

An Assessment and Synthesis of the Rehabilitation and Reintegration of Prisoners to Society

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Society

**Synthesis of Lessons Learned: Social and Economic Reintegration of Released  
Prisoners, Evidence from Egypt**

**Submitted to**

**Drosos Foundation**

by

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## Introduction

Drosos Foundation has a strong and keen interest in serving marginalized groups, one of which is that of prisoners in Egypt. Since 2006, Drosos Foundation has supported projects that worked extensively with both women and men prisoners during imprisonment and after their release from prison. Through tackling difficult subjects such as economic reintegration of prisoners, methods and approaches to tackling the rate of recidivism in Egyptian society, HIV prevention and treatment, provision of psychosocial and legal support services to prisoners, among other services, Drosos Foundation partnered with 3 organizations during the period 2016 to 2019 (3 years), not just as a donor organization, but also as a solid partner to share its expertise and mentor the organizations targeting the concerned marginalized group. This was conducted to ensure that the necessary services direly needed by the referred to target group are furnished, in addition to creating strong partnerships between different institutions and entities to foster healthy work relations among them, bridge gaps between them and at the same time, ensure sustainability of these activities.

In subsequence, the present document is a synthesis of the lessons learned from the implementation of 3 projects with United Nations Office on Drugs and Crime (UNODC), Life Foundation for Development and Community Reintegration and Children of Female Prisoners' Association (CFPA) during the period referred to above, where a number of recommendations are presented at the end of the document at hand to pave the way for further development of these projects, and identify the best methods to use to move forward in continuing the concerned important work.

It is important at this point to highlight that the beneficiaries the three projects target are as follows: United Nations Office on Drugs and Crime (UNODC) targets male prisoners in Wadi AlNatron, Fayoum and Borg ElArab prisoners, in addition to stakeholders at prisons' management and service provider levels ensuring an overall enhancement of capacities nationally and regionally to ensure that prisoners benefit directly from better programming and planning, management, monitoring, and evaluation. Start-Life targets women and men (with more focus on women) who are released from Banha Public Prison, Zagazig Prison, Port Said Prison and Damanhour Prison, who committed crimes

including but not limited to sex work, theft, forgery or embezzlement, and drugs, whether drug use or trafficking. The project also targets families of both women and men prisoners. CFPA implementing New Life Project targets women who are either imprisoned in Qanater Women's Prison or have been released from Qanater Women's prison for signing blank receipts and checks due to incurring debts while living in poverty, "AlGharemat" in Arabic, meaning "women in debt". It is worth mentioning that the projects do not target released prisoners who are affiliated in any manner to political activities or cases. Thus, a total of 8 prisons have been served, and approximately more than 10,000 men and women have been provided with access to services.

### **Statement of Purpose**

The main purpose of this report is to identify good practices on the social and economic impact of the projects on beneficiaries (released prisoners and their families), identifying different approaches by the different projects in delivering post-release services for different constituencies of released prisoners, and analyzing the partnerships and collaborations models between different entities on service provision. To fulfill this purpose, Drosos has contracted The Community Hub to compile the addressed issues. The outcomes of the report will be presented in a Regional Conference held by Drosos and Life Foundation in November 2019 on the Reintegration and Rehabilitation of Released Prisoners in Egypt. The report aims to have a bird-eye view of the status in the Egyptian context, looking into the international context and existing models of collaborations and service provision for different target groups within the concerned population, highlighting good practices and listing lessons learned, mapping the existing and potential assets available, and envisioning the collaborative efforts that can materialize out of that.

### **Methodology**

The synthesis of lessons learned for the reintegration of released prisoners will depend on evidence from the following:

- A review of literature on the subject of service provision to prisoners post-prison release. Articles will be reviewed on various models of pre and post-release services

provided, whether by NGOs or governmental institutions to prisoners in some countries such as Mexico and Norway. International standards and successful models on treatment of prisoners will also be briefly reviewed to provide perspective into the regulations that should be included when dealing with prisoners and their reintegration into society. In addition, due to the lack of data on the services provided by the Prison Administration in Egypt, a number of articles where key governmental personnel were interviewed will be used to document the types of services provided, and to gain a clearer understanding of the structure in which different administrations under the Ministry of Interior operates.

- A review of websites resources on Egyptian Ministries, non-governmental institutions, private institutions are reviewed to allocate services specialized for released prisoners and their families, as well as the services offered by potential partners that can offer specialized services to the concerned group in the future.
- A review of midterm and final evaluation documents of the Projects: “New Life” by CFPA, “Start Life” by Life Foundation for Development and Community Reintegration, and “Provision of HIV Prevention, Treatment and Care services to Prisoners in Egypt” by United Nations Office on Drugs and Crime (UNODC).
- Semi-structured interviews with key directors leading the 3 projects. The main purpose of the interviews was to gain more understanding into the approaches utilized in the implementation of the concerned projects, gain an understanding of the challenges faced by the implementing organizations in the partnerships formed with different stakeholders, in addition to identifying best practices, lessons learned and recommendations for moving forward and identifying what is necessary for the development and sustainability of this important work with its target beneficiaries.

### **Problem Description**

The social and economic rehabilitation and reintegration of both men and women prisoners continues to be a multi-faceted challenge facing countries worldwide. While international mechanisms, such as the United Nations, dedicate several principles and committees for the allocation of benchmarks to ensure a smooth rehabilitation and reintegration process for released prisoners, recidivism still occurs at high rates, and

prisoners have needs that are still not met. The UNODC recognizes that “there are three main categories of social reintegration programmes: (a) prison-based rehabilitation programmes; (b) reintegration and aftercare programmes delivered upon release; and (c) non-custodial, community-based programmes”<sup>1</sup>. Within the marginalized group of prisoners, certain groups suffer the most from the derelict of their specific needs, specifically women, and within them, sex workers.

The challenges met by prisoners post release include the stigma they experience from the community at large and their own families in specific, and the harsh judgment that they are beyond rehabilitation. While most of them are not accepted by their families, many of them have been in family situations that aided in their imprisonment in the first place, such as forceful sex work by women’s husbands, domestic abuse, severe poverty and lack of awareness of services offered or their non-existence, drug use and dealing, and lack of education or training enabling them to find regular and non-criminal employment. Moreover, it is very difficult for them to find jobs or be employed post-release due to their previous imprisonment, which leads them to repeating previous crimes. It is also important to note that “researchers found that employment is associated with reduced recidivism, with the association “strongest for those who were sentenced for property and economic offenses and least strong for those who were sentenced for violent and traffic offenses”<sup>2</sup>. Subsequently, prisoners have an array of needs to increase their chances of success of leading crime-free lives post release including possession of necessary skills to sustain jobs and/or independent projects, psychological support, economic and financial support until they are able to achieve independence, family/spouse counseling, housing or relocation for those who do not have a place they can live in post-release, legal support for any pending procedures and/or other cases, and medical support.

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<sup>1</sup> Introductory Handbook on the Prevention of Recidivism and the Social Reintegration of Offenders. Criminal Justice Handbook Series. United Nations, Vienna, 2018:  
[https://www.unodc.org/documents/justice-and-prison-reform/18-02303\\_ebook.pdf](https://www.unodc.org/documents/justice-and-prison-reform/18-02303_ebook.pdf)

<sup>2</sup> Employment and Recidivism. Society for Evidence-Based Professionals:  
<https://www.ebpsociety.org/blog/education/297-employment-recidivism>

Women specifically have more specific needs. These are focused around mental health, sexual and reproductive health, in addition to training and vocational support in preparation for their release. It is recognized internationally that “women prisoners have higher levels of mental disorders and depression than male prisoners, (as for instance) in Pakistan, women prisoners similarly report depression, stress, mental illness, sleep disorder and generalized anxiety”, and women take part in self-harming practices and behavior<sup>3</sup>. Women also are not offered vocational training as much as men prisoners are, and a patriarchal approach is adopted which favors men due to the agreed upon socially constructed roles of men being the bread-winners.

In consequence, the ostracization of both men and women prisoners post-release due to the stigma faced from their families and communities, the traumas they carry from before, during and after imprisonment in addition to the lack of awareness and skills needed to sustain healthy and crime-free lives, are factors that must be integrated into rehabilitation and reintegration programs. However, this needs to be conducted bearing in mind disparities and specific arrangements related to gender of prisoners, type of crime committed (for instance theft versus sex work), level of education/skills possessed and presence or lack of support from family/small community.

## **The International context of pre and post release services and models**

### ***Mechanisms and Benchmarks:***

#### **The Nelson Mandela Rules**

Within the context of international guidelines for the treatment of prisoners, and their reintegration into society and rehabilitation, it is important to briefly review the international standards placed and learn from the different models. This is crucial as these standards need to be taken into account by both governmental entities that deal with prisoners and their rehabilitation, in addition to Non-Governmental Organizations (NGOs) and Civil Society Organizations (CSOs) that work on this important issue.

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<sup>3</sup> Tools and strategies for service providers working with female prisoners. United National Office on Drug and Crime. Country Office Pakistan:  
[https://www.unodc.org/documents/pakistan/briefs%202/Briefs\\_and\\_strategies\\_for\\_NGOs\\_working\\_with\\_Female\\_Prisoners\\_B\\_opt.pdf](https://www.unodc.org/documents/pakistan/briefs%202/Briefs_and_strategies_for_NGOs_working_with_Female_Prisoners_B_opt.pdf)

IN 2015, The United Nations adopted a number of “Standard Minimum Rules for the Treatment of Prisoners” which they called The Nelson Mandela Rules. These standards emphasized “Rehabilitation/resocialization programmes\* [Rules 4, 88, 89, 91-94, 96-108], stating that prisons should offer education, vocational training, work, and any other assistance needed for the purpose of rehabilitation/resocialization and reintegration. This reflects the primary purpose of imprisonment to protect society and reduce recidivism. To be successful such programmes should be individualised. Prisons should recognise the key role staff play in the rehabilitation of prisoners”<sup>4</sup>. In subsequence, this ties in with the theme of the necessity of individualized assessments to be made for released prisoners to be able to identify their capabilities and skills, in addition to readiness for certain vocations that they can succeed in.

Moreover, education in prison is an important factor, as identified by the Nelson Mandela Rules as follows: “Education [Rule 104] As education plays an important role in preventing recidivism, learning opportunities should be provided to prisoners. Classes offered should be of the same level as the community education system and available to all prisoners. For illiterate or young prisoners, education is compulsory”<sup>5</sup>. While the Egyptian law, namely the Prison Regulation Law asserts the necessity of education, it does not make education for illiterate prisoners compulsory, which might be a factor in the likelihood of recidivism of most prisoners. As for reintegration, the Nelson Mandela Rules state in Rules 88, 90 that: “Opportunities to reintegrate prisoners into the community gradually, such as pre-release schemes or open prisons, should be used. Aftercare services should be provided”<sup>6</sup>. This ties in with the importance of linking the work of NGOs and CSOs that work on reintegration of prisoners successfully into society and the After-Care department of the MOI in Egypt. In subsequence, and as will be highlighted, the important recommendation of acquainting prisoners before release with the After-Care department is crucial and helps released prisoners to feel supported within an enabling environment.

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<sup>4</sup> The revised United Nations Standard Minimum Rules for the Treatment of Prisoners (Nelson Mandela Rules) Short guide: [https://cdn.penalreform.org/wp-content/uploads/2016/01/PRI\\_Nelson\\_Mandela\\_Rules\\_Short\\_Guide\\_WEB.pdf](https://cdn.penalreform.org/wp-content/uploads/2016/01/PRI_Nelson_Mandela_Rules_Short_Guide_WEB.pdf)

<sup>5</sup> ibis.

<sup>6</sup> Ibis.

### **The Bangkok Rules**

Gender mainstreaming and taking into consideration the gender factor is a very important aspect that needs to be looked into in the work with women prisoners. This is due to the fact that “treating women offenders in the same way as men will not achieve gender equality. The circumstances in which women commit criminal offences are different from men. A considerable proportion of women offenders are in prison as a direct or indirect result of multiple layers of discrimination and deprivation. Women mainly commit petty crimes closely linked to poverty, such as theft, fraud and minor drug related offences. Only a small minority of women are convicted of violent offences, and a large majority of them have been victims of violence themselves<sup>7</sup>. There was also a gap existing in international standards on addressing the needs of women in the criminal justice system. In December 2010 this gap was filled when the United Nations Rules for the Treatment of Female Prisoners and Non-Custodial Measures for Women Offenders, known as the Bangkok Rules, were adopted by the UN General Assembly (Resolution A/RES/65/229)”<sup>8</sup>.

The Bangkok Rules were initiated by The Government of Thailand. They are 70 rules that give guidance to policy makers, legislators, authorities and prison staff to understand and meet the specific needs of women, for example, providing health care, protection from violence and allowing women to care for their children . With the realization that prison is an ineffective and damaging solution for offending done by women, the rules also provide alternative solutions like counseling and other rehabilitation programs.

Both sets of rules were adopted by the General Assembly, in which Egypt is, supposedly, a member but no information or sources available that would clearly explain if Egypt ratified both or not. Moreover, Egypt ratified the International Covenant on Civil and Political Rights, which calls for the treatment of people deprived of their

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<sup>7</sup> UN Bangkok Rules on women offenders and prisoners Short guide: <https://cdn.penalreform.org/wp-content/uploads/2013/07/PRI-Short-Guide-Bangkok-Rules-2013-Web-Final.pdf>

<sup>8</sup> UN Bangkok Rules on women offenders and prisoners Short guide: <https://cdn.penalreform.org/wp-content/uploads/2013/07/PRI-Short-Guide-Bangkok-Rules-2013-Web-Final.pdf>

liberty with dignity and humanity, in addition to having the focus of prisons be on reform and rehabilitation rather than punishment.

### ***Successful Examples and Suggested Models from Various Countries:***

It is beneficial to look at different models and examples from different countries on the support services offered to prisoners pre and post release, to provide insight into alternative ways beneficiaries can be supported, and how successful models can be integrated with the utmost coordination between different entities to better serve the targeted marginalized groups. These models could be divided into re-integration models and rehabilitation models providing alternative forms of punishment.

#### **Staged/Gradual Release**

Norway has been implementing a model that practice staged release, where transition would be made from a closed facility with high security to a lower security prison, followed by the last phase of home supervision. This would be paralleled with regular alcohol and drug tests and the failure to abide by these tests or have clear results would result in the released prisoner going several steps back in the staged release process. This model matches the needs of offenders in Norway whose main issues that they face are drugs and homelessness. This model proves to be more successful than a regular and static one with less flexibility as it results in lower recidivism rates (recidivism was manifested by 2 individuals only post model implementation, opposed to 20 prior to model implementation)<sup>9</sup>.

#### **Alternatives to classical forms of punishment (imprisonment)**

The subject of alternative punishment is one that should be seriously considered by various stakeholders due to the overcrowding of prisons, disparity between different crime types, and to ensure the provision of enabling environments for offenders to rehabilitate and become productive citizens. Examples of these alternatives can include

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<sup>9</sup> A Conceptual Model on Reintegration After Prison in Norway:  
[https://www.researchgate.net/publication/333519641\\_A\\_conceptual\\_model\\_on\\_reintegration\\_after\\_prison\\_in\\_Norway/link/5d08afdf92851cfcc61f7de2/download](https://www.researchgate.net/publication/333519641_A_conceptual_model_on_reintegration_after_prison_in_Norway/link/5d08afdf92851cfcc61f7de2/download)

the following<sup>10</sup>: Verbal punishments like warnings and strong ultimatums, conditional release, punishments related to a person's legal status like not participating or voting in elections or dropping political rights, economic punishment and penalties, order to confiscate funds and property, order to return taken right to victims and making amends, suspended verdicts and sentences, placement under judicial supervision, order to perform community service, and house arrest. There are several benefits to alternative methods of punishment, as "states can use them to decrease the number of prisoners in prisons, which will enable a real rehabilitation process for prisoners and decrease expenses spent on large numbers of prisoners in prisons". This also enables perpetrators to remain active members in society, pay taxes, and does not affect their employability, which in turn reduces the rate of recidivism<sup>11</sup>.

Examples of successful implementation of alternative punishment can be seen in both Malaysia and the United Kingdom. In Malaysia, the Criminal Procedures law states that "victims should receive amends financially in a wide array of crimes, such as house robberies and raids, and the law provided the ruling judge to use this law in cases where sentences do not exceed 3 months, to substitute it with community service for 4 hours per day. In the United Kingdom on the other hand, "the law offers an alternative punishment since 1972, such as community service which is known as Paying back the Community, in addition to electronic surveillance and in 2010 the percentage of recidivism for those who were subject to alternative punishment was 36% opposite to 60%, and statistics show that the cost per prisoner in the UK is 50,000 sterling pounds, while the cost of one who performs community service is 2,500 sterling pounds"<sup>12</sup>.

Another example is "John Schools", which is an educational model targeting male sex buyers in which they are taught about the risks of sex work and sex trafficking. There are different models of John Schools around the world, but they are typically a 1 day

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<sup>10</sup> سين وجيم عن العقوبات البديلة. ١٩ أبريل ٢٠١٩. المبادرة المصرية للحقوق الشخصية:

<https://www.ejpr.org/publications/%D8%B3%D9%8A%D9%86-%D9%88%D8%AC%D9%8A%D9%85-%D8%B9%D9%86-%D8%A7%D9%84%D8%B9%D9%82%D9%88%D8%A8%D8%A7%D8%AA-%D8%A7%D9%84%D8%A8%D8%AF%D9%8A%D9%84%D8%A9>

<sup>11</sup> ibis.

<sup>12</sup> ibis.

workshop and payment of a fine as an alternative to prosecution. The program first started in San Francisco, and now is established in 70 locations in the United States, 15 in The United Kingdom and a number in South Korea and Canada<sup>13</sup>.

### **Vocational Training Pre and Post Release and Use of Creative Forms of Psychological Support**

In Mexico, Le Cana Social Enterprise was established by a lawyer to help women prisoners both pre and post release. Through the concerned Social Enterprise, women in prison learn skills to join productive programs that would equip their reintegration when they are released. It succeeded in training more than 200 women in needlework and knitting, from which 92% state that they earn higher salaries than the ones they did before being imprisoned, as a result of this work. This model deals with the issue of penitentiary industry versus the informal economy via the signing of an agreement with the state of Mexico's government, where by law, 10% of the prisoner's income is held in savings that she can accumulate and rely on when she is released<sup>14</sup>. The concerned enterprise also conducted several workshops for women where more than 250 prisoners participated, and they included the topics of artistic awareness, art psychotherapy, self-esteem, maternity in prison, addiction prevention, sexual education, yoga, meditation, art classes, dance classes, individual psychological therapy and group therapy. These activities proved to be immensely useful and resulted in improved mental health, promotion of a calm state of mind, passing of time in a productive manner, strong sense of achievement and heightened self-confidence, leading to an optimistic view toward life and the future post release<sup>15</sup>. This does not only provide the beneficiaries with a wide array of skills they may have not been able to acquire before imprisonment, but also open their minds to new ways of thinking which may develop

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<sup>13</sup> Final Report on the Evaluation of the First Offender Prostitution Program, written by Michael Shiveley et al" (PDF). U.S. Department of Justice. Retrieved 2012-09-13.

<sup>14</sup> Le Cana, Mexico: Providing Female Prisoners with Employment and Reintegration Opportunities. By Daniela Ancira. 4 October 2017. Penal Reform International: <https://www.penalreform.org/blog/la-cana-mexico-how-prison-labour-programmes-with/>

<sup>15</sup> ibis.

their problem solving skills, and allows them to deal with their emotions in alternative ways and not consume their time in reinforcing negative behaviors in prison.

### **The Role of Social Entrepreneurship in the Economic Reintegration of Released Prisoners**

Several other examples are available on the role of the private sector and small and medium enterprises in successfully economically integrating and empowering released prisoners, providing them with the skills they need, long term employment and access to bigger markets to allow them to alleviate from poverty. One example of successful social enterprises specifically designed to improve access to employment for women released prisoners is the international brand, Sarah's Bags (Lebanon). The bags are produced by a team of over 200 women, among whom are female prisoners, ex-prisoners and underprivileged women in Lebanon. The women are trained by the Sarah's Bag team, and many of them have been working with the brand since it first launched in May of 2000. Some of the prisoners used the income they earned to overturn wrongful convictions; others to support their families while they are incarcerated. To give back and ensure preventing other women from falling in the same economic problems, the social enterprise encourages its artisans; once out of prison, to train other women in their neighbourhoods, creating more jobs in some of the poorer communities in Lebanon. Since 2013, Sarah's Bag has also provided the artisans working behind bars with certificates of completion, proof of their training and work experience with the label so they can find work once they are out of prison<sup>16</sup>.

Another similar example was seen in Ontario, Canada, Klink Coffee which was established in 2013. After receiving seed funding from the former Human Resources and Skills Development Canada, KLINK started working with clients coming out of the criminal justice system. An employment specialist provides several trainings to released prisoners including topics such as work attitudes, employer expectations, long term employment behaviour patterns, job search skills, interview skills, budgeting, and credit scores. In addition, clients are trained in topics such as disclosing a criminal record,

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<sup>16</sup>[https://www.google.com/url?q=https://sarahsbag.com/our-story/&sa=D&ust=1570650614594000&usg=AFQjCNGIeKk567AxKh8\\_L1Mdbdpas45Y2A](https://www.google.com/url?q=https://sarahsbag.com/our-story/&sa=D&ust=1570650614594000&usg=AFQjCNGIeKk567AxKh8_L1Mdbdpas45Y2A)

institutional gaps in a client's resume, and the rights of a job seeker. They then can enter a work placement program ranging from 4 weeks to 4 months in the coffee industry and work with Klink or find other jobs in the industry<sup>17</sup>.

### **Provision of Support Services and Both Direct and Indirect Referrals**

One of the models incorporated in Australia is quite straightforward and focuses on support services provided after release from prison. These include the provision of transition booklets by theme, directory for services in Melbourne entitled: "Helping Out", a list of hotlines, and provision of the following services: housing, legal support, employment, support groups, telephone counseling, Face to Face (F2F) counseling, drugs and alcohol programs, child care assistance, parenting skills and training and information, mentoring programs, domestic violence safety plans and emergency relief<sup>18</sup>The specialized services provided aimed at women shows a clear adoption and mainstreaming of a gender perspective, and tackles an issue that most released women prisoners face.

### **Shelters**

Housing is an important aspect of the rehabilitation and reintegration of prisoners, particularly women prisoners, since as referred to in previous sections, they often originate from abusive homes and marriages, are forced into crime by their husbands and/or families, face an additional stigma due to the fact that they are women and 'deviation' from moral codes and socially constructed gender roles is sneered upon by their communities. The access of released prisoners to shelters is even more complicated as sometimes in low to middle-income countries shelters provided by the government are scarce and cannot accommodate the actual target population, or their outreach is limited and not known publicly, in addition to the fact that their regulations are usually strict, even for survivors of violence. While this is a problem faced by several

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<sup>17</sup> Reintegration in Ontario: Practices, Priorities and Effective Models. University of Guelph and John Howard Society of Ontario: <https://www.google.com/url?q=https://johnhoward.on.ca/wp-content/uploads/2016/11/Reintegration-in-Ontario-Final.pdf&sa=D&ust=1570650614592000&usg=AFQjCNG4p2gSz63lwZ013DO5ozjJ0JCADw>

<sup>18</sup> After-Prison Support. Corrections, Prisons and Parole (State of Victoria, Australia): <https://www.corrections.vic.gov.au/release/after-prison-support>

countries worldwide, a good example is found in the Republic of Korea, where “a rehabilitation centre opened by the national correctional service in 2009 provides prisoners with assistance in social adaptation, including assistance in how to adjust to an open environment and how to adapt to a labour or work programme. The centre is linked to a business start-up programme that helps prisoners to find jobs after their release. A halfway house called the House of Hope was built in 2009 for 10 prisoners. Prisoners normally spend between three and six months at the halfway house prior to being released on parole. There are specific pre-release programmes for prisoners in the areas of job placement and business start-up and renewal of driving licences; and provision of funds to cover basic living needs, including those related to accommodation, education and medical services”<sup>19</sup>.

### **Community Involvement in Alleviating Shame and Stigma around Sex Work**

As alluded to earlier, the stigma and shame faced by sex workers compounds that faced by other prisoners, including women prisoners, due to the nature of their work and crime. A good practice by an organization in the state of Florida in the U.S. called the Sex Workers Outreach Project Behind Bars includes the provision of books and pen pals for imprisoned sex workers, to equip them with skills they lack through reading, and communicating with people outside prison to prepare them socially for release, and at the same time, the use of pen pals contributes in the decrease of the community level stigma, and helps the sex workers themselves to gradually overcome their shame<sup>20</sup>.

### **Use of the Peer Model in the Management of HIV**

Dealing with the grave issue of HIV in prisons is not an easy task due to several reasons. These include and are not limited to stigma, spread of drug use in prison, sexual violence in prison, lack of awareness, and lack of provision of medical services in prison due to overcrowding. While international organizations conduct exemplary work in the provision of testing services, and creation of referral systems in liaison with

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<sup>19</sup> Introductory Handbook on the Prevention of Recidivism and the Social Reintegration of Offenders. Criminal Justice Handbook Series. United Nations, Vienna, 2018: [https://www.unodc.org/documents/justice-and-prison-reform/18-02303\\_ebook.pdf](https://www.unodc.org/documents/justice-and-prison-reform/18-02303_ebook.pdf)

<sup>20</sup> SWOP Behind Bars: Creating a community for incarcerated sex workers. A chapter of the sex workers outreach project (SWOP): <https://www.swopbehindbars.org/about-swop-behind-bars/>

governmental health institutions such as UNAIDs, a successful model is present in Ghana where prisoners themselves are involved in raising awareness around the disease via the use of a peer model. Here, prisoners are recruited who possess good communication skills, understand the importance of confidentiality and are literate. They undergo a 5-days training course on “HIV prevention, stigma and discrimination, STIs, sexual and gender-based violence and facilitation skills”, which prepares them to conduct and manage “film session and drama performances on HIV-related issues”, where educational material is also distributed, and confidential referrals to treatment and other necessary support services is provided. This model succeeded in reaching “nearly 220,000 prisoners and 248 police officers” in 2014 and 228 tested positive and were referred to treatment out of 30,000 prisoners who received HIV testing and counseling<sup>21</sup>.

### **The Egyptian context: What laws govern the affairs of prisoners and what governmental institutions include service provision to this high-risk population?**

#### ***The legal context:***

In order to better understand the legal framework surrounding the services provided to both men and women prisoners pre and post release that are directly related to their rehabilitation and reintegration into society, a brief look needs to be taken into the prison regulation laws that are related to the concerned aspect. In the laws regulating prisons, reference is made to vocational training and rehabilitation in one article only, namely Article 64, which states that: “The prison administration must notify the ministries of Social Solidarity and Labor of the names of those sentenced before their release with ample time not less than 2 months in order for them to be able to rehabilitate them socially and prepare them for the outside environment, while providing them with all the care and guidance necessary”<sup>22</sup>. It is important to note here that 2 months comprise a very short duration in light of the processes that the projects implemented to prevent

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<sup>21</sup> Prisoners, HIV and AIDs. Avert: Global Information and Education on HIV and Aids: <https://www.avert.org/professionals/hiv-social-issues/key-affected-populations/prisoners>

<sup>22</sup> قانون تنظيم السجون رقم ٣٩٦ لسنة ١٩٥٦: <http://qadaya.net/?p=5346>

released prisoners from recidivism, and reintegrate them economically, given the multi-layered challenges these released prisoners face.

Moreover, it is vital to shed light on to the legal context for women prisoners, including their right to having their children with them, as this is related to their psychological well-being. There is only one article that deals with the treatment of pregnant women in prison, namely Article 19 which states: “the woman prisoner should receive specialized medical treatment at the start of the 6th month of pregnancy, and receive special meals, work, and sleep arrangements to the completion of her pregnancy and 40 days after labor. Also, medical care including nutrition, suitable clothing and rest should be provided to the mother and her baby and both of them should never be denied the specified nutrition for them for any reason whatsoever”<sup>23</sup>. The amendment made to this article increased the duration during which imprisoned mothers can keep their children with them in prison from 2 years to four<sup>24</sup>.

Furthermore, a new article was added to the same law, namely 33 bis which states: “Governmental and university medical institutions are committed to treat prisoners that are referred to these institutions from prison for treatment”<sup>25</sup>. This is an important article as it implies the importance of the formation of strong partnerships between the Ministry of Interior, and specifically the Human Rights department and Prison Administration and Ministry of Health, where a strong referral mechanism can be designed to ensure prompt and professional medical care.

In regards to conditional early release, an amendment was made to Article 52 as follows: “Prisoners who have received final verdicts of imprisonment may be released under the conditions of completion of half of the duration of the sentence, and behavior in prison suggests self improvement, and that release does not pose a threat on general security, and the duration of imprisonment cannot be less than 6 months under any

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<sup>23</sup> ibis.

<sup>24</sup> المواد الجديدة لقانون السجون. يسري البدرى. ٣٠ أكتوبر ٢٠١٥. المصري اليوم: <https://www.almasryalyoum.com/news/details/835284>

<sup>25</sup> ibis.

circumstances, and if the sentence of lifetime imprisonment, prisoners cannot be released before spending at least 20 years<sup>26</sup>.

Moreover, sex work is criminalized in the Egyptian penal code in accordance to Law 10/1961 on the combating of prostitution, where it is punishable by a period ranging from 6 months to 3 years as follows<sup>27</sup>:

Article 9: Punishment by imprisonment for a period not less than three months and not exceeding three years and a fine not less than 25 LE and not exceeding 300 LE in the Egyptian administration... or one of these two punishments applies in the following cases: (a) Whoever lets or offers in whatever fashion a residence or place run for the purpose of debauchery or prostitution, or for the purpose of housing one or more persons, if they are to his knowledge practicing debauchery or prostitution. (b) Whoever owns or manages a furnished residence or furnished rooms or premises open to the public and who facilitates the practice of debauchery or prostitution, either by admitting persons so engaged or by allowing on his premises incitement to debauchery or prostitution. (c) Whoever habitually engages in debauchery or prostitution. Upon the apprehension of a person in the last category, it is permitted to send him for a medical examination. If it is discovered that he is carrying an infectious venereal disease, it is permitted to detain him in a therapeutic institute until his cure is completed. It is permitted to determine that the convicted person be placed, upon completion of his sentence, in a special reformatory until the administrative agency orders his release. This judgment is obligatory in cases of recidivism, and the period spent in the reformatory is not allowed to be more than three years.

It is worth mentioning that in the presence of proof of financial exchange, the man acts as a witness and is not prosecuted. This of course shows inherent discrimination in the law against women, bearing in mind that some women are forced into sex work by their husbands or family to provide for them, which makes it a form as trafficking rather than sex work, and the associated stigma makes

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<sup>26</sup> Ibis.

<sup>27</sup> National sexual rights law and policy database: <http://sexualrightsdatabase.org/static/country-357.html>

them vulnerable to contracting sexually transmitted diseases including HIV, for which they cannot access treatment<sup>28</sup>.

***Mapping of governmental institutions that provide services to prisoners pre and post release:***

**Ministry of Interior (Moi)**

The After-Care department affiliated to the Ministry of Interior is officially responsible for the management and provision of services to released prisoners, both men and women. They are also responsible for liaising with their offices in different geographical locations nationwide in Security Administration Buildings. Media literature suggests that in certain occasions such as the month of Ramadan or certain feasts, services and packages are given to the released prisoners. An example of that took place during the last 10 days of Ramadan in 2017, when the following services and packages were provided to 24037 prisoners and their families: financial aid, commercial projects, employment opportunities, help in returning to their former jobs, acquisition of driver licenses and medication<sup>29</sup>. The provision of support to prisoners and their families is always important, yet this raises the question of whether this is done on a regular basis, or only in certain occasions that are usually linked to charity work, and hence, do not fall under a structured system for sustained support to released prisoners. Also, the overwhelming sense of these services being offered as part of charity work does not encourage released prisoners to structure their lives and reintegrate economically, and instead, leads them to rely on gifts and charities which is counter productive.

The Prison Administration always manages an activity known as the “productive projects” which includes the allocation of 1300 feddans where 3 million chickens are utilized in poultry and egg production, reaching 16 million eggs, which are managed by prisoners, and upon release they receive a substantial income for the work they do whether in the industrial or agricultural sector, and 3 vocational schools are being prepared in 3 prisons. Moreover, the After-Care department pays 335 Egyptian pounds

<sup>28</sup> Patriarchal Society Alienates Sex Work in Egypt. Sara Mohamed. 12 July 2018: <https://egyptianstreets.com/2018/07/12/patriarchal-society-alienates-sex-workers-in-egypt/>

<sup>29</sup> الرعاية اللاحقة تقدم مساعدات لـ ٢٤ ألف أسرة محبوسين ومفرج عنهم. بوابة فيتو. ١٥ يونيو ٢٠١٧. <https://www.vetogate.com/2753207>

each month to the family of the prisoner, and children who are enrolled in school have their educational expenses paid as long as the sentence of their family member is not less than 3 years, in addition to the coordination conducted with the Ministry of Education to exempt children of prisoners from school fees. Procedures for obtaining these monthly fees comprise of the department's issuance of letters detailing the assistance that will be provided to the family of the prisoner, where it is sent to the social unit, or the association for the care of prisoners in the respective governorate where within it the family of the prisoner resides, which is sent to the family via post mail, and documentation that the family of the prisoner should submit includes marriage certificate, two recent photographs for the wife, birth certificates for their children or school letters illustrating the dates of birth and name of the mother, in addition to the form of release of aid<sup>30</sup>.

In regards to medical services, the Prison Administration provides medical examinations for prisoners as soon as they enter prison and a full medical file is created by police physicians, and special care is given to those who suffer from chronic illnesses, while those who need transfer to outside hospitals are transferred. Medical care is provided to prisoners in 47 prisons in Egypt via 27 hospitals with 1300 beds, 4 Kidney Dialysis Units in 4 prisons, in addition to the fact that surgeries are made free of charge, prosthetics are provided to prisoners in need of them, and cost of medication and x-rays are borne by the Ministry. There are 4 centers for the treatment of Tuberculosis, 128 clinics in various prisons, a pharmacy in each prison and 3 centers for and early detection of breast cancer and Hepatitis C<sup>31</sup>. No information, however, was available on how the Ministry liaises with other agencies that provide similar testing services, such as United Nations Office on Drugs and Crime (UNODC).

It is worth mentioning that the After Care Department was established in 1980 under the General Security Department but was then made independent. Its main objectives are provision of moral support to prisoners and their families, in addition to financial aid, whether through monthly aid or via the provision of supplies, and helping prisoners

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<sup>30</sup> مساعد وزير الداخلية لقطاع السجون: المفرج عنهم يخرجون بحوزتهم آلاف الجنيهاات من عملهم بالسجن. ١٠ فبراير ٢٠١٨. بوابة فيتو: <https://www.vetogate.com/3062659>

<sup>31</sup> ibis

acquire jobs in a job similar to the vocation they received training on in prison, where the department can act as a 'syndicate' for the prisoners. Furthermore, requests can be made by the families of prisoners to receive a social stipend on a monthly basis via social security, where a file is created for each case and social researchers verify information to proceed with the services and aid needed. Also equipment provided include refrigerators, motorcycles, washing machines, stoves, blankets and sewing machines. The concerned department with several NGOs such as Al-Orman, Misr El Kheir, The Food Bank, Association for the Care of Prisoners' Families and governmentally with the Ministry of Social Solidarity<sup>32</sup>. Most services seem to be provided to men prisoners, which shows a gender gap in the approach adopted by the governmental institutions towards prisoners.

The Ministry of Interior also oversees a Fund for Manufacture and Production for employment of prisoners in various projects. The concerned projects are focused on crop plantation, animal husbandry, fish farming, and preparations are underway for automated butcher services for the manufacture of meat in Wadi AlNatron, while a feasibility study is being made for the establishment of a factory for cheese and dairy production. In addition, shoe making factories have been established in several prisons such as Abu Za'abal Prison, and a factory for metal furniture, in addition to "Halawa Tahinia" factory in Marg Prison, and Textile production factory in Qanater prison for both women and men and other vocations such as knitting, embroidery, wood furniture manufacture in the aforementioned prisons and Borg ElArab Prison<sup>33</sup>.

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<sup>32</sup> مساعد وزير الداخلية "شرطة الرعاية اللاحقة": توفير كل سبل العون لأسر السجناء.. نقدم المساعدات للمساجين دون تفرقة.. ونساعد المفرج عنهم في إتاحة الحياة الكريمة. موقع صدى البلد. ٢٤ يناير ٢٠١٨: <https://www.elbalad.news/3137059>

<sup>33</sup> بالصور.. خطة الداخلية لإعادة تأهيل السجناء.. بتطوير التصنيع والزراعة: الثلاثاء، ٢٨ مارس ٢٠١٧  
<https://www.youm7.com/story/2017/3/28/%D8%A8%D8%A7%D9%84%D8%B5%D9%88%D8%B1-%D8%AE%D8%B7%D8%A9-%D8%A7%D9%84%D8%AF%D8%A7%D8%AE%D9%84%D9%8A%D8%A9-%D9%84%D8%A5%D8%B9%D8%A7%D8%AF%D8%A9-%D8%AA%D8%A3%D9%87%D9%8A%D9%84-%D8%A7%D9%84%D8%B3%D8%AC%D9%86%D8%A7%D8%A1-%D8%A8%D8%AA%D8%B7%D9%88%D9%8A%D8%B1-%D8%A7%D9%84%D8%AA%D8%B5%D9%86%D9%8A%D8%B9-%D9%88%D8%A7%D9%84%D8%B2%D8%B1%D8%A7%D8%B9%D8%A9/3164087>

### **The Ministry of Health (MoH)**

A national AIDs program is implemented in Egypt by the Ministry of Health, for which it receives support from various international organizations including the United Nations Children Fund (UNICEF). The concerned ministry developed a national strategic plan for the period 2015 to 2020, where it targets that 90% of individuals (it was estimated by the end of 2016 that the number of people living with HIV in Egypt has reached 11,000) living with HIV know their status, 90% of individuals who know are enrolled in treatment, and 90% of those on treatment are sustained on treatment to reach a state of viral suppression<sup>34</sup>.

### **Ministry of Social Solidarity (MoSS)**

The Ministry of Social Solidarity provides its services through three main departments, which are the departments of protection, care and development. The three referred to departments strive to create a net of safety for citizens via the support and protection of families living in poverty, taking care of limited-income families and elevate their standard of living, while improving the services they receive and in addition to encouraging the non-governmental sector to participate in the real development of society.

While the concerned ministry provides numerous services to citizens to whom conditions apply, reference is made to prisoners in 2 main services. The first is the provision of financial aid as a form of social care to the families of prisoners, conducted through Nasser Social Bank. This service is also provided to families of chronically ill citizens, abandoned families, widows, people with disabilities and orphans who lost both their parents. This however mandates the provision of a report of social research (case study) by the government, and at the same time, the ministry has the right to provide this service to others it decides are in need for it.

The second service is that of housing in a shelter for children of prisoners, from 6 to 18 years of age, who via social research and case studies, show that they are in need of the appropriate care. Certain procedures here are mandated which include the

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<sup>34</sup> <https://www.unicef.org/egypt/hiv aids>

necessity of application submission by one of the parents or legal guardian. This is followed by the conduction of medical tests, iq tests to negate any mental disabilities or challenges, in addition to medically ensuring that girls are virgins, which is included in the report issued. It is not clear on the official website of the ministry however whether psychological support is provided to the children, nor the conditions of the shelter they will be placed at. Furthermore, testing for girls' virginity (يجب أن تكون بكرا) is a very intrusive and violent procedures, and additional trauma needs to be spared from these children.

Since shelters and alternative housing are important factors in the tackle of recidivism, it is important to look into the number of shelters provided and to whom they are made available. Under the Ministry of Social Solidarity, there are (officially) 9 shelters for women who are subjected to violence (however 8 are functioning) in the governorates of Cairo, Giza, Alexandria, Qalubia, Beni Suef, Dakahlia, Fayoum and Minia<sup>35</sup>. Conditions for admission include: exposure to violence, Egyptian national or non-Egyptian who is married to an Egyptian via an official certificate, or divorced while is within "idda", which is the period of time (3 months unless pregnant, which then includes completion of pregnancy to term) women observe after divorce or death of husband, as according to shar'ia, it is necessary to ensure the identity of the father of a child in case the woman is pregnant, pays fees mandated by the supervision committee post the conduction of a case study and social research, and complies with physical and mental conditions. While these shelters could be beneficial for women released prisoners who need temporary housing, women released prisoners who are not married will not be able to benefit from this service as the mandated conditions do not apply to them.

The Ministry of Social Solidarity also offers treatment services for people suffering from the disease of addiction via the *Addiction Treatment and Abuse Fund*. Its services include a hotline (16023) that people can call to obtain help or instructions on what to do, awareness raising services on the fact that addiction is a disease, medical treatment

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<sup>35</sup> Women survivors of violence: Where to go? Nazra for Feminist Studies, 15 August 2016: <http://nazra.org/en/node/502>

including detox for withdrawal symptoms and medication for diseases that result from addiction, psychological treatment, including individual, group and cognitive-behavioral therapy, relapse prevention and day-time programs for recovering addicts and their families<sup>36</sup>. However, no reference is made to men or women prisoners.

### **National Council for Women (NCW)**

The National Council for Women is the main independent governmental body that follows the Egyptian President, and it is concerned with women's rights, affairs, and freedoms. And according to Law 30 of 2018, article 2 outlines the role of the council as assertion of rights and freedoms of women, in addition to developing and protecting them. The council also aims to raise awareness on women's roles and guarantee their practice of them while affirming principles of equality, equal opportunity and non-discrimination, all within the regulation of the constitution, and in light of international agreements and covenants ratified by Egypt<sup>37</sup>.

While the National Council for Women provides several training, employment and social integration services to women, in addition to legal support through its complaint offices (مكاتب الشكاوي) in several governorates, the only indirect reference made to women prisoners is under the section related to protocols of agreements. The concerned council, via its protocol of agreement with the Ministry of Interior's Human Rights Department, provides sewing machines to women who support their families (sole providers) in various Egyptian governorates as part of a productive project to help them generate income<sup>38</sup>. Nevertheless, the National Council for Women sends a group of delegates often to conduct visits to Qanater Women's Prison, where they provide health

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<sup>36</sup> الموقع الرسمي لوزارة التضامن الاجتماعي: <http://www.moss.gov.eg/ar-eg/Pages/default.aspx>

<sup>37</sup><http://ncw.gov.eg/ar/%d9%82%d8%a7%d9%86%d9%88%d9%86-%d8%b1%d9%82%d9%85-30-%d9%84%d8%b3%d9%86%d8%a9-2018/>

<sup>38</sup><http://ncw.gov.eg/ar/%d8%a8%d8%b1%d9%88%d8%aa%d9%88%d9%83%d9%88%d9%84%d8%a7%d8%aa-%d8%a7%d9%84%d8%aa%d8%b9%d8%a7%d9%88%d9%86/>

advice and assert in their visits that no complaints are received from the women prisoners<sup>39</sup>.

***Mapping of Potential Stakeholders with which Partnerships Can be Established to Provide Stronger Outreach:***

**Governmental Institutions**

The Ministry of Social Solidarity provides numerous services to families struggling with unemployment and poverty, from which released prisoners can largely benefit. These include the Productive Families Project, where 432 centers provide training on vocational skills in 24 governorates such as carpentry, sewing, welding and textile and carpet making and production. Moreover, the concerned ministry has partnerships established with both Microsoft and IBM where trainings are furnished on digital marketing<sup>40</sup>.

One of the roles of the National Council for Women<sup>41</sup> is to ensure that ministries' strategic plans include the element of gender mainstreaming. This is a potential aspect that can be applied where the different department under the Ministry of Interior can receive insight on how to mainstream gender in their management of prisons, and dealing with women prisoners and the violence they may have experienced before imprisonment, during imprisonment or when they are released. This is also important as

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<sup>39</sup> وفد "القومي للمرأة" يزور سجن النساء بالقناطر: لم نتلق شكاوى ومنتجات السجينات تفوق الخيال. دينا الحسيني، ١١ يوليو ٢٠١٩، موقع صوت الأمة: <http://www.soutalomma.com/Article/879749/%D9%88%D9%81%D8%AF-%C2%AB%D8%A7%D9%84%D9%82%D9%88%D9%85%D9%8A-%D9%84%D9%84%D9%85%D8%B1%D8%A3%D8%A9%C2%BB-%D9%8A%D8%B2%D9%88%D8%B1-%D8%B3%D8%AC%D9%86-%D8%A7%D9%84%D9%86%D8%B3%D8%A7%D8%A1-%D8%A8%D8%A7%D9%84%D9%82%D9%86%D8%A7%D8%B7%D8%B1-%D9%84%D9%85-%D8%A7%D9%86%D8%AA%D9%84%D9%82-%D8%B4%D9%83%D8%A7%D9%88%D8%A7%D9%84%D8%af%D9%88%D9%84%D8%a9/>

<sup>40</sup> <http://www.moss.gov.eg/ar-eg/Pages/sector-service-detail.aspx?sid=17>

<sup>41</sup> <http://ncw.gov.eg/ar/category/%d8%a7%d9%84%d9%85%d8%ad%d8%aa%d9%88%d9%89/%d8%a7%d9%84%d8%a8%d8%b1%d8%a7%d9%85%d8%ac/%d8%a5%d8%af%d9%85%d8%a7%d8%ac-%d8%a7%d9%84%d9%86%d9%88%d8%b9-%d9%81%d9%8a-%d8%ae%d8%b7%d8%b7-%d8%a7%d9%84%d8%af%d9%88%d9%84%d8%a9/>

it will provide insight on how services can be tailored for women prisoners to better rehabilitate them and prepare them for economic and social reintegration.

**The Ministry of Supply and Internal Trade** is also important since it provides subsidized services<sup>42</sup> to citizens who receive limited income (ranging from below 800 EGP to 1500 EGP), widows, orphans, seasonal and agricultural workers, citizens with chronic illnesses, etc<sup>43</sup>. This is in accordance to the Ministry Decree No. 84 for the year 2009. While it does not include released prisoners, many of the conditions referred to above apply to released prisoners and in subsequence this is a service they can benefit from and help them economically reintegrate.

**The Ministry of the Public Business Sector**<sup>44</sup> is also important since one of its strategies is to strengthen and help companies that generate losses in the fields of Textile Production, Medicine, Metal and Chemical Industries. While they work directly with these companies and help them identify their weaknesses, they can also integrate released prisoners to provide them with potential employment opportunities in these companies. This will achieve economic reintegration for them and transform them into productive community members. This of course needs to be done via an assessment of their skills and selecting those with the skills eligible for such employment opportunities.

**The Ministry of Manpower**, similar to the Ministry of Social Solidarity, provides vocational technical training in several vocational training centers in 22 governorates<sup>45</sup>. This can provide released prisoners with training opportunities to economically reintegrate successfully. The concerned ministry also provides vocational training on different vocations such as plumbing, electrical fixtures and sewing via its mobile units in villages in different governorates, as part of the “Haya Karima” - A Good Life

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<sup>42</sup> <http://www.msit.gov.eg/details.html?topicID=115>

<sup>43</sup> قرار وزاري من "التموين" لتحديد مستحقي دعم البطاقات. ١٩ أغسطس ٢٠١٣: <https://www.vetogate.com/٥٣٤٨٢٢/>

<sup>44</sup> <http://www.mpbs.gov.eg/Arabic/AboutMinistry/Pages/MissionAndVision.aspx>

<sup>45</sup> [http://www.manpower.gov.eg/AdvisersAddresses\\_mc\\_div.html](http://www.manpower.gov.eg/AdvisersAddresses_mc_div.html)

Project<sup>46</sup>, where trainees are insured against training injuries, in order for them to be able to establish their on projects post training. This is a training opportunity that released prisoners can benefit from greatly, and at the same time alleviate the burden of having to travel to the center of the country in search of employment or training opportunities.

**The Mental Health Secretariat** under the Ministry of Health<sup>47</sup> is also direly important for the provision of psychological support to released prisoners and the establishment of a strong referral system to psychologists and psychiatrists registered under the concerned secretariat, in addition to handling cases who need support for treatment from drug addiction. Moreover, under the “Waha” or Oasis Clinics<sup>48</sup>, treating children, adolescents and adults from trauma, both women and men released prisoners can receive psychological support for traumas they experienced before, during or after imprisonment, including women who experience physical and sexual violence in private and public spheres.

### **Corporate Social Responsibility Department of Private Sector Companies**

Sawiris Foundation is well known for its extensive outreach nationwide to beneficiaries, in addition to having a strong partnership network with national institutions and the private sector, in addition to a long list of NGOs it supports<sup>49</sup>. This is important due to the fact that it can ensure provision of training and employment opportunities to release prisoners, bearing in mind that it will not be a new concept to the concerned foundation,

<sup>46</sup> <http://www.manpower.gov.eg/TrainingInUnits.html>

<sup>47</sup> <http://www.mohep.gov.eg/SectorServices.aspx?Deptcode=4&&SectorCode=2>

<sup>48</sup> الصحة: مستشفيات الصحة النفسية قدمت خدماتها لأكثر من ٦٥٥ ألف مريض في ٢٠١٨. ٣١ ديسمبر ٢٠١٨:  
<https://www.youm7.com/story/2018/12/31/%D8%A7%D9%84%D8%B5%D8%AD%D8%A9-%D9%85%D8%B3%D8%AA%D8%B4%D9%81%D9%8A%D8%A7%D8%AA-%D8%A7%D9%84%D8%B5%D8%AD%D8%A9-%D8%A7%D9%84%D9%86%D9%81%D8%B3%D9%8A%D8%A9-%D9%82%D8%AF%D9%85%D8%AA-%D8%AE%D8%AF%D9%85%D8%A7%D8%AA%D9%87%D8%A7-%D9%84%D8%A3%D9%83%D8%AB%D8%B1-%D9%85%D9%86-655-%D8%A3%D9%84%D9%81/4087508>

<sup>49</sup> <https://sawirisfoundation.org/about/partners/>

as it supported the provision of vocational training to 105 released women prisoners from Minia Public Prison via Abdullah Nadeem Foundation, a NGO it supported<sup>50</sup>.

### **International Organizations**

**UNAIDS** is an organization that can greatly benefit both women and men released prisoners in Egypt. Through its joint work with the Ministry of Health on women living with HIV<sup>51</sup>, women released prisoners with HIV can get help on how to combat the stigma they suffer from and receive information on reliable medical and reproductive health services (the same medical services and referral system can benefit men released prisoners).

**The United Nations Population Fund (UNFPA)**, in cooperation with the Ministry of Health and Justice issued a Medical Protocol on survivors of gender-based violence<sup>52</sup>, on which several physicians were trained in a number of hospitals in various governorates. This can be of benefit to released women prisoners who need medical services after experiencing physical or sexual violence, in addition to benefiting from UNFPA's large network of reproductive health service providers.

**UNWOMEN Egypt** is a very potential important partner due to its vast partnerships with both national institutions<sup>53</sup> and international organizations<sup>54</sup>, including the European Commission which supports the aftercare of prisoners, to ensure gender equality and empowerment of women. Subsequently, a partnership with the concerned organization will ensure mainstream of a gender perspective in the services provided to released women prisoners, whether in vocational training, employment, or provision of health and medical services.

**The European Union (EU)** is a stakeholder as it funds a project called "Arzak" implemented by Life Foundation, and that serves released prisoners. And it also funds another project with Oyoun Center Foundation for Studying and Developing Human

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<sup>50</sup> <https://sawirisfoundation.org/work/female-prisoners-aftercare/>

<sup>51</sup> <https://www.unaids.org/en/keywords/egypt>

<sup>52</sup> <https://egypt.unfpa.org/en/publications/medical-protocol-management-victims-gender-based-violence>

<sup>53</sup> <https://egypt.unwomen.org/en/partnerships/national-partners>

<sup>54</sup> <https://egypt.unwomen.org/en/partnerships/international-partners>

Rights and Democracy, on a project that provides legal and social support and economic reintegration through small enterprises for families of prisoners, and holds information sessions to raise awareness of the families to prevent members of the families from falling into the same track of the imprisoned, while facing the social stigma. This project works in Upper Egypt which is not served by any of the concerned projects.

### **Good Practices from Projects Drosos worked on:**

#### ***Start Life Project:***

- ❑ Start Life project, implemented by Life Foundation for Development and Community Reintegration, has worked with a total of 421 men and women and some of their families to offer legal and psychosocial services, and economic reintegration of released prisoners, while the beneficiaries included one being incarcerated for financial, family, prostitution, drug abuse and dealing, and others, they did not include any political cases.
- ❑ The project also established a shelter house for released prisoners of women in Zagazig, Sharkia to provide housing for women and their children post release, up to 6 months. While working with economic reintegration, they provided training for beneficiaries on different vocations, and have partnered with workshops to train and hire some of the beneficiaries. They also provided micro grants for some people to aid in establishing a small enterprise. On the psychosocial support they were able to provide basic life skills to help with the reintegration into the communities, brief therapy, group therapy, and referrals to some cases to mental health institutions. Under that, they have developed an 8-module Life skills training that helps the beneficiaries to reintegrate in their communities.
- ❑ Start Life succeeded in signing protocols with the Human Rights Department and the After Care Department, under the Mol. To set a model for Service Provision of released prisoners pre and post release, they have established an assessment system where they are able to examine the social, psychological, and economic status of the released prisoner, and document it in a compiled form, with a

booklet called “Plan of my Life” for each beneficiary to set a plan for rehabilitation and reintegration. They were also able to create an electronic case management system to be able to document, monitor, and evaluate the service delivery.

- ❑ The implementation of this project allowed the space for creating a case management system pre and post release to structuralize the service delivery, and that can be replicated and formalized for and between service delivery governmental and nongovernmental organizations and institutions for released prisoners. There are currently preparatory meetings between the After Care Department and Life Foundation to merge efforts, in an attempt to start the case management from within the prison, where social workers are trained to make the assessments, work on the life plans of the rehabilitation and reintegration of released prisoners so that the screening is made in the prisons, and then referrals to be done to CSOs accordingly.
- ❑ Start Life has successfully partnered with the MoSS to utilize a 2-floor-building through the use of beneficial interest to establish the first shelter for women released from prison and their children. When utilized fully, the shelter can also set a model for operating and sustaining a shelter for released women prisoners that helps in their rehabilitation and reintegration through offering vocational training and or creating job opportunities for women living there. The shelter has not reached its full potential yet but Start Life has the skeleton to build on a model.
- ❑ Start life has also documented the cases they served and produced a documentary to raise awareness on the status of released prisoners.

***New Life Project:***

- ❑ The project entitled “New Life”, implemented by CFPA, refers to the closure of a dark page in the lives of numerous women due to poverty and ignorance and lack of awareness of the law, which results in their imprisonment due to them signing blank checks and receipts for loans – “AlGharemat”. The project focused on two main components, advocacy and service provision. They offered legal and psychosocial services but focused more on economic reintegration.

- ❑ Signing protocol with The Human Rights Department at the MoI has contributed to the implementation of the economic reintegration component, they created a model of an incubated workshop of sewing inside the prison to train prisoned women on sewing prison uniform, which facilitates their employment post release. And another incubator was created outside of the prison for a clothing production line. And, an assessment system was also designed to assess the capacity of the women to match them with the suitable economic activity and vocation training.
- ❑ At the psychosocial support services they worked with a family oriented model to break the dysfunction between the women and their children through engaging in cultural activities.
- ❑ For the activity of the policy change, a lot of effort has been made to propose the change of law for “Gharemat” and a law has been drafted to propose alternative punishment and the amendment will be discussed soon in the parliament. CFPA created a coalition for the protection of women by law was created to advocate for the necessity to change the law as it is unfair to this group. In the penal code, article 341 treats the debt as a criminal one and we demand it to be a civil one where punishment would include community service or women’s employment in a certain place where a portion of her salary would be deducted to pay off her debt over installments, or have her home mortgaged, as imprisonment would result in the dissolution of the entire family.
- ❑ CFPA have also been documenting a lot of cases through documentaries, the issue of a semi-annual journal. Maintenance of the strong relationship CFPA has with several media outlets enabled its work to be highlighted, reeling further interest in the work it conducts which provided more outreach for the coalition established on the protection of women by law.
- ❑ The partnership CFPA established with Bossy Project, another NGO Drosos Foundation supports, enabled the provision of a safe space for released women prisoners to share their stories and experiences on stigma and prison life, which resulted in the story-telling performance conducted. This is a good model for how

partnerships among different NGOs under the same donor organizations can be successful, despite the different objectives they work for.

### ***Provision of HIV Prevention, Treatment and Care services in prisons in Egypt Project***

- ❑ UNODC's mandate focuses on HIV prevention, treatment and care among people who inject drugs and those who are living in closed settings, i.e. prisons. The project entitled: Provision of HIV Prevention, Treatment and Care services in prisons in Egypt, worked with populations at risk of HIV, viral hepatitis and TB inside Fayoum, Wadi ElNatroon and Borg Al-Arab prisons to provide access to medical treatment and care services, screening of cases and prevention of outbreaks. The project also worked on the physical infrastructure of the health clinics in the prisons and offering supplies, testing kits, and medication.
- ❑ UNODC created a platform to be able to implement activities of the project, through which a collaboration model has developed between MoH, UNODC, CSOs, and MoI. Ministry of Interior to be able to enter the prisons and leave an impact; MoH to be able to establish the health clinics inside the prisons and through which a referral system was established for released prisoners or prisoners who need further care beyond the clinic; CSOs also played a role in providing rehabilitation and reintegration to released prisoners and raising awareness to their families. Building the capacity and raising the awareness of all partners set a benchmark for service provision with international standards. Through this model approximately 10,000 prisoners and their families.
- ❑ The project has created evidence about the issue, with the numbers of screening and incidence numbers reported inside the prisons, and it has set the ground and has prepared the community for expansion and replication. UNODC are now receiving funds from UNAIDS, the Australian Embassy, and the Dutch Embassy to establish more health clinics in 4 additional prisons of Minia, Kanater, Gamasa, and EIMarg.

## Lessons Learned:

### **Partnerships, Collaborations, & Strategies:**

- Despite the fact that the 3 projects implemented by United Nations Office on Drugs and Crime (UNODC), Start Life, and CFPA are quite different and offer different services (while both Start Life and CFPA share the component of support services including both psychosocial and legal support, in addition to awareness raising and building vocational skills of prisoners), they all faced similar challenges related to bureaucracy of authorities in the signing of MOUs and Protocols for how these different entities would liaise with each other, which also affected the degree to which they were all somewhat limited in forming many partnerships with other NGOs and CSOs for service provision
- While the services and objectives in the three concerned projects differ but share the general target group, they all identify the dire need for a national strategy to be designed and implemented that would ensure a strong political will for serving these marginalized groups, and at the same time, ensure solid partnerships between governmental entities, national machinery, CSOs, NGOs and the private sector to provide a holistic and multidisciplinary approach ensuring sustainability of these projects and the services they provide, while fighting the prevalence of stigma, lack of awareness, likelihood of recidivism. The holistic approach was recognized as one of the recommendations made at the end of the conference entitled: Towards the enhancement of rehabilitation and social reintegration efforts for prisoners and released prisoners on the local and regional level - In light of the outcomes of “Start Life” Project, during the period 5 to 6 November 2019, organized by both Drosos Foundation and Life Foundation for Development and Community Reintegration (LFDCR). This included recommending that programs for rehabilitation and reintegration must include those directed at for development of cognitive skills and provision of psychological support, in addition to vocational training programs, cultural programs, and talent development programs to ensure a holistic approach.
- The partnerships formed by the different projects with both governmental institutions and NGOs succeeded not only in enabling provision of specific services to

beneficiaries, but also paved the way for long-term strategic objectives to be met. For instance, the partnership UNODC established with the Ministry of Health ensured that testing services for HIV and both Hep B and C for prisoners are included in the national strategy by the ministry. Moreover, the partnership Start Life established with both the Ministry of Interior's After Care and Human Rights departments enabled the creation of a case management and assessment model to be implemented inside the prisons via the governmental institutions, designed by Start Life. And the multi-faceted partnerships established by CFPA via the National Coalition for the Protection of Women by Law with parliamentarians, policy makers, court judges, NGOs and legislators created a strong model for advocacy on the national level for policy and penal code amendments. As for their partnership with the Ministry of Interior (Prison Administration under Human Rights Department) and the Ministry of Social Solidarity, the former enabled the provision of training on sewing and manufacture of accessories inside prison, referral of cases for legal support, provision of psychological support to prisoners in addition to conduction of training for both prisoners and prison staff on conduction of TOTs for vocational skills; while the latter enabled strong work to be conducted on combating stigma surrounding women prisoners via conferences conducted in several governorates on legal ramifications of signing blank receipts and checks, in addition to conducting conferences where children of women prisoners show-case their developed talents and bond with their mothers.

- The three projects are leading and pioneering and are setting models that can be modified according to their monitoring and evaluation outcomes, but have created an enabled environment and set the ground for the ecosystem to allow holistic and conclusive initiatives to grow, with potential to leave an impact on the marginalized group of released prisoners and their communities, in rehabilitation and reintegration.

- Start Life and New Life started and who started them, both founders of Life and CFPA are concerned with the issue. One was a released prisoner and the other was a journalist who started supporting released women of "Gharemat" in one prison so she got so involved and is considered a pioneer in the field. They became advocates themselves. This is a very crucial asset that can be used. There is an informal law inside the prisons that whoever spends more than one year in, are required to help the

prisoners after they are released, as the Founder of Life stated. This is not only the case in Egypt but internationally, as well. Working in advocacy in this field requires the identification of advocates to be able to advocate for the rights of released prisoners.

- The regional exposure and sharing of experience will enrich the advocacy and the development of the field. This has been established through training exchange during the implementation of the project when the teams travelled to see how people in the field are working in other areas of the region like Morocco, and will be fulfilled during the holding of the conference in November. Moreover, in the conference referred to above, a recommendation was made for the placement of strategies in order for research organizations on the regional level to study and research good practices, in addition to conducting both quantitative and qualitative studies to identify the benefits of economic and social reintegration, where the results would be made available to develop mechanisms that would improve the effectiveness and efficiency of rehabilitation and reintegration programs.

### **Service Provision:**

- Psychosocial is not less important than economic integration, if not more important. In order for economic reintegration to be sustained, the psychological state of released prisoners needs to be taken into account as their well being is a detrimental factor in the ability of beneficiaries to commit to economic reintegration trainings and projects they bear responsibility for, in addition to the fact that it is necessary for the establishment of trust between beneficiaries and implementing organizations. Moreover, families of released prisoners are also in need of psychosocial support since they also experience the societal stigma, as relatives of the released prisoner. This proved to be successful in “Start Life”, where psychosocial support was provided to the released prisoners and their families to facilitate reconciliation and guide the transition to the family home and how certain rules need to be established and followed so they can all live under the same roof in harmony.

- Offering beneficiaries economic reintegration services is crucial to the reintegration process but were not designed based on individual, community (family and local), and market assessment, which resulted in offering training, micro-grants, or small

projects that are not necessarily sustainable and promising to the beneficiary. Although there are success stories (most probably linked to knowing their capacities beforehand or having an old business that was reestablished), but some beneficiaries used grants to pay debts, others are not very confident or certain about the project in hand, the small project helped some beneficiaries survive but did not fully integrate them in the community. Small enterprises and businesses require continuous mentoring and consultation for their sustainability, which was not the pattern in the services provided. Thus, most of the impact generated by the project can be classified as survival support instead of poverty alleviation or contribution to social mobility. While the economic support helps a lot of families to survive through the harsh impact of prison, it doesn't lift those families out of poverty. In the same regional conference highlighted above, one of the outcome recommendations included the necessity of expanding workshops, in addition to training and production training inside prison, while increasing the level of partnership between prisons, civil society and the private sector, to train prisoners while they are in prison to ensure a proper possession of relevant skills for their economic reintegration. This is evident in the training "New Life" provided for women prisoners inside Qanater prison where they were trained on tailoring prison uniforms, and in Mexico, specifically in the work of Le Cana on training women on the same profession and rendering income for them to obtain when they are released from prison, in addition to the different training programs conducted by the Mol in several prisons for plantation of crops, shoe manufacture, butchery, and manufacture of Halawa Tahinia in Wadi EINatroon, Abu Zaabal and EIMarg prisons respectively. Furthermore, provision of support services does not equate reintegration and in subsequence, there is a crucial need for the operational definition of rehabilitation and reintegration, evident in the operational guidelines "Start Life" designed, thereby specifying certain standards and values detrimental to social reintegration.

- There is a dire need for Shelters, specially for women who get out of the prisons and are rejected by their families and communities. The shelter acts as a start point to fulfill the basic need and to be able to offer the beneficiaries more services. There are no shelters specialized for released prisoners, only for women of domestic violence or to the children of prisoners, but so many cases of released prisoners are not accepted

in there because they do not fulfill the criteria or because of the stigma. There is no structured process to referring women officially to the shelter. The existing shelter by “Start Life” is premature and has not materialized into a full model that can be replicated but it fills the gap that exists between pre release and post release transitioning, which is the most critical phase, where most recidivism happens. Shelters should also be used as a source of economic integration and social integration in the society, and can be a channel to raise awareness and advocate for the rights of released prisoners and addressing the stigma. Also in Korea, the “House of Hope” was established in 2009 and provides released women prisoners with temporary relocation for a period of 3 to 6 months, and services of job placement, issuance of identification documents, and meals.

- The target group, “Released Prisoners”, have a lot of diversified needs depending on the nature of their crime, so for example, sex workers and drug dealers or abusers, as well as people with HIV or hepatitis viruses, and killing crimes, which might require specific tailoring in how services are offered, whether this is reflected on the referral systems created, level of confidentiality and sensitivity, the level of intervention required in their communities, and how economic integration or shelters are designed to fight the stigma and build the family dynamics. For example, sex workers have higher stigma and their children need special care and treatment since they are exposed to very high pressure according to the stigma associated with their mothers. The “Gharemat” and “Gharemeen” (women and men) require a high level of awareness with the families so that they do not fall into the same trap and sign more cheques to free their parents or partners, which gets them into a vicious cycle. Drug abuse and people with viruses require a high level of referral and follow up that assures their treatment and the use of preventive measures. Service providers should design initiatives that are sensitive to each of the target groups’ needs.

- Offering legal services might have helped many beneficiaries, but legal procedures require a lot of time and money. It takes a lot from the resources of the projects and does not ensure the achievement of the objective of the project and hurdles the cycle and management of some cases that require extensive legal support. Nevertheless, it is an important support service as prisoners go through 3 important

stages when they are released: before release, release procedures that take time due to the presence of other cases affiliated to the prisoner being released, and their lack of knowledge of administrative procedures and steps they should take for their monitoring period at police stations.

### **Case Management - Procedures & Processes:**

- Procedures of outreaching to the cases who will be released from the prisons and entering the prisons to access lists of names and contacts of the released prisoners has been challenging without signing protocols, whether with Start Life project, prior to signing the protocol with Mol, Post Care Department, and through New Life project, where the protocol has not been signed and they are still depending on the outreach in 1 prison and the founder's good relationship with prison officials. After signing the protocol, the process has changed and has started to be established between the prisons and Start Life. Before the protocol the lawyers go to the prisons to reach out to the prisoners and their families to let them know that they can receive services through the Foundation, but after the protocol, this has been facilitated and the foundation has more access to released prisoners and their cases.
- To make the process more structured, Start Life are currently setting a fixed and structured procedure of how the referral of released prisoners will be processes between the prisons (the Post care department) and Start Life. Since Start Life have designed case study form (Khettet 7ayati) for each beneficiary, and conduct field visits and carry out social and economic assessments to validate the status of the released prisoners, they are not trying to merge efforts, and have this step of the process takes place from within the prisons. Start Life will train the officials and social workers on how to use the case file to fill it in and give it back to Start Life, and conduct the assessment, so that they send a final list to Start Life to work with.
- UNODC has also created a case management system related to the health rights of prisoners and released prisoners, and have done it through participatory approach because they have previously worked with the prisons before. This creates a more grounded and sustainable system, with ownership of the service providers.

### **Monitoring and Evaluation:**

- The model the donor foundation, Drosos, adopted in acting as a real partner to these projects, and the crucial advice they provided the implementing organizations with via the conduction of mid-term evaluations provided room for changes to be made to ensure maximum success rates and benefit for the beneficiaries. Both existing models suggest that there must be a structured and unified assessment to assess the capacity of the prisoners (pre release), facilitates the rehabilitation and reintegration process post release.

### **Recommendations**

#### **Assessment and Evaluation:**

- As mentioned earlier, this is a raw field that requires ongoing monitoring, evaluation, and assessment to redirect and restructure the prevalent efforts and models. A set of assessments is required to be able to put a strategy that is built on evidence.

Asset mapping and Stakeholders analysis is recommended. In this report, there is a list of existing partners, stakeholders, and potential key actors in the field; however, this is insufficient. A full mapping of the existing assets (financial, institutional, and capacity) that can be useful in contributing to the achievement of the rights of prisoners and released prisoners is required, with detailed interviews and roundtable discussions to examine the role of each stakeholder.

#### **Advocacy:**

- Build a coalition (a wider one than the one CFPA established for Gharemat) that advocates for the rights of prisoners and released prisoners, with committees working on different issues like policy change to introduce alternative punishment, not only for Gharemat but for a bigger cause to reduce recidivism, as well as pushing for policies to allow access to health insurances and benefits from governmental institutions. Other committees working on awareness raising and media campaigning, mental health services and case management systems,

economic reintegration and networking between the private sector (CSRs and enterprises) and Investors and Incubators. In the conference entitled: Towards the enhancement of rehabilitation and social reintegration efforts for prisoners and released prisoners on the local and regional level - In light of the outcomes of “Start Life” Project, during the period 5 to 6 November 2019, organized by both Drosos Foundation and Life Foundation for Development and Community Reintegration (LFDCR), recommendations were made for legislation to meet the needs of released prisoners. This includes and is not limited to: the application of international standards that set the ground for successful and beneficial rehabilitation and reintegration, development of mechanisms and policies to combat stigma and social discrimination for released prisoners, and revision of legislation for mandatory monitoring of released prisoners post release in a way that does not hinder their economic and social reintegration, revision of legislation related to criminal records and how it can negatively affect released prisoners and render job applications difficult if not impossible, and for Arab countries to introduce legislation mandating a quota for the employment of released prisoners in both private and public sectors.

- Community-level awareness is crucial to the inclusion of released prisoners. Build the capacity of CSOs to deal with released prisoners and their families, to be able to raise awareness of communities they work with, and to be part of the referral system.
- Campaign and Public Service Announcements to prevent crimes as well as to send key messages to reduce the stigma on released prisoners.
- Raising awareness of businessmen and corporates about the necessity to include released prisoners in the community and the ripple effect their exclusion has on their families. In fact, in the conference entitled: Towards the enhancement of rehabilitation and social reintegration efforts for prisoners and released prisoners on the local and regional level - In light of the outcomes of “Start Life” Project, during the period 4 to 6 November 2019, organized by both Drosos Foundation and Life Foundation for Development and Community Reintegration (LFDCR), recommendations made at the end of the conference

included the design of a framework that allows coordination and cooperation between businessmen and NGOs, in building rehabilitation and reintegration programs for released prisoners through financial support and organizing specifically tailored training programs for them, then hiring them after completion of training programs successfully. And this can be considered as a first step in the exchange of experience, yet more meetings and events need to be organized for the sustainability of this practice, to ensure that information and approaches are up to date, as suggested in the concerned conference in conducting similar events annually.

### **Building on Existing Models and Projects:**

- Continuation of funds for the main highlights of each program is necessary for the maturity of the models of partnerships and service provision. Capitalizing on the milestones each project has achieved is vital and will support the other recommendations proposed.
- Building capacity for the projects' staff to fundraise for the project and create a network through the coalition will help sustain the projects and will utilize the resources invested to date.

### **Unifying Efforts and Knowledge Sharing:**

- The regional conference referred to above is the first step to share the experiences and knowledge between different stakeholders and service providers in the MENA region. And while a roundtable was held during the conference as a closing event to envision the next steps collaboratively and where the stakeholders are able to network with entities they have not partnered with, to widen their referral system and increase their partnerships, in an attempt to replicate the project models, a set of recommendations were issued. These included convening annually on a regional level, where all stakeholders from NGOs, governments and the private sector meet to design a unified Arab strategy for rehabilitation and reintegration of prisoners that follows international standards.

### **Rehabilitation and Reintegration:**

- Investing in the Shelter model by Start Life to operationalize it and sustain it through a social enterprise. Bringing in partners from the private sector is recommended to set a model of sustainability and economic reintegration.
- Build on the model of Case Management created; the use of a sound case management approach by correctional agencies initially will enable case managers to formulate discharge plans as early as possible once an individual is sentenced. This is beneficial in that it will allow case managers to draft individualized discharge plans which identify and address the risks and needs of each individual including: community-based support systems, transportation, government identification, health and healthcare, employment, education, housing, financial resources, and clothing, food, and shelter. The APIC (Assess, Plan, Identify, and Coordinate) model of discharge planning encapsulates both of the above practices and serves as an effective model to guide reintegration practice. **A**ssess the individual's clinical and social needs, and public safety risks. **P**lan for the treatment and services required to address the individual's needs. **I**dentify required community and correctional programs responsible for post-release services. **C**oordinate the transition plan to ensure implementation and avoid gaps in care with community-based services. The cycle of the existing case management is not yet closed and needs further networking and structuring and follow up.
- Market assessment to the needs in the area where beneficiaries are targeted is recommended to be able to introduce the suitable economic reintegration model to be used; as well as partnering with existing enterprises that follows inclusive business models will help include the beneficiaries in the market, reducing the risk that is associated with the microfinance model that is followed by the project. A successful example here takes place in Canada, where "Klink Coffee" offers training programs to released prisoners on job search, job interviews, design of budgets, etc., after which they can join an employment program for 4 weeks to 4 months, and either work at "Klink Coffee" or another franchise.

**Limitations:**

A few challenges were met in the conduction of the synthesis of lessons learned. This includes the fact that it was very difficult to interview officials and key persons from the MoSS and MoI due to the busy schedules of the officials as well as the difficulty to obtain data or information without official approvals. The same obstacle was faced while reviewing the websites of potential and current key stakeholders because not all information is available on website. Also, the time of the implementation of the projects, 3 years, does not allow the evaluators and specialists to assess the impact on the beneficiaries nor assess the efficiency of the models followed. Finally, another limitation and difficulty faced lies within the fact that while Start Life and CFPA Projects implemented somewhat similar models and provided similar services, UNODC' project is extremely different in the services it furnishes; and consequently, the conduction of a cross-cutting analysis based on common themes proved to be somewhat impractical and unrealistic.