Cooperation Programme for which SCA is an accredited NGO and therefore eligible for support.

Impact

> **Five Dimensions of Change**
>
> *To what extent has CYiCL brought about changes to the lives of children by enhancing the quality of justice for children and youth in conflict with the law in the Solomon Islands?*
>
> *To what extent has CYiCL brought about changes to policies and practices of the SI justice system to positively affect children?*
>
> *To what extent has CYiCL affected the capacity of youth to participate meaningfully with communities and authorities?*
>
> *To what extent has CYiCL brought about changes in children's equity?*
>
> *To what extent has CYiCL brought about changes in the capacity of civil society to support children's rights?*

As may be seen from the comments made above under the 'effectiveness' criteria, the project has made changes though its work with the law and justice sector that *if* more children enter the legal system it will have an impact on children's lives. It has raised awareness within all of the

main law and justice agencies of the need to recognise the implication of the CRC and other international instruments in their work but this will only have an impact if children are arrested and processed through the legal system.

As a result of the project's inputs there have been modifications made to key pieces of legislation to reflect the needs of children. The awareness of magistrates to the needs of children have also been raised. As stated in the previous paragraph this will only 'positively affect children' if they are actually charged and processed through the SI justice system. It remains to be seen whether the situation will change and if it does whether the treatment of children will be positively affected as a result of the project's activities.

By encouraging an active role for youths in the management of the CPCs the project has increased their participation in the communities. In some individual cases the impact has been significant. Again through a lack of quantifiable data it is only possible to provide some limited anecdotal evidence of this impact.

Paul Sam was widely recognised as one of the leaders of young men from the Namaruka/White River communities who had been heavily involved in the ethnic tensions. In 2003 he was arrested remanded in Rove Juvenile Detention Centre on charges related to a murder .In 2005, following his trial and eventual acquittal he returned to Namarouka. With the encouragement of the CYiCL project he became involved in the establishment of the Namarouka CPC and is now an active and committed Secretary of the committee.

Appendices

1. Glossary of Acronyms

CRC   The UN Convention on the Rights of a Child

CPC   Crime Prevention Committee

CYiCL   Children and Youth in Conflict with the Law

NGO   Non Governmental Organisations

NZAID   New Zealand Aid

SIPS   Solomon Islands Prison Service

SIPF   Solomon Islands Police Force

SWD   Social Welfare Division

YOP   Youth Outreach Program

2. Term of Reference for the Evaluation of Children and Youth in Conflict with the Law Project - Solomon Islands

1.   Background Information

Context

1. The quality of justice for children and youth in conflict with the law was raised as an issue by the UN Convention on the Right of Child Committee when the Solomon Islands tabled its first progress report of the implementation of Child Rights Convention in 2003. In January 2005, a series of detailed consultations and research initiatives on this topic were commenced by Save the Children Australia (SCA). Stakeholders in central and provincial governments, donors, civil society organisations and youth were consulted. The research confirmed the gaps in the legal provisions for children and in the practical implementation of appropriate juvenile justice mechanisms.

2. The research also confirmed that although there were relatively low figures of reported crime committed by children and youth, presumably due to informal diversion, large numbers of youth were engaged in 'at risk' and/or low level criminal behaviours.   The trends identified were:
    a) a worsening of at-risk behaviour by children and youth
    b) an increase in offending and re-offending
    c) pressure on the institutions of law enforcement, courts, corrections and communities to properly process and respond to a potential increase in the numbers of young offenders.

3. A number of important trends in youth offending were also identified at the community level and by youth themselves. Some of the offences commonly committed by juveniles are in the areas of alcohol, drug use and other alcohol-related crime, such as property damage, theft, male to male and occasional female to female assault, domestic violence, sexual assault and prostitution.

4. The request for NZAID bilateral support came through a SCA application to the NZAID Pacific Programme for Strengthening Governance. The initiative was appraised by the NZAID regional group and considered suitable for NZAID support. However, as the initiative was focused on the Solomon Islands, it was considered appropriate for bilateral as opposed to regional funding.

5. NZAID supported the development of the project design by SCA and Save the Children New Zealand (SCNZ) in 2006, although initially NZAID expected to have a direct contractual relationship with SCA. The Save the Children Alliance partners have an understanding that SCA works in the Solomon Islands which includes initiating and managing all SC programmes there. The role of SCNZ was to access NZAID bilateral funding and to be the NZAID partner in the contractual relationship. In practice, this means managing the relationship with NZAID Wellington, occasional in-country monitoring of the project and carrying out quality assurance on the reports submitted by SCA.

6. During the design phase, the project was altered to better reflect the relationship between the project and RAMSI. Initially, the project focused on building organisational relationships because juvenile justice was a new and sensitive programming area, and the project required coordination with the Solomon Islands Government and other implementing stakeholders.

7. In its appraisal of the project design document, NZAID noted that the number of children and youth in conflict with the law was small and the strength of the initiative was its approach to preventing youth offending. The appraisal noted that the sustainability of the project relied on uptake by the Solomon Islands Government.

8. NZAID decided the initiative fitted within its Man Talem Duim strategy to develop good governance and human rights in the Solomon Islands, and it would allow NZAID to develop a greater understanding of juvenile issues in the Solomon Islands, and urban youth issues in particular. The project was considered to be complementary to other NZAID investments in education and the law and justice sector.

9. NZAID is currently developing a new ten-year strategy (2009-2018) to guide the future direction of the programme. Future programming decisions will be made in the context of the new strategy.

Description of Children and Youth in Conflict with the Law (CYiCL) Project

With the support of NZAID, Save the Children has been implementing "Children and Youth in Conflict with the Law (CYiCL)" since July 2006. It is a 3-year project that runs to June 2009. The project has been implemented in Honiara and 5 other major provinces in Solomon Islands.

Project Goal and Objectives

Project Goal: To enhance the quality of justice for children and youth in conflict with the law in the Solomon Islands

Project Purpose: To protect children and youth in conflict with the law through strengthening of the system to promote and protect children's rights

Project Objectives:

Objective 1: Strengthen crime prevention mechanisms which reduce risk settings for children and youth.

Objective 2: Contribute to the institutionalisation of diversionary processes in accordance with best practice for children and youth.

Objective 3: Facilitate improved processes for the progression of children and youth through the formal justice system, in accordance with international conventions.

Objective 4: Strengthen the capacity of probation mechanisms to deliver services to and engage effectively with children and youth.

Objective 5: Increase opportunities for youth and children in contact with the criminal justice system to undertake positive re-integration into the community

Objective 6: To ensure efficient and effective project management

The CYiCL Project was designed to make an impact on the following areas:
  (i)   Prevention of Youth Crime and At-Risk Behaviour
  (ii)   Alternatives to Charge
  (iii)   Strengthening Formal Justice
  (iv)   Alternatives to Custody
  (v)   Conditions of Detention and Re-integration.

The stakeholders workshop in May 2008 reviewed the progress to date and identified priorities for Year 3, as summarized below:
- Focus more on crime prevention and diversion
- Keep the Solomon Island Police Force (SIPF) in front and build their knowledge and skills in working with Crime Prevention Committees (CPCs)
- Focus more on activities that sustain the CPC crime prevention efforts

- Develop a pre-charge diversion guideline and train Police for its application
- Set up a computerised database system to monitor juvenile offences
- Share the reports on research undertaken in Year 2
- Focus less on probation, re-integration and working with the formal justice system
- Support Social Welfare Division to work for a case management model of juveniles who are in custody.

A range of activities were implemented under each objective with different stakeholders to achieve the desired changes. Since this is the last year of the project, there are some activities yet to be implemented before the project ends.

2. Evaluation Purpose

SC and NZAID would like to conduct an evaluation in November 2008 to provide lessons learned and recommendations to donors and other agencies involved in the initiative, for future programming. At the outset of the project, it was noted that juvenile justice was a new and sensitive activity of donor engagement. The CYiCL project was supported by NZAID, in part, because of its potential to inform other NZAID and donor interventions in the law and justice sector. NZAID funding for the project finishes in June 2009.

The evaluation will:
- compare the achievements to planned objectives and outputs
- look at the effect of the outputs on the targeted participants and stakeholders
- identify enabling and constraining factors, issues and ways forward to inform future programming.

In addition, the evaluation will examine the wider impact of the project, using SCA's *Five Dimensions of Change* to consider positive, negative, intended and unintended impacts.

The evaluation would also assess value for money and the effectiveness of the organisational relationships.

3. Scope of the Evaluation

The evaluation will take full account of the contextual issues which have impacted on the implementation and achievements of the CYiCL Project.

The evaluation will consider the full length of the engagement between SC and implementing stakeholders from the initial conceptual stage through planning and implementation. This will roughly cover the period from 2005, though most focus will be on the practice and achievements during implementation from 2006. The evaluation will provide feedback on the part played by the major partners and agencies involved, including the Government and Ministries of Police, National Security and Correctional Services, Law and Justice (component of RAMSI), and communities.

The external evaluator's in-country work and travel to and from the Solomons will be limited to two weeks. The in-country research, including research in the provinces, would be arranged within this timeframe. The geographic focus of in-country research will be identified in the detailed evaluation plan.

4.   Overall Objectives of the Evaluation

Evaluation of Project Objectives and Outputs (Effectiveness)

1. To what extent has the CYiCL Project delivered on its objectives and outcomes?

2. To what extent has CYiCL raised awareness and changed attitudes within the law and justice agencies about the rights of children and youth?

3. What factors have affected the achievement, or otherwise, of the original objectives and outcomes?

4. What are the main lessons learned and what is the way forward?

Evaluation of Project Design

Assess whether the project design was appropriate.

1. How appropriate were the concept and design for the primary stakeholders, the implementing stakeholders and the context? Were there any gaps?

2. To what extent has the original design been followed during implementation? Where there have been changes, identify and comment on the reasons for these.

3. What are the main lessons learned and what is the way forward?

Evaluation of Efficiency

1. How effective have the organisational relationships between SCA and SCNZ, and NZAID been? Has this affected project outputs and outcomes?

2. How have the project management arrangements affected the achievement of outputs and outcomes? Has the project management put sufficient management resources into the project?

3. What can be gathered about the project and value for money?

4. What are the main lessons learned and what is the way forward?

Evaluation of Impact and the Dimensions of Change

SCA seeks to consider the wider impact of the project. In particular, SCA considers the impact of its work in terms of the Five Dimensions of Change:

- Changes in the lives of children and young people;
- Changes in policies and practice affecting children and young people's rights;
- Changes in children and young people's participation and active citizenship;
- Changes in equity and non-discrimination of children and young people; and
- Changes in the capacity of civil society and communities to support children's rights.

Attention will be paid to the question of attribution and the evaluation will seek out intended and unintended, positive and negative impact.
Questions of particular interest to this project are:

1. Has the project resulted in changes in policy and practice?

2. Has the project affected the capacity of communities to support the achievement of children's rights?

3. Has the project affected the capacity of youth to participate meaningfully with communities and authorities?

4. Which group/s of children and young people have either not been reached, or have been excluded, from the project, and why? What impact has this had on the project, children and young people affected, communities?

5. What are the main lessons learned and what is the way forward?

Evaluation of Relevance

1. Do the project objectives remain useful and compatible with local needs?

Evaluation of Sustainability

1. What is the probability that the beneficial outcomes of the project will persist for an extended period following implementation?

2. How sustainable are the systems and organizations put in place by the project? Are they reliant on project funding to continue? If not, how will they be sustained in the longer-term? Could external funding be provided by another donor and / or the Government?

4.   Evaluation Methodology

The overall approach to this evaluation will be participatory. The implementing organisation, and the primary stakeholders and implementing stakeholders will participate in the evaluation design, information gathering and feedback.

An evaluation plan will be developed prior to the commencement of the evaluation, including how data might be collected with the stakeholders. The evaluation plan should clearly state how gender, age, and ethnicity will be taken into account in the evaluation processes and methodology. The evaluation plan should clearly state how the primary stakeholders (beneficiaries) will be involved in designing and implementing the evaluation, and in the follow-up consultation. The evaluation plan will be submitted to NZAID and SC in Honiara for approval, and copied to NZAID Wellington and SCNZ.

As noted above, the external evaluator's in-country work and travel to and from the Solomons will be limited to two weeks. The geographic focus of in-country research will be identified in the evaluation plan.

The evaluation should utilise a mix of quantitative and qualitative methods. The evaluation team will review any available quantitative data, reports and statistics generated through ongoing project monitoring and management. Building on this review, the evaluation team will focus on gathering and analysing qualitative information from participants and key stakeholders. The review process will use a range of participatory techniques and tools designed to be appropriate for the target groups. The evaluation tools will be finalised in consultation with the project team once the consultant is in the Solomon Islands.

Stakeholders and Participants
SCA staff, officers of Solomon Islands Police Force, formal justice sector officials, RAMSI law and justice sector, children and young people, women and men boys and girls, various ethnic groups, rural and urban communities, Crime Prevention Committee members etc. will be involved in designing the evaluation and consultations, and in the feedback process.

Data Collection and Analysis
The final evaluation report will clearly outline the data collection and analysis methods used, to demonstrate the rigour, validity and reliability of the methods used to generate findings. This includes clearly reflecting data reduction and display methods, and openly detailing methodological constraints or limitations.

Support for the Evaluation Team
The project staff will support the team while conducting the evaluation in the field, ensuring effective administrative support for the review and providing inputs into the planning and design of the tools. SCA and NZAID will also make available preparatory documentation on the project and other relevant review materials.

Evaluation of value for money
- If possible, comparisons of value for money should be drawn with experience or norms in other activities (in the same country / region or internationally, where similar outcomes or impacts have been aimed for and / or achieved.
- The activity's own cost structures should be analysed to identify cost effectiveness issues, including whether savings could have been made (without disproportionately compromising outcomes) through different management, procurement, prioritisation, design, etc.

5.   Management of the Evaluation

The evaluation is being commissioned by NZAID and the Save the Children organisations implementing and overseeing the project.

The evaluation will be led by an external consultant who will work with one local counterpart. NZAID Wellington will facilitate and coordinate the joint selection of the external consultant by SC and NZAID. SCA and NZAID Honiara will facilitate the selection of the local counterpart.

The evaluation team will be accountable to SCNZ, SCA and NZAID during the conduct of the evaluation.

6.   Evaluation Follow-up and Reporting Requirements

Evaluation Follow-up

Debrief and Preliminary Findings (First Milestone)
The preliminary evaluation findings should be reported orally in Honiara to SC and NZAID staff and the primary stakeholders. The evaluation plan will describe how the findings will be reported back to the primary stakeholders.

Draft Written Report (Second Milestone)
Within two weeks of the presentation of the evaluation findings, the draft written evaluation report should be provided electronically to:
Dennis Uba, Save the Children New Zealand
Ramesh Puri, Save the Children Australia
Baddley Nukumuna, Save the Children Solomon Islands
Audrey Manu and Guy Redding, NZAID Honiara
Maria Reynen Clayton, NZAID Wellington

SCA will circulate the draft report to key stakeholders for comment.

NZAID, SCA and SCNZ will each nominate one staff member who will consolidate all the comments from their organization on the draft written report. Both organisations will provide consolidated feedback to the external consultant within three weeks.

Final Report (Third Milestone)
The final report will be submitted approximately a week after the consolidated feedback is provided.

Reporting Requirements

The approximate length of the report will be 30 pages, and the executive summary will be 4 pages or less.

The structure of the report includes:
1. Title page
2. Executive summary including statement of the evaluation purpose and summary of the recommendations
3. Main body of the report including
   Background information
   Methodology
   Evaluation findings
   Recommendations on the way forward
4. Appendices including
   Glossary of acronyms used
   Terms of Reference for the Evaluation
   List of data sources

Dissemination and Use of Evaluation

NZAID intends to place a summary of each review or evaluation on its website and will release the full report on request. To facilitate this, information that could prevent the release of the report under the Official Information or Privacy Acts, or would breach evaluation ethical standards should be placed in a Confidential Annex. A checklist for identifying such material is appended at the end of the NZAID guideline.

Reviews and evaluations commissioned by NZAID are presented to its Evaluation Committee. The Evaluation Committee provides oversight of reviews and evaluations and it ensures evaluation findings are linked to NZAID programme planning and development.

References that will be provided
- NZAID Guideline on the Structure of Review and Evaluation Reports
- NZAID Guideline on Participatory Evaluation

7.   Composition of the Evaluation Team

The evaluation will be led by an external consultant who will work with one local counterpart. They will be supported by CYiCL staff.

External Consultant - Skills, knowledge and experience required:
- Expertise in participatory evaluation
- Solomon Islands experience
- Skills in social analysis and community development
- Ability to report clearly on research findings
- Law and justice sector experience

Local Counterpart - Skills, knowledge and experience:
- Understanding of Solomon Islands law enforcement and justice systems
- Understanding of community development and local cultures
- Ability to communicate effectively with youth and a wide cross-section of the community

3. Evaluation Programme

Programme for Evaluation of CYiCL (Solomon Islands)					
8th November 2008 to 23rd January 2009					
Date		**Activity**	**Stakeholder**	**Location**	**Time**
8th – 14th Nov.		Read and assimilate Terms of Reference, contract documentation and reports. Development of evaluation plan.		Auckland	
8th – 14th Nov.		Preparation for visit including teleconferences on evaluation plan, teleconference consultation with Participatory development of evaluation schedule, negotiations on the make-up of the evaluation team, development of evaluation tools, sourcing historical documentation of project.Face to face meetings with NZ based stakeholders.	Dennis Uba Save the Children NZ, Maria Reynen Clayton, NZAID Wellington; Baddely Nukumanu, Project Manager CYiCL Karen Medica, Pacific Regional Director,SCA, Melbourne	Auckland and Wellington	
Saturday 15th Nov.	pm	Travel to Auckland Airport Hotel		Auckland Airport	
Sunday 16th Nov.	am	Travel to Honiara			13.30
	pm	Initial meeting to discuss Evaluation Plan/schedule	CYiCL Staff	KW Hotel	15.30 - 17.30
		Revision of Evaluation Plan			Evening
Monday 17th Nov.		Small Group Discussion	CYiCL Review Team	CyiCL Project Office	07.30am
	am	Semi-structured interview	Sir Albert Palmer Chief Justice	High Court, Honiara	09.00 - 09.45

		Group Discussion	Inspector Edmund Tonisi, Sgt.Paul Muia +Community Police Team	SIPF HQ, Honiara	10.00-11.00am
	pm	Small Group Discussion	Act Comm.Peter Marshall SIPF. Asst. Comm. Edmond Sikua SIPF	SIPF HQ, Honiara	13.30 pm
		Small Group Discussion	Guy Redding, Audrey Manu,NZAID	NZAID Office, Honiara	15.00 - 16.00
		Small Group Discussion	CYiCL Review Team	CyiCL Project Office	16.30 pm
		Review of Project Documentation		KW Hotel	Evening
Tuesday 18th Nov.	am	PRA Exercise;FGD; Semi-structured interviews	Namoruka Community	Namoruka	09.00 - 12.00
	pm	PRA Exercise;FGD; Semi-structured interviews	Rifle Range Community	Rifle Range	13.30 - 15.30
		Review of Evaluation	CYiCL Review Team	CyiCL Project Office	15.30 - 17.00
		Semi-structured Interview	Ramesh Puri, CPD SCA SI	CyiCL Project Office	17.30 - 18.00
		Review of Secondary Sources/Recording data collected		KW Hotel	Evening
Wednesday 19th Nov.	am	PRA Exercise;FGD; Semi-structured interviews	Kobito 1 Community	Kobito 1	09.00 - 11.30
	pm	Small Group Discussion	CYiCL Review Team	CyiCL Project Office	12.00 - 16.00
		PRA Exercise FGD Semi-structured interview	Burns Creek Community	Burns Creek Community	16.30 - 18.00
		Review of Secondary Sources/Recording data collected		KW Hotel	Evening

Day		Activity	Who	Where	Time
Thursday 20th Nov.	am	Semi-structured interview	Doug Smith PPF Advisor, to SIPF	CyiCL Project Office	9.00 - 10.00
		Semi-structured interview	Edmond Sikua, A.P.C. SIPF	SIPF HQ, Honiara	11.00 - 12.00
	pm	Semi-structured interview	Stevan Janosevic, Commandant Rove Dentention Centre, SIPD	Rove Prison, Honiara	13.30 - 14.30
		Observation, semi-structured interview	Juvenile Prisoners	Rove Juvenile Detention Centre	14.30 - 15.00
		Semi-structured Interview	Ramesh Puri, CPD SCA	CyiCL Project Office	15.00 - 16.00
		Review of Secondary Sources/Recording data collected		KW Hotel	Evening
Friday 21st Nov.	am	PRA Exercise;FGD; Semi-structured interviews	Aurligo Horabau Community,	Guadalcanal Province	09.00 - 11.30
		Semi-structured interview	George Guna, PPC SIPF, Guadalcanal	Guadalcanal Province Police HQ	12.00 - 12.30
		Semi-structured interview	Pauline Pelu, PO, Guadalcanal Province	CyiCL Project Office	12.30 - 13.00
	pm	PRA Exercise;FGD; Semi-structured interviews	Titige Community	Titige Primary School	14.00 - 15.30
		Review of Secondary Sources/Recording data collected			Evening
Saturday 22nd Nov.	am	Write up initial findings			
		Semi-structured interview	Bridget Mc Aloo Evaluation Unit,	CyiCL Project Office	09.30- 10.00

			SCA Melbourne		
	pm	Write up initial findings			
Sunday 23rd Nov.	am	Write up initial findings			
	pm	Travel to Airport, Fly to Malaita			15.00 - 17.00
		Small Group Discussion	CYiCL Review Team	Hotel, Auki	Evening
Monday 24th Nov.	am	PRA Exercise;FGD; Semi-structured interviews	Fote Community	Malaita Province,	09.00 - 11.30
	pm	Semi-structured interview	David Diosi Provincial Police Commander Malaita, SIPF	Malaita Provincial Police HQ Malaita,	1.30pm - 2.30 pm
		PRA Exercise;FGD; Semi-structured interviews	Ambu Community	Malaita Province,	
		Recording data collected			Evening
Tuesday 25th Nov.	am	PRA Exercise;FGD; Semi-structured interviews	Gwailiki Community	Malaita Province	
		Semi-structured interview	Linda Tupe, Head of Child Protection SWD		11.00 - 11.30
		Semi-structured interview	P.C. Solomon Sisimie, Community Police, Malaita	Auki	11.30 – 12.00
	pm	Write up Results of Field Work		Auki	13.00 - 17.00
		Travel to Honiara			Evening
Wednesday 26th Nov.	am	Focus Group Discussion	Provincial Team Leaders SCA		09.00 - 11.00

	pm	Semi-structured interviews Reading reports	Natasha Robert Iamea		
					Evening
Thursday 27th Nov.	am	Preparation of presentation of preliminary findings			
	pm	Debrief and Oral Presentation of Initial findings	20 stakeholders		
Friday 28th Nov.	am	Semi-structured interview	Ramesh Puri CPD SCA		
	pm	Travel to Brisbane			
By 8th December		Preparation and Submission of Draft Report			
By 23rd January		Preparation of Final Report			

4. Persons Contacted during Evaluation

Name	Position
Judges and Magistrates	
Sir Albert Palmer	Chief Justice, Solomon Islands High Court
Solomon Islands Police Force	
Peter Marshall	Acting Commissioner Police SIPF
Edmond Sikua	Deputy Commissioner Police SIPF
George Guna,	Provincial Police Commander SIPF, Guadalcanal Province
David Diosi	Provincial Police Commander Malaita, SIPF
Edmund Tonisi,	Inspector, Head of Community Policing SIPF
Paul Muia	Sergeant,Community Policing Unit SIPF
Patrick Pambo	Police Constable, Community Policing Unit SIPF
Melive Oliver Osi	Police Constable, Community Policing Unit SIPF
Zephania Rangi	Police Constable, Community Policing Unit SIPF
Solomon Sisimie	Police Constable, Community Policeman Malaita, SIPF
Doug Smith	Participating Police Force Advisor, to SIPF
Solomon Islands Correctional Services	
Stevan Janosevic,	Commandant Rove Dentention Centre, SICS
Social Welfare Department	
Linda Tupe	Head of Child Protection SWD
NZAID	
Maria Reynen Clayton,	NZAID (PAC - Wellington)
Guy Redding	NZAID (Honiara)
Audrey Manu	NZAID (Honiara)
Save the Children	
Dennis Uba	Regional Manager. Save the Children (NZ)
Bridget McAloon	Programme Quality Team, Save the Children (Australia) Melbourne
Ramesh Puri	Country Programme Director, Solomon Islands, Save the Chilldren (Australia)

Alice McGraw	Former Project Manager CYiCL
Baddely Nukumuna	Project Manager, CYiCL
Raewyn Tretheway	VSA CYiCL
Natasha Farrell	Acting Finance Manager SCA, Honiara
Robert Iamae	Programme Officer, CYiCL,Honiara
Pauline Pelu,	Programme Officer CYiCL, Guadalcanal Province
Harry Maesua	Programme Officer CYiCL, Malaita Province
Rebecca Awa	Provincial Team Leader (Malaita Province)
Loretta Ta'ake	Provincial Team Leader (Western Province)

CYiCL Beneficiaries Contacted During Review			
Communities with a Crime Prevention Committee Established by CYiCL			
Name of Community	No.of Women,	No.of Men	Total
Honiara			
Namoruka Community	9	11	20
Rifle Range Community	16	17	33
Kobito 1 Community	10	12	22
Burns Creek Community	19	21	40
Guadalcanal Province			
Titige Community	13	15	28
Aurligo Horabau Community,	8	6	14
Malaita Province			
Fote 1 Community	5	6	11
Ambu Community	4	5	9
Gwailiki Community	8	7	
	92	**100**	**192**
Juvenile Detainees			
Juveniles detained in Rove Juvenile Detention Centre		**6**	

5. Evaluation Plan

Impact/Goal	Evaluation Question	Sources of Information	Methodology
Five Dimensions of Change			
To enhance the quality of justice for children and youth in conflict with the law in the Solomon Islands	I 1.1 To what extent has CYiCL brought about changes to the lives of children by enhancing the quality of justice for children and youth in conflict with the law in the Solomon Islands?	Peter Marshall, Act. Commissioner Police; Edmond Sikua Dept.Commissioner Police, Sir Albert Palmer, Chief Justice; Stevan Janosevic, Commandant Rove Dentention Centre, SI Dept Correction Services, Juvenile Prisoners, Training Evaluation Reports, Project Reports of Visits to Rove Juvenile Detention Centre, SIPF Officers	Review of Secondary Sources/Recording da collected/ Reports,Observation, semi-structured interviews
	I 1.2.To what extent has CYiCLbrought about changes to policies and practices of the SI justice system to positively affect children?	Peter Marshall, Act. Commissioner Police; Edmond Sikua Dept.Commissioner Police, Sir Albert Palmer, Chief Justice; Stevan Janosevic, Commandant Rove Dentention Centre, SI Dept Correction Services, Juvenile Prisoners, Training Evaluation Reports, Project Reports of Visits to Rove Juvenile Detention Centre,	Review of Secondary Sources/Recording da collected/ Reports,Observation, semi-structured interviews
	I 1.3.To what extent has CYiCL affected the capacity of youth to participate meaningfully with communities and authorities?	Communities	PRA Exercise, FG Discussion
	I 1.4.To what extent has CYiCL brought about changes in children's equity?	Communities	PRA Exercise, FG Discussion
	I 1.5.To what extent has CYiCL brought about changes in the capacity of civil society to support children's rights?	Communities	PRA Exercise, FG Discussion
	I 1.6. What other positive impacts has CYiCL had?	Communities and other key stakeholders	PRA Exercise, FG Discussion, semi-structured interviews
	I 1.6 What, if any negative, impacts has CYiCL had?	Communities and other key stakeholders	PRA Exercise, FG Discussion, semi-structured interviews
Project Purpose/Effectiveness			
To protect children and youth in conflict with the law through strengthening of the system to promote and protect children's rights	P1.1 To what extent has the CYiCL Project increased protection of children and youth in conflict with the law through strengthening of the system to promote and protect children's rights?	Peter Marshall, Act. Commissioner Police; Edmond Sikua Dept.Commissioner Police, Sir Albert Palmer, Chief Justice; Training Evaluation Reports, KAP Survey of CS Officers/Magistrates	FG Discussion, semi-structured interviews, review of secondary sources
	P1.2 To what extent has CYiCL raised awareness and changed attitudes within the law and justice agencies about the rights of children and youth?	Peter Marshall, Act. Commissioner Police; Edmond Sikua Dept.Commissioner Police, Sir Albert Palmer, Chief Justice; Training Evaluation Reports	FG Discussion, semi-structured interviews, review of secondary sources
	P1.3.What factors have affected the achievement, or otherwise, of the original outcome?	Management CyiCL (past and present), Management SCA, SCNZ, NZAID,Project Reports	FG Discussion, semi-structured interviews, review of secondary sources, e-mail surve
	P1.4 What are the main lessons learned and what is the way forward?		
Outputs/Effectiveness			
Objective 1: Strengthen crime prevention mechanisms which reduce risk settings for children and youth.	1.1 To what extent has CYiCL strengthened crime prevention mechanisms which reduce risk settings for children and youth?	SIPF Senior Officers, Doug Smith PPF, Communities, Project Reports	PRA Exercise, FG Discussion, semi-structured interviews,review of secondary sources

	1.2 What factors have affected the achievement, or otherwise, of Objective 1?	SIPF Senior Officers, Doug Smith PPF, Communities, Project Reports	
	1.3 What are the main lessons learned and what is the way forward?	SIPF Senior Officers, Doug Smith PPF, Communities, Project Reports	
	Specific Evaluation Questions Linked to Objective 1. Activities (Efficiency/Effectiveness)		
	1.1.1 To what extent has the knowledge, attitude and practice of police been changed in regard to responding to the needs of children?	Peter Marshall, Act. Commissioner Police; Edmond Sikua Dept.Commissioner Police, Enmond Tonisi; Inspector i/c Community Policing; Sgt. Paul Muia Honiara and Malaita Community Police, communities	PRA Exercise, FG Discussion, semi-structured interviews,review of secondary sources
	1.1.2 To what extent has the police involvement in CPCs been increased?	Peter Marshall, Act. Commissioner Police; Edmond Sikua Dept.Commissioner Police, Enmond Tonisi; Inspector i/c Community Policing; Sgt. Paul Muia Honiara and Malaita Community Police, communities	PRA Exercise, FG Discussion, semi-structured interviews,review of secondary sources
	1.1.3 To what extent have youth been informed on at risk behaviour through participation in CPCs?	Communities, Project Reports,IEC materials	PRA Exercise, FG Discussion, semi-structured interviews,review of secondary sources
	1.1.4 To what extent have linkages been established with different agencies to support crime prevention strategy for children?	Edmond Sikua, Chairman SINCPC, Doug Smith PFF Advisor, Project reports,	Semi-structured interviews,review of secondary sources
	1.1.5 To what extent has children's knowledge of their legal rights legal implications of their actions been increased?	Communities	PRA Exercise, FG Discussion,
	1.1.6 To what extent has the police youth liasion role been improved through support of the PYC?	Project Reports, Project staff	Semi-structured interviews,review of secondary sources
Objective 2: Contribute to the institutionalisation of diversionary processes in accordance with best practice for children and youth.	2.1 To what extent has CYiCL contributed to the institutionalisation of diversionary processes in accordance with best practice for children and youth.	Report on Diversion, Project Reports, Raewyn Treworthy, VSA CYiCL	
	2.2 What factors have affected the achievement, or otherwise, of Objective 2?	Project Reports	
	2.3 What are the main lessons learned and what is the way forward?		
Objective 3: Facilitate improved processes for the progression of children and youth through the formal justice system, in accordance with international conventions.	3.1 To what extent has CYiCL facilitated improved processes for the progression of children and youth through the formal justice system, in accordance with international conventions?	Sir Albert Palmer Chief Justice, Evaluation of Training, Stevan Janosevic, Commandant Rove Dentention Centre, Case study examples	Semi-structured interviews,review of secondary sources
	3.2 What factors have affected the achievement, or otherwise, of Objective 3?		
	3.3 What are the main lessons learned and what is the way forward?		
	Supporting legal process to apply best practice for handling juvenile cases		
	Police Cadet Training		

Objective 4: Strengthen the capacity of probation mechanisms to deliver services to and engage effectively with children and youth.	4.1 To what extent has CYiCL strengthened the capacity of probation mechanisms to deliver services to and engage effectively with children and youth?	CYiCL Team, Project Reports,	Semi-structured interviews, review of secondary sources
	4.2 What factors have affected the achievement, or otherwise, of Objective 4?		
	4.3 What are the main lessons learned and what is the way forward?		
Objective 5: Increase opportunities for youth and children in contact with the criminal justice system to undertake positive reintegration into the community	5.1 To what extent has CYiCL increase opportunities for youth and children in contact with the criminal justice system to undertake positive reintegration into the community?	Report on Integration, SWD, SICS	
	5.2 What factors have affected the achievement, or otherwise, of Objective 5?		
	5.3 What are the main lessons learned and what is the way forward?		
Objective 6: To ensure efficient and effective project management	6.1 To what extent has CYiCL ensured efficient project management?	Management at different levels	Project Timeline Questionnaire
	6.2 Was the project budget used efficiently?	Review of Budgets Natasha Farrell	Acting Finance Manager SCA, Honiar
	6.3 How effective have the organisational relationships between SCA and SCNZ, and NZAID been?	Management at different levels	
	6.4 How have the project management arrangements affected the achievement of outputs and outcomes?	Management at different levels	
	6.5 Has the project management put sufficient management resources into the project?		
	6.6 What can be gathered about the project and value for money?	Management at different levels	
	6.7 What factors have affected the achievement, or otherwise, of Objective 6?		
	6.8 What are the main lessons learned and what is the way forward?		
Relevance	R1.1 How appropriate were the concept and design for the primary stakeholders, the implementing stakeholders and the context? Were there any gaps?	Project Reports	
	R1.2 To what extent has the original design been followed during implementation? Where there have been changes, identify and comment on the reasons for these.	Project Progress Reports	
	R1.3 What are the main lessons learned ?		
	R1.4 Do the project objectives remain useful and compatible with local needs?	Communites, SIPF, RAMSI,	
Sustainability	S 1.1 What is the probability that the beneficial outcomes of the project will persist for an extended period following implementation?		
	S1.2 How sustainable are the systems and organizations put in place by the project?		
	S1.3 Are the systems and organizations put in place by the project reliant on project funding to continue? If not, how will they be sustained in the longer-term?	NZAID, RAMSI, Ramesh Puri, CPD SC Solomon Islands, SCA	
	S1.4 Could external funding be provided by another donor and / or the Government?		

6. Documents Reviewed

NZAID/Solomon Islands Programme Strategy 2009 -2018 –Consultation Draft 24th October 2008

Draft Report on Solomon Islands Reintegration for SCA SI June 2008

Draft Report of Dispersion in Solomon Islands April 2008

CYiCL Progress Reports

CYiCL Project Design Document

7. Summary of Results of Community Meetings

	Reasons why CPC is good	How CPC could be better	Comments
Honiara			
Namaruka	Mean= 6.7 Median = 7.5		
Men (11)	• New development and first thing that this community has come together on • People now know their rights • More participation from members of community • Project helps us to come together • CPC stops youths from involving in crime • See new development in community • Improving relationship between CPC and youths in the community • See more community participation • Building good relations with children in other communities • CPC helps community for good • Help us to know law and prevent us from crime	• More improvement on children's activities • Need action plan from Save the Children (SC) for community development • SCA to provide labour cost when community engage in SCA project • SCA should assist youths with sports facilities, soccer ball, volley ball net etc. • Work with Government to develop recognise the right of children, example quality education and others • Need more educational awareness like on health and crime • More educational talks and awareness on health and crime • Youths need tools to work in the community • More livelihoods projects for CPCs • Awareness of project i.e. baseline design of project, stakeholders	Community Chairman was expecting SC to deliver gra the CPC building that they started to build. Expectation project could help with buil labour.
Women (9)	• It helps young people not to get into trouble • Good also for children • Is beginning to pull the young people together • If there is an activity in the community it is mainly organised by CPC • Makes sports for young	• At the first or initial stage youths was very much involved and then they started to be involved in some trouble again • Create activities of jobs to keep youths busy • More involvement with youth • Need awareness talks on domestic violence and teenage pregnancy • More youth involvement • It helps but most youths just ignore it • Most people did not understand what CPC is • Only those involved understand because the committees did not go out and explain clearly to families what the project is all about • Women need more involvement in CPC activities • Young women want to be involved in the CPC building	
Rifle Range	Mean = 8.7 Median = 8.5		
Men (17)	• Crime prevention protects children and community • Build community hall for kindergarden • Programme very good because it help ourt children now and in the future e.g. against abuse, crime prevention	• CPC needs to give urgently more awareness in community on child abuse, HIV and other realted issues • CPC can affect customs, some issues sensitive • Should be in line with religious principles	

	and provide somewhere for a school *CPC vital in this community in strengthen development* *CPC prevent youths from getting into crimanilsm, kwaso etc.* *Improve family relation with each other* *Provides more programmes for community* *CPC is real a good project to bring us together to educate our lovely kids for future life* *CPC is a good thing where put as together youths good for the community as a whole*	*Needs to give more resources to community* *Save the Children programme co-ordinators should be transparent in project delivery to the communities* *CPC in this community is good but the doubt is that Solomon Islands crime against children is increase* *CPC is good but should run more workshops on your programme* *Relationship with the CPC and this community is important so we need to co-operate more*	
Women (16)	*CPC is already set up properly nothing to improve* *Hem gud by bring children together to grow up as Christians and know about god and each other.* *CPC good because :* *By hem save helpem olketa pikinini long future* *By bringim come good something long family* *By helpem olketa youg boys and young girls* *By save cuttim down criminal activities* *Hem gud bicos hem bae protectem olketa pikinini blo iumi long solomon island* *It will really help the community to do some activities such as functions, social nights etc.* *Hem wanfala gud samting fo protectim oloketa small pikinnini from olketa bad fela samtinginside community* *It will help us mothers to learn things such as cooking, floral arts sewing etc.* *Helps funding some project for our young people also our parents in helping the children* *It is a good idea to start the CPC and it helps our ehn to do activities and enables them to learn* *Mifala happi lo disfala program where u fala tekem cam inside lo community bilong mifala fo protektim olketa pikinini* *CPC him god bis hem save hepem wimy long sakat wak olsem, hepem pikinini;hepem vae;* *Hem gud bicos hem protectem olketa yang pikini from olketa nogud thugs like smokem maruana drinkim kwaso* *Save the children fund is a better programme for our people in the community*	*Lack of financial support* *We need one woman member in the community to represent us and our needs to the CPC programme* *It will cause arguments between members of the communities* *Women need to be more involved in committee* *Need more awareness of what CPC is about* *Committee needs to be more active* *Need more awareness talks on crime, child abuse and gambling* *Women would like to form their own group and liaise with CPC to assist them with looking after their children*	

Kobito 1	Mean=0.2 Median 0.1 (Men) (7 voted 0) Mean =8.0 Median 7.5 (Women)		Chairman was not present meeting and there was clea strong indication that he is running a one man operatio with no real committee no elections and no support fr most of the community eve though they support the pri of CPC
Men (12)	• *CPC hall benefits community* • *Engage youth not to involve in criminal actions* • *Community policing brings peaceful community* • *Learning things CPC brings i.e. education*	• *Needs more working together with young and old* • *Needs a strong and discipline person –good leadership* • *Needs a time that brings peploe to discuss things together* • *CPC does not work in this community due to lack of good improvement* • *No CPC hall into this community. CPC need a person who work close to the community* • *Person who involve in the CPC a person willing to carry the task for the community* • *The CPC was not really strong because there's no Association or committee to work on it. But the idea of CPC is the best idea* • *People involved in CPC should be creative of leadership quality* • *Lack of togetherness cooperation* • *CPC did not organise any activity in the community* • *No activities*	
Women (10)	• *CPC is important because it helps young people* • *Young people more involved in community activities* • *Hem gud bicos young pipol less involve in drugs and creating crime in community* • *Helps young people* • *Its good because it can help youth to be involved in community activities* • *CPC is important in this community because it help some young people (who) are involved in illegal things like drink smoking etc…*	• *I want to be more involved in building* • *Needs to organise more activities for youths and the community e.g. sports, singing* • *Women could run CPC with more training* • *Supply more prizes for community activities* • *Committee members not actively involved in organising activities* • *Not clear what CPC is* • *Women want to be more involved in CPC*	
Burns Creek	Mean = 7.4 Median = 9.5		
Men (21)	• *Good –started to find way out to create the environment in which to prevent crime* • *Good idea b-cos help for reduce crime inside community and provide broad idea for young people* • *CPC idea hem good* • *Crime prevention hem way to reduce crime in Solomons* • *Hem good idea* •	• *Need to work harder* • *CPC should come up strong with more effective strategies to fight crime* • *Mifala yet for lookim waka blong hem* • *CPC hem no strong bicos hem this start nomore* • *Crime is what we don't like in our community so we need to prevent him more* • *Good idea but slow in implementation* • *Him duty belong father and mother of a family to do crime prevention –* • *Need training for youths in leadership skills*	This is the third CPC to be started in Burns Creek in th 18 months – considerable emphasis on what SC is gc give us'

Women (19)	• *Community is supportive* • *Organised awareness* • *It is a good programme so that young people don't get themselves into trouble* • *Organising awareness workshops*	• *Women need life skills training – cooking, sewing , decorating, dyeing of materials etc.* • *Should support financial support for school children for fees and transport to school* • *Still (only) planning activities for young people* • *Program should provide women and young girls with assistance to form a womens club and create income generating activities* • *Women don't know what is CPC?* • *Committee should be more active & raise awareness about what CPC is.* • *Still planning activities for young people* • *(Need) Financial support for school children for fees nd transport to school* • *Need more workshops on DV, Positive parenting, HIV Aids, etc*	
Guadalcan al Province			
Aurligo Horabau	Mean= 7.0 Median=7.5		
Men (6)	• *CPC provided sports but need new ball etc* • *Police have come the village with CPC and talked to young people about crime* • *Makes young people respect elders church and give service to community more* • *Promotes culture and strengthen authority against kwaso* • *CPC brings community together and gets them to co-operate more* • *Some activities do as community some with SC and police*	• *Need help to build community building (transport materials)* • *Need equipment for sports* • *Want funding to support livelihoods e.g.poultry* • *Need instruments for young people to play and become more involved in church* • *Police often just drive past on road but don't stop to visit village*	
Women(8)	• *Crime reduced in community* • *Good for community reduces crime and brings community together*	• *Need police assistant to do awareness to reduce kwaso and fights* • *Needs more female participation* • *Not enough participation from community –adults/youths &children in CPC activities* • *Police needs to visit the CPC more (fortnightly)* • *Needs a community centre to help strengthen the CPC* • *Needs more activities like awareness, training, sports equipment*	Question raised why Honia CPC have buildings provide and they don't. NB. Most of the young mer not present at the meeting they were working in the

			community cocoa
Titige	Mean= 6.8 Median = 6.5		
Men (15)	• *CPC program (in) this community important because improve family relation with another* • *Co-operation in the commuity was very good* • *Awareness talk help for future living* • *Look on our human rights* • *Discipline in community* • *Help children, youth & women in the community* • *Reduce crime* • *Working together* • *To solve the problem of crime is easier* • *Social activity in the community improve e.g sport,soccer volley ball, church activity* • *Committing crime in the community reduce*	• *We need police to work together with our community* • *Need more awareness talk* • *Need own building* • *CPC members be active* • *Need more awareness from the police* • *Need assistance from support agencies* • *Police to work close with CPC members* • *Need regular workshop* • *CPC should hold in social activities so that we can't involve in crime*	
Women (13)	• *Good* • *Involve youth in sports activity* • *Reduce crime* • *Youths participate in activity in community programme* • *Promotes respect culture and obedience through programme*	• *Youths should be given more responsibility and respected by the community* • *Parents should be involved in and support CPC more* • *Police officer should visit regularly* • *Police officer should promote fairness and not biased* • *Need more training workshop* • *Chiefs and police needs to strengthen relationship and communication* • *There should be a lot of activities to be carried out. By this it will strengthen the CPC programs* • *Needs (more)awareness from police officer and Save the Children* • *Community people complained when their children participate in CPC activities* • *Some elders in the community did not respect young members of CPC bikos of immature* • *When crime committed in the community police office in the community did not help solve the problem. Ignorant*	
Malaita Province			
Fote	Mean =6 Median = 6		
Men (6)	• *CPC helps people from different groups in the community to come together for sports activities* • *Crime in the community goes up and down but about the same* • *Some crimes that would have been reported to police*	• *Long wait between activities which leads to discontent* • *YOP and CPC should work closer together* • *Communication between CPC and SC should be improved* • *Should have more workshops for young people particularly young men on how to organise and manage for themselves*	

	• *are no being dealt with in the community* • *Good to have SIPF involve with CPC* • *Elders and young people coming together for decision making* • *Brings young people together* • *Increasing organisational skills* • *Control and discipline in community better*	• *Need a centre for young peoples activities for both YP and CPC* • *Need actioning of activity plans in CPCs* • *Need more activities for young men and women to keep them occupied* • *Replace inactive members with active ones* • *Need more SIPF involvement in CPC activities* • *Committee needs full support from community*	
Women (5)	• *CPC is good* • *Kwaso consumption and crime has decreased* • *Good for young people not to involve in problems* • *People not to drink ti much alcohol like kwaso and marijuana*	• *…But the committee is not quite active* • *Activities not organised in time expected* • *Committee are not trustworthy* • *Chairperson is also committed with other activites* • *SCA did not fulfil what they say they will do for them* • *Need to establish income generating projects for youngs to stop them involving in brewing homebrews* • *We need to organise more activities to get young peoples interest and involve them busy* • *Police should be more involve they just here at first stage and when things are reported not response from Police*	
Ambu	Mean = 2.6 Median =2		
Men (5)	• *Encourages people to come back to church* • *More co-operation in the community* • *Creates inclusiveness –elders involved* • *Youth crime awareness raised* • *Children's participation encouraged by the community* •	• *Need more training to suit young peoples needs* • *Need improved communication between SCA and CPC* • *Need more CPC awareness* • *Committee need to be reviewed* • *Need more support from police, police always drink in the community* • *Trained CPC members need to share knowledge* • *Need more commitment by whole community* • *SCA changes work plans without informing CPCs* • *CPC is not sustainable only at infant stage, needs more strengthening* • *Need more resources for CPC, e.g. financial support* • *Drinking and swearing is increasing because of kwaso*	
Women (4)	• *Help young people to know their rights* • *Help children to live in a safe environment* • *Improves co-operation between community members* • *Decreased crime (n.b. Men disagreed)*	• *Elders should be educated about CPC's role* • *Police should be more involved in the CPC* • *More financial support for activities to be provided by SCA* • *More organised sport fit for women –sports are mainly for men only* • *Need more support from the communities* • *Need more awareness on positive parenting* • *More awareness on women's rights* • *CPC may have some negative impacts on our culture* • *Do not respect policemen*	There are two policemen liv the community and accordi respondents they have had nothing to do with the CPC the initial meeting and regu cause problems by drinking much

Gwailiki	Mean = 5.7, Median = 5		
Men (7)	• *CPC training enables us to know how to solve the problems in the community* • *CPC is helped financially by SCA e.g. fund raising* • *Creates togetherness in the community* • *Organised sports activities in the community* • *CPC encourages respect of customs* • *Children recognised and participate in community activity* • *Changes behaviour of young people*	• *Need more CPC programmes to attract people* • *Need incentives such as kai kai to attract trouble makers to meetings and need more funds to pay for this* • *CPC needs to cover wide area because community is spread out and need support from SCA to get people to meetings eg transport* • *Need police to come to give monthly community awareness talks* • *Need community bye-laws to control drunkenness and swearing which offends old members of the community* • *Need to give more community awareness on sanitation, health etc.* • *Need more financial support to the CPCs* • *Need more trainings in other areas for the community* • *Police came to the first meeting but never came back*	
Women (8)	Mean = 4.6 Median=5		
	• *Need to continue program and make CPC stronger* • *Crime decrease* • *It brings young people together and also bring them to church activities and keep them busy* • *It brings togetherness in the community* • *It provides financial support* • *Organised activities for young people children women and men* • *Help young people not to get into trouble and also they listen to older people*	• *CPC should provide women and young girls with life skills trainings* • *CPC committees should be more active* • *More action rather than talking* • *There should be a one week notice given before organising activities related to CPC* • *Need more financial help from CPC to organise activities that would interest young people* • *Need to organise more activities for children and young people to keep them busy* •	

8. *Attendees at the Initial Findings Meeting*

Date: 27/11/2008

Name:	Organization/CPC
1. Norman Kwaimani	Namoruka
2. James Fa'aro	Kobito 1
3. Christopher .B. Roy	Rifle Range
4. Edmond Langu	Rifle Range
5. Guy Redding	NZAID
6. Audrey Manu	NZAID
7. Edmond Tonisi	RSIP
8. Paul Muia	RSIP
9. Ramesh Puri	SCA
10. Joe Haga	SCA
11. John Salon	SCA
12. Robbie Gillespie	SCA
13. Lucy Watt	SCA
14. Elma Smajic	SCA
15. Irish Keke	SCA
16. James Rufus	SCA
17. Jefter Tuhagenga	SCA
18. Casper Supa	SCA
19. Ronnie Lekafia	SCA
20. Marina Rapasia	SCA
21. Robert Iamaea	SCA
22. Harold Samani	SCA
23. Eric Houma	SCA

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