

Standard Summary Project Fiche – IPA decentralised National programmes
(maximum 12/15 pages without the annexes)

1. Basic information

- 1.1 CRIS Number: TR2010/0136.10
- 1.2 Title: Improvement of Enforcement Services in Prisons
- 1.3 ELARG Statistical code: 36 Political Criteria
- 1.4 Location: Turkey

Implementing arrangements:

- 1.5 Implementing Agency: Central Finance and Contracts Unit (CFCU)

The CFCU will be Implementing Agency and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management, including payment of project activities. The director of the CFCU will act as Programme Authorizing Officer (PAO) of the project. Detailed information is given in Annex 3.

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Söğütözü/Ankara TÜRKİYE

- 1.6 Beneficiary (including details of SPO): General Directorate of Prisons and Detention Houses, Ministry of Justice will be the beneficiary.

SPO: Mr. Nizamettin KALAMAN, Director General of Prisons and Detention Houses

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Financing:

- 1.7 Overall cost (VAT excluded)¹: 5.500.000 €
- 1.8 EU contribution: 4.969.840 €
- 1.9 Final date for contracting: 2 years after the signature of the financing agreement
- 1.10 Final date for execution of contracts: 2 years after the last day of the contracting deadline
- 1.11 Final date for disbursements: 1 year after the end date for the execution of contracts.

2. Overall Objective and Project Purpose

2.1 Overall Objective: Penitentiary system in Turkey fully in line with international and European prison standards.

2.2 Project purpose: Well-defined, standardized and structured enforcement service, including a fully functional system to ensure rehabilitation, treatment and successful reintegration of prisoners coming from different criminological backgrounds and prison staff performing in line with European standards.

2.3 Link with AP/NPAA / EP/ SAA

“Penal reform” is specified as one of the priorities in Accession Partnership (AP) and in National Programme for Adoption of Acquis (NPAA).

This project proposal addresses the areas defined in the revised Accession Partnership and the National Programme for the Adoption of the Acquis for Turkey’s accession to the EU, as follows:

Link with AP: Council Decision- 18 February 2008

¹ The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated (see Section 7.6)

Section 3.1. Short-Term Priorities, Judicial System

“.. Strengthen efforts, including through training, to ensure that interpretation by the judiciary of legislation related to human rights and fundamental freedoms is in line with the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR), with the case law of the European Court of Human Rights (ECHR), and with Article 90 of the Turkish Constitution.”

Section 3.1. Short-Term Priorities, Civil and Political Rights, Prevention of Torture and Ill Treatment:

— Ensure implementation of the measures adopted in the context of the ‘zero tolerance’ policy towards torture and ill-treatment in line with the ECHR and the recommendations of the European Committee for the Prevention of Torture,

- 1 ensure implementation of the Istanbul Protocol throughout the country, in particular by increasing medical expertise

Link with NPPA (2008):

II- POLITICAL CRITERIA

“Turkey has completed comprehensive constitutional and legislative reforms and has taken necessary steps rapidly in order to implement these reforms.

“In this context, comprehensive legislative and administrative measures against torture and ill-treatment have been put into force and “zero tolerance” policy has been put into practice. Improvement of the training system for law enforcement officers will continue. The working conditions of law enforcement officers will be reviewed.

Attaching importance and priority to preventive measures through using new technologies for preventing human right violations will continue.

Works on improving detention centers in conformity with international standards will continue.”

2.4 Link with MIPD (2009-2011)

Component I – Transition Assistance and Institution Building, 1. Objectives and Choices

Since interventions in the area of Institution Building often require mainly technical assistance (that is less costly investments and for which there is limited absorption capacity within a given recipient institution) the number of intervention areas identified in this section is commensurate with the indicative budget, and it is comparable with the scope of interventions programmed in the 2002-2008 period. Considering the current situation described in the Progress Report, taking account of the revised Accession Partnership and depending on project maturity and on the outcome of projects under on-going programmes, the objectives and priorities for assistance under the Institution Building component will be:

Addressing the Copenhagen political criteria by supporting those institutions directly concerned by political reforms:

- Judiciary: Support the national reform strategy for the judiciary; Comprehensive training for the consistent interpretation of legal provisions related to human rights and fundamental freedoms; Strengthening the independence, impartiality and efficiency of the judiciary; Enhance the efficiency of the juvenile justice system; Training of judges in judicial cooperation on civil matters; Enhancement of opportunities for effective defence such as access to legal aid and qualified interpretation services; Strengthening of legal and judicial protection of religious freedoms; as well as of minorities (According to Treaty of Lausanne Armenians, Greeks and Assyrians are accepted as minorities in Turkey) and vulnerable groups, in view of addressing all types of discrimination;
- Law enforcement services: Training of law enforcement agencies on human rights issues; Implementation of measures adopted in the context of the “zero tolerance” policy against torture and ill-treatment; penal and prison reform; enhance accountability of law enforcement services; actions towards greater effectiveness of the law enforcement services in particular with a view to support the functioning of the judicial system; training on combating domestic violence.

2.5 Link with National Development Plan: (TR) Grand National Assembly

Decision No: 877, dated 28 June 2006

Ninth Development Plan, 7-Main Objectives: Developmental Axes; 7.5. Increasing Quality and Effectiveness in Public Services, 7.5.5. Improving the Justice System:

718. The system of execution of sentences and its institutions will be brought up to international standards.

The Strategy of Ninth Development Plan, IV Development Axes, Increasing Quality and Effectiveness in Public Services, Improving the Justice System:

It is essential that justice and judicial services are to be provided fairly, fast and effectively in accordance with the universal principles of law. Quality will be increased in the functioning and structural elements of the judiciary, and efforts will continue to make the system to adapt to modern standards. In this context, while the regulations to accelerate the judicial system are being introduced, care will be taken not to weaken the legal rights provided to individuals. Legal rules will be employed as instruments of safeguarding the social order as well as improving and enhancing the social order.

2.6 Link with national/ sectoral investment plans (where applicable)

The present project proposal is consistent and supportive of the “Action Plan for The Judicial Reform Strategy” in Turkey. The long term objectives cover the continuation of the efforts to bring prisons up in line with the international standards and enhancing the capacity and the number of Prison Staff Training Centers.

3. Description of project

3.1 Background and justification:

In the course of progress towards accession to the European Union and in response to the obligations of the Acquis of the EU and Member States, the Turkish Government, is

actively following a National Programme for the Adoption of the Acquis. However, the objective of the process of law approximation is not only to implement the relevant amendments to existing legislation but also to strengthen those institutions responsible for the enforcement or implementation of the new procedures and processes. This process of “improving enforcement services in prisons” can be seen crucial in ensuring the successful transition for Turkish Institutions to the standards, norms and achievements of similar EU Member State administrations.

The New Penal Code, the Penal Procedural Code and the Penal Enforcement Code, and new Child Protection Act were entirely revised and enacted in year 2005 by Turkish Grand National Assembly. These new codes, which are the results of the judicial reform process in Turkey, provide the statutory framework for a range of new penal measures and practices. These humane and constructive measures and practices offer modern, professional and humane services to both prison staff and prisoners. Above mentioned legislation provide the basic infrastructure and system for them and represent an important part of the Turkish criminal justice system reform.

To support the efforts of Turkey in this reform process, the European Union has contributed with a € 10.7 million project – the Judicial Modernization and Penal Reform Programme (JMPR). The project was implemented jointly by the Council of Europe and the Turkish Ministry of Justice and sought to enhance Turkish compliance with European standards within the scope of the EU accession process. After the completion of the JMPR, efforts for the reform process continued and since March 2009, a € 7 million project-Dissemination of Model Prison Practices and Promotion of the Prison Reform in Turkey is being implemented.

In 2009 Progress Report, it is stated that “Turkey has been pursuing an ambitious prison reform programme for a number of years, which has brought improvements to prison conditions and infrastructure. Further progress was made on implementation of this programme, by constructing new prisons and closing a number of small outdated prisons. There are four centres which provide pre-service and in- service training for prison staff. A fifth is under construction and will be completed by the end of the year. Recruitment of 6,000 additional staff for prisons started in July, with the aim of completing the process by the end of the year. However, implementation of the prison reform programme is uneven. The current understaffing of prisons adds to these difficulties, as it prevents for example the organisation of communal activities or rehabilitation programmes for prisoners. This is the case in high security F-type prisons, which still lack communal activities for inmates. Overall, some progress was made on improving training and infrastructure, and recruiting additional prison staff. However, the problem of overcrowding and the high proportion of prisoners in pre-trial detention remain to be addressed.”

In the Judicial Reform Strategy – 2009, it is stated that “The work to bring penitentiary institutions in line with the international standards is still in progress. The construction of new healthy, secured, technologically up to date penitentiary institutions, which comply with United Nations Standard Minimum Rules for the Treatment of Prisoners and European Prison Rules have mostly completed. To strengthen the capacity of Training Centers which are of paramount importance, in terms of training the penal enforcement officers and other judicial staff work plans will be made.”

Articles 6 of Council of Europe Rec(2006)2 Recommendations on minimum European Prison Rules cover the regulations on the detention conditions stating “All detention shall be managed so as to facilitate the reintegration into free society of persons who have been deprived of their liberty”.

Recently, there are approximately 120.000 prisoners staying in a total sum of 371 prisons in Turkey. While prison conditions are being improved via closing small and outdated prisons and opening technologically newer ones, the rehabilitation interventions are being improved thru different projects. The rehabilitation activities are based mainly on Penal Enforcement Code No: 5275 and the related regulations. The local and national projects primarily focus on increasing the communal activities in prisons. Likewise, international projects like “Dissemination of Model Prison Practices and Promoting Prison Reform (IPA-2007)” “Work and Education in Prisons (MATRA)” mainly aimed to increase the communal activities and vocational training activities in prisons. However “Mental Health Care and Drug Addiction Treatment Services in Prisons (IPA- 2009)” and “Harm Reduction in Drug Addiction Treatment in Prisons (MATRA)” differ from the others since they are much more focused. Although the rehabilitation interventions were promoted in general still there is a room for specialized interventions. Since every person is unique in nature, the way to “change the wrongful acts of oneself” should be specialized.

Those prisoners have been convicted for committing various types of crimes; murder, theft, rape, drug related crimes, terror, organized crime etc. There is a variety in the backgrounds and motivations of the offenders coming from different crimes. Above all, not all criminal behaviors stem from the same motive. In contrary, the motives behind can not be generalized and even within the same group of crimes, people may explain their act by different motives. Therefore, for a successful enforcement procedure, the motive behind should be assessed before implementing the necessary rehabilitative programme.

For the time being, there are offender behavior programmes such as Anger Management, Pre- Release Development for Inmates, Alcohol and Drug Addiction, Sex Offender Treatment Programme and Programme for Life Sentenced Prisoners. Although these programmes were developed and implemented in JMPPR, there is a need for an assessment system based on individual criminological variables, backgrounds of the crime behavior and implementation of different kinds of offender- tailored treatment programs. Unfortunately, these programs are used as standard way of rehabilitating the offenders without taking the “exact drive” into consideration. Thus, an effective assessment system which will focus on rehabilitation of individuals on their criminal drives should be developed.

Article 8 of Council of Europe Rec(2006)2 Recommendations on minimum European Prison Rules cover the regulations on working conditions of prison staff stating “Prison staff carry out an important public service and their recruitment, training and conditions of work shall enable them to maintain high standards in their care of prisoners”.

On the other hand, there are approximately 31.000 prison staff in Turkey, including prison officers. All staff working in the institutions is the permanent personnel of the Ministry of Justice and their recruitment, appointment and promotion procedures are managed and their salaries are paid by the Ministry. Prison officers are recruited on a competitive basis by local judicial commissions from those who passed the examination to be a civil servant. Particularly graduates from Higher Education Institutions are preferred as employees. After their appointments, the staff attend candidacy courses in one of the Prison Staff Training Centers settled in Ankara, İstanbul, Erzurum and Kahramanmaraş (The construction of the fifth prison staff center in Denizli is still continuing). In these training centers all kinds of training activities have been delivered including pre-service, in-service and promotion trainings. The training programmes cover the following courses: general law, criminal law, enforcement law, administrative law, social relations, psychology, physical education, human rights as well as seminars, conferences etc. However as it is known, staff needs to be trained, updated and motivated constantly. Prison Training Centers serve this role quite effectively. In recent years, different levels of staff have been trained and thanks to those trainings, apart from some

exceptions the allegations of ill-treatment and torture significantly reduced in institutions.

Although, training has a positive effect on the behaviors of the personnel, time spent for the training (away from the prison) has a negative effect on the communal activities and prison atmosphere. Since staff is invited to Training Centers, the absence of them ruins the routine of the prison. The understaffing makes communal activities hard to be applicable. This becomes a real problem in especially some prisons, where a needs assessment study was done naturally. In each geographical region approximately 5 prisons seem to suffer from absence of staff due to in-service trainings. So in 30 out of 371 prisons a new training method turned out to be vital to overcome this difficulty. Additionally, the appointment of staff is not done simultaneously. Some staff start working a little earlier than their colleagues although they are recruited in the same year. The orientation training for the newly recruited ones should take place only if a sufficient number of staff is appointed. This may take some time for the early appointed ones. Turkish Prison System is trying to change the traditional view of physical security into dynamic security by changing the minds of the “traditional personnel”. However, the late orientation training causes the tradition to train the new members not in the expected way. So each and every new member has to get the basic training before losing any time.

Unfortunately, the curriculum provided by staff training centers does not include such a criminal-tailored programme. Besides, the daily routine work for different levels of staff have not been standardized for the prison settings. Therefore curriculum, needs to be redesigned to cover the operational standards for different types (A1, A2, B, C, K1, F, L etc.) of prisons. There are 24 different types of prisons where capacity, architecture and physical conditions make the difference. Type A and K prisons (A, A1, A2, A3, K1, K2) are rather small prisons with the capacity of 24- 40 persons. The architectural structure is the main difference among them. B type prisons have the capacity of 130, C and M types have the capacity of 300- 350 persons whose physical conditions differ from each other. F types are the high security prisons with a capacity of 360. D types are also high security prisons however their capacity is much higher like 750. E and H types are bigger prisons with a capacity around 600. The architectural structure differs in T types where the capacity is again around 600. T and L types are the newly built prisons whose capacity and physical conditions differ quite from each other. Juvenile and female institutions, reformatories, open prisons, closed prisons are all different in terms of the mentioned features. As can be seen the conditions among prisons cause differences on the responsibilities of staff.

Furthermore, prison officers working with the vulnerable groups (such as female, foreigner, disabled, elderly and terminally-ill offenders) need to be trained in the those special areas so as to support those groups' rehabilitation and the socialization. To achieve this goal job descriptions and job analysis have to be completed beforehand. Actually, the human resources, administrative, technical and physical equipments of Staff Training Centers are inadequate. The constant need for the trainings generate the demand for a new solution. The need of a rational and optimum use of human resources and implementing a technologically valid training system, distance learning turned out to be an alternative solution. This method is a complementary step for the training that are held by the staff training centers. The distance learning system aims to train the staff on the issues of in-service trainings based on a newly designed scientific curriculum and by use of interactive, web based Distance-Learning Systems (DLS). As one of the main components of the proposed project the distance learning system covers construction of a “control center”, creating Distance Learning System terminals in 30 pilot prisons, production of training materials (slides, videos, simulations etc.) and implementation of trainings in the work places with software programmes. MoJ intends to go beyond the classical training approaches of rote learning and wishes to support its new curriculum with a new method. By assembling experts and the MoJ's internal and external

associates (such as NGO's and universities), MoJ aims to develop a modern, scientific, distilled, user friendly, interactive soft and hard course content and course materials; and wishes to open these materials to the use of prison staff through a Distance Learning System. With the transfer of the content of especially routine training programs (e.g. pre-service) in staff training centers both human resources will be used effectively and the implementation of the communal activities will not be interrupted due to staff absentees.

MoJ has the opportunity to devote the necessary place to install terminals, to provide trainers for the education program and to allocate part of the daily working hours of these trainers. Though, MoJ is also well experienced in Distance Learning Systems and training such big groupings, still there is a need to provide computers and software needed for the establishment of these terminals. Due to three reasons, the use of the existing computers in prisons is impossible. First of all, given the fact that they are available just for prisoners' educational facilities and can be used only by prisoners. Secondly, the MoJ does not have the number of extra computers needed for the establishment of these terminals. Thirdly and more importantly, MoJ does not have the extra budget for financing these terminals.

Ministry of Justice has decent contacts and cooperation with governmental and non-governmental organisations that are specialized in these fields. In the preperation phase of this project fiche, consultations with NGOs (Yeniden Sağlık ve Eğitim Derneği and CİPDER); universities (Middle East Technical University Department of Psychology, İstanbul University Institute of Forensic Medicine), Ankara Monitoring Board and Ankara Bar Association were held. The activities within the project was discussed with these organisations to assess applicability of the project. Further discussions are planned to be done with the pilot region Bar Associations and Monitoring Boards. Additionally the need for the curricula amendments was a discussion topic of 2009 Ministry of Justice, Prison and Detention House Education Board consisting of academicians. Within the context of the present project common experiences and knowledge will be shared through workshops, seminars etc. with NGOs, acientific world and the community.

Although the already existing shortage of prison staff seems to be a barrier against the project, the results of the project will recover this limitation since the human resources will be used much more properly. The rehabilitation will be done in a focused and needed way with a professionalized team with the help of both the assessment system and the newly developed curriculum. During the application of the project Ministry of Justice will allocate the needed personnel to achieve the settlement of this better enforcement system. The human resources will be used in a much more reasonable and measurable way with this system.

To sum up, MoJ has the capacity and the commitment to launch such a project. The project will not just train personnel on professional issues but also will further improve the MoJ's existing institutional capacity providing the system that is necessary for effective enforcement services in prisons.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

Project Impact:

Republic of Turkey has started its prison reform in 1997 and achieved a wide range of reforms in the prison field, especially in the area of staff training and inmate rehabilitation. Rehabilitation is very important but its sustainability and effectiveness should be promoted by improving enforcement services in prisons. Within this concept, establishing

an offender- tailored enforcement system and training specialized staff will improve the quality of the services given to prisoners. By the implementation of a target focused enforcement system, the job satisfaction of the staff will increase and a rational step will be taken in fighting against recidivism.

Catalytic Impact:

The main aim of this project is to provide an effective enforcement service to ensure rehabilitation, treatment and successful reintegration of prisoners coming from different criminological backgrounds. With the development of motivation based treatment programs the offenders will learn how to deal with their destructive motives which will decrease the recidivism rates of the inmates.

With the project, penitentiary system in Turkey will be in line with international and European standards. Also, with the effective enforcement approaches in prison, the inmates will be well-adjusted with the community after prison life. After the completion of the project the prison system will have a well- defined, standardized and structured enforcement model. With the model, the prison staff will be performing in line with the European standards.

Sustainability:

Sustainability and development are key factors that are integral in all of MoJ programmes. Sustainability of the intervention is secured through the discipline of different organs of MoJ. There is a “Project Implementation Unit” (Research and Development Center) dealing with the coordination, implementation and sustainability of the national and international projects. Highly qualified, well- educated and experienced personnel is working under this unit to ensure the proper implications and sustainability of project activities. In addition, a new structure “Training Department” was established for a better organization of offender and staff training activities. Still MoJ is willing and able to allocate the needed time and the personnel for implementation of this project.

The four Prison Staff Training Centers located in Ankara, İstanbul, Erzurum and Kahramanmaraş are actively in service; the fifth training center is planned to be completed in the near future. The current training activities will be supported via preparation of more detailed and specialized training programs under the project. At the end of the project the curricula of the training centers will be enriched and much more professionalized. The trainer group will still be acting as trainers for the programs after the completion of the project. MoJ has a special bureau (under the Training Department) for planning and controlling the training activities of Training Centers. This bureau actively participated in the preparation of the project fiche, and they will organize all the foreseen activities within and after the project.

Further; for the distance learning component a centralized unit will be established in the General Directorate. In this unit the permanent staff will receive a special training on the system. The amendments of the system and preparation of the materials will be done by that permanent staff, besides MoJ will carry out responsibility of updating and maintenance of these education materials by project trainer team and staff training center trainers. In addition, existence of a widespread dissemination system composed of a distance learning centre and distance learning laboratories will sustain the use of newly produced training modules.

Right after the successful pilot implementations in the distance learning centres, new approach in personnel training, the risk assesment tool and individualized intervention

programmes will be rolled out throughout the country in cooperation with the MoJ IT Department.

3.3 Results and measurable indicators:

3.3.1. High degree of efficiency of enforcement service (Activity 1,4).

A survey is planned to be applied at the beginning of the project by which baseline data will be gathered. The comparison between the beginning and the end will be evaluated with respect to the expected results.

Indicators of achievement:

- Attendance rates of prisoners to communal activities will be increased by 20 % by the end of 2014.
- At least 10 tailor made intervention programs will be developed.
- Re- offending figures among the participants of the project will be decreased by 5 % by the end of 2014.
- Self- harm and harm to others rates among prisoners will be decreased by 5 % by the end of 2014.

3.3.2. Prison management standards increased and treatment of inmates reached to the international standards.(Activity 2, 3)

Indicators of achievement:

- Disciplinary cases among staff will be decreased by 10% by the end of 2014.
- The effectiveness of prison management and rehabilitation services improved %30 by the end of 2014.
- Job satisfaction of prison staff will be increased by 10 % by the third quarter of 2014.
- Ill treatment complaints by the offenders will be decreased by 5 % by the second quarter of 2014.
- 2400 staff will be trained annually with a 6 weeks training program via newly established distance learning system.

3.4 Activities:

Component 1: Development of risk assessment tool and individual intervention programmes for inmates

3.4.1. To classify the offenders according to their criminal motives, to develop a risk assessment tool and individual focused intervention programs accordingly

3.4.1.1. Two study visits will be organized for relevant staff to EU member states to observe best practices.

3.4.1.2. A quantitative research will be designed by an expert team composed of short term experts. After the preparation of the questionnaire, a research team will be trained by this expert team to conduct the study to 20 000 prisoners to classify the criminal behaviors and motives. This research team will include 70 MoJ staff including prison officers and administrative staff coming from different backgrounds (psychology, social work, education, administration). Subtypes of all criminal activities will be defined with these results of this research.

3.4.1.3. A risk assessment system with a sample of 20 000 prisoners will be established by the mentioned expert team after the completion of activity 3.4.1.2. Evaluation of the risk levels of different kinds of criminal groups will be done taking the criminal motives into account. The “personality” effect on the criminal behaviors and the level of risk will be determined with the use of Personality Inventories.

3.4.1.4. A multiphasic, comprehensive and rapid assessment tool will be developed for the topics mentioned. This assessment tool will be sufficient for the use of all levels of prison staff.

3.4.1.5. Individual-tailored intervention programs and activity contents will be developed according to the data gathered by the project expert team.

3.4.1.6. Training of the trainers on these programs will be implemented to 30 trainers with psychology and/ or social work background.

3.4.1.7. For the dissemination of the newly introduced programs a total sum of 700 psycho-social service staff and teachers will be trained by the MoJ trainers.

Contract: Technical Assistance

Component 2: Development of training on operational standards in different types of prisons including vulnerable groups

3.4.2. To develop training programs for the standard operational facilities in prisons after the completion of a job analysis

3.4.2.1. For overall standardization between different types of prisons (A1, A2, B, C, K1, F, L, T etc.) operational standards for all kinds of services rendered in prisons will be defined via job analysis and job descriptions for different levels of prison staff.

3.4.2.2. Training programs for operational standards will be developed accordingly.

3.4.2.3. Training manuals and materials will be prepared.

3.4.2.4. Staff manuals will be prepared to help them for easily adopting to the job descriptions.

3.4.2.5. Training of the trainers will be implemented to 50 trainers.

3.4.2.6. For the dissemination of the newly introduced job descriptions 1000 staff will be trained.

3.4.3. To design curriculum for specialized staff working with different groups of offenders (female, foreigner, diasabled, elderly, terminally-ill etc.) to enhance the newly structured operational standards.

3.4.3.1. Two study visits will be organized for relevant staff to understand the methods used in Member States for the specialization of implementation of the trainings and materials.

3.4.3.2. To support the previously set operational standards, specialized training curriculum will be prepared for every group of staff working with different kinds of inmates (female, male, foreigner).

3.4.3.3. Training manuals and materials for these special groups will be prepared.

3.4.3.4. Staff manuals for working with these sub-groups will be prepared.

3.4.3.5. Training of the trainers on these topics will be implemented to 30 trainers.

3.4.3.6. Afterwards cascade trainings will be implemented to 1000 staff.

Contract: Twinning

Component 3: Establishment of distance learning system

3.4.4. To establish a distance learning system

3.4.4.1. Two study visits will be organized for relevant staff to Member States to observe best practices of e- learning.

3.4.4.2. A distance (e- learning) training system will be developed by the establishment of a centralized unit in General Directorate. This system will be fully integrated with National Judiciary Informatics System (UYAP) and will be established in cooperation with Department of Information Technologies of Ministry of Justice. The centralized unit will be primarily responsible for the update and revision of materials and controlling the implementation of the trainings in prisons. UYAP will serve as learning management system which is the basic component of e-learning systems. So no additional learning management system software is needed. With the new system, synchronized and asynchronized training programs will be run through virtual classroom softwares. With these virtual classroom trainings, all participants in the pilot labs will receive the same training simultaneously. All participants and the trainer will be to see and communicate with each other. This recordable visual based training system will be supported with web-based examination/assessment system and integrated question pool.

3.4.4.3. 10 staff who are already recruited in the centralized unit of distance learning in GD will be trained under twinning contract.

3.4.4.4. Pilot trainings will be implemented thru smart class labs that will be established in 30 prisons under supply contract. The pilot prisons will be selected in 7 different geographical regions of Turkey, where understaffing due to trainings (in Prison Staff Training Centers) was proven to cause a problem in the adoption of communal activities. The content of the materials will be developed under twinning contract, whereas the conversion of these material into software will be achieved via supply contract.

3.4.4.5. Both the existing training materials of Prison Staff Training Centers and new curricula produced within this project will be adapted to e-learning modules by short term experts under twinning contract and staff training center trainers.

3.4.4.6. Simulation techniques and three-dimensional animations will be developed for these modules under supply contract.

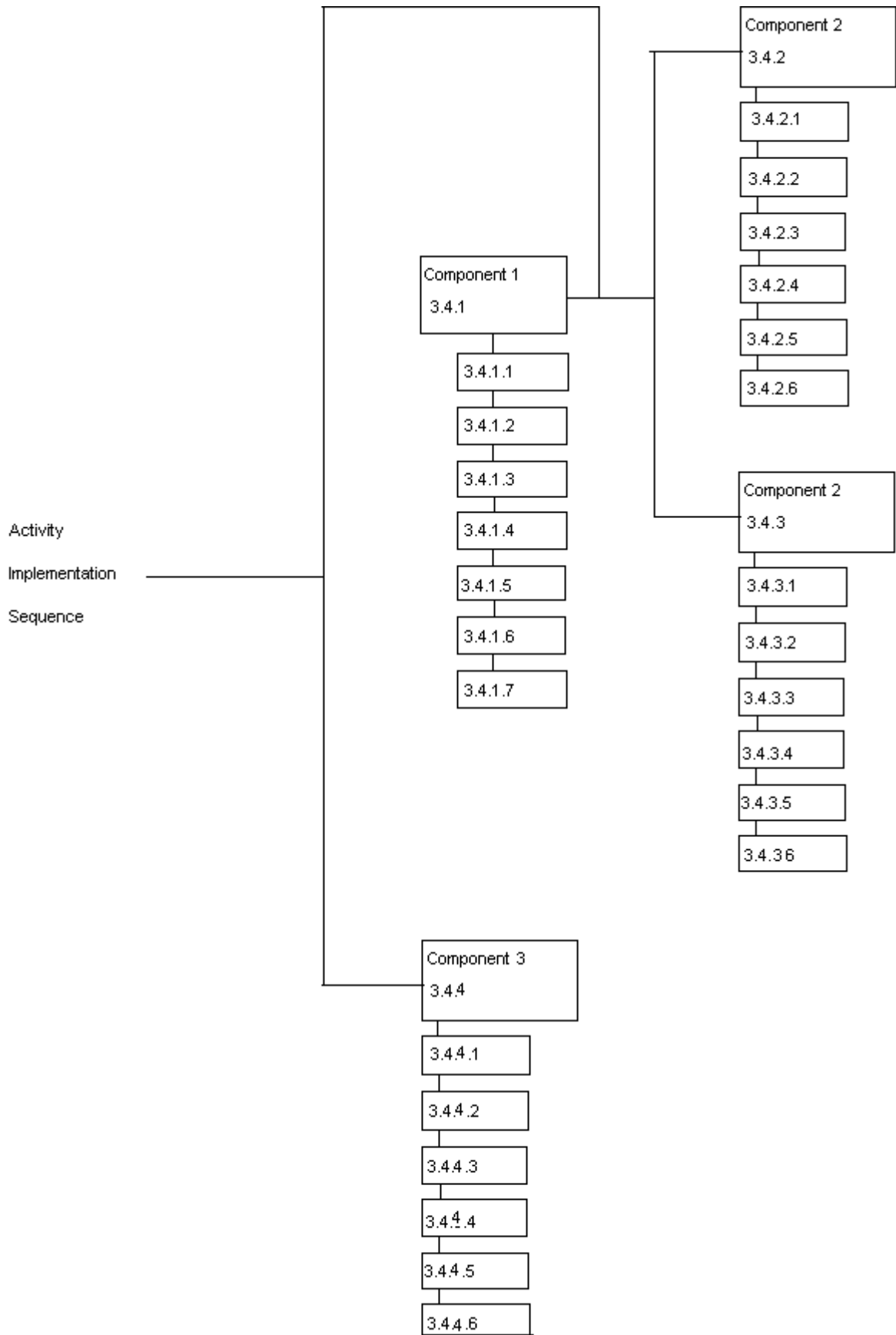
Contract: Supply and twinning

3.5 Conditionality and sequencing

The contract periods will start simultaneously. On the other hand, the activities under these contracts will be sequenced as follows: The activities under component 1 and component 2 will run simultaneously. Right after the completion of components 1 and 2, component 3 will be operated (with the products of component 1 and 2) as a last step. Apart from this, no precondition is held within the subactivities of these components. Activities listed under each component (component 1, 2 and 3) were presented in order. So under component 1, after the development of risk assessment tool, individual intervention programmes for inmates will be developed taking the results of this tool into consideration. Simultaneously with the activities of component 1, component 2 activities will be run, in the given sequence: After the conduction of a job analysis, preparation of training programs for the standard operational facilities in prisons will be done. Then the curriculum for specialized staff working with different groups of offenders (female, foreigner, diasabled, elderly, terminally-ill etc.) will be designed to enhance the newly structured operational standards. As a last step, the training materials for the distance learning system will be developed under supply contract with the use

of the products of the said activities that will be held under technical assistance and twinning contract. Whereas the procedures related with the development of risk assesment tool and job analysis can be applied simultaneously since there is not a preconditionaly among them. However without the products of these seperate activities, the materials for distance learning can not be developed.

Explanatory figure on Activity Implementation Sequence, below, can be examined for further understanding.



3.6 Linked activities

The Judicial Modernization and Penal Reform in Turkey (2005-2007)

The Turkish Government had started planning and implementing various measures on penal reform and judicial modernization. The programme provided support to enhance these efforts in certain areas and sought to contribute more generally to increase the capacity of the Ministry of Justice to design and implement broader reform strategies for the future, drawing on good practice in the EU. The overall objective was to advance penal reform and modernization of the judiciary in Turkey as foreseen in the Accession Partnership and the National Programme for the Adoption of the Acquis. Under the JMPR project, two model prisons had been developed in the light of European standards in Uşak and Elazığ. The management training for the governors had been carried out in those two prisons. The prison staff had been trained. Social, cultural, vocational and educational workshops and facilities were created and necessary tools and equipments were purchased. 7 offending behavior programmes were developed under the JMPR and one programme (anger management) was tested and implemented in the two model prisons of JMPR. In this project the enforcement of newly established Prison Staff Training Centers (Ankara, İstanbul and Erzurum) was targeted. This was partially achieved via the preparation of a general and basic curriculum for pre-service and in-service trainings. The materials were unified and the trainers working in these centers participated in “training strategy and methods” trainings. Study visits were done to examine the best practices in related issues to cover essence behind. With all these activities the core of Turkish Prison Staff Training System has been established.

Dissemination of Model Prison Practices and Promotion of the Prison Reform in Turkey (2009-2011)

The project aims to create a professional, effective and efficient prison service through dissemination of model prison practices and promotion of prison reform in Turkey by upgrading the prison services and contributing to the improvement of detention conditions.

The main activity of the project is to train 15.000 personnel working in the selected 90 prisons on European Prison Rules and the related international legislations. The trainings started with the training of 300 trainers in this special area after the preparation of a “Trainer's Manual”.

7 offending behavior programmes have been developed under the JMPR. A programme (anger management) was tested and implemented in the two model prisons of JMPR. In this project one of the activities is implementing the other seven programmes after the preparation of Training Manual's and training of the psychosocial service staff. All the behavior programmes have an impact on changing in the attitudes and behavior of prison staff and inmates so this kind of specialized trainings were preferred. In addition to these activities, another major activity is to support the newly opened staff training centers (Kahramanmaraş and Denizli) by providing the necessary equipments. For the equalization of the level of the institutional capacities, trainers working in Kahramanmaraş and Denizli will receive the same trainings that took place in JMPR.

Mental Health Care and Drug Addiction Treatment Services in Prisons (2010-2012)

The project aims to ensure rehabilitation, treatment and successful reintegration of drug addicts who are in conflict with law; developing their health, self-confidence and dignity by providing them a new opportunity via convenient approach models. Within this concept, establishing mental health and addiction approach models and training doctors, nurses, psychologists and social workers with other related staff will improve the services given. A

new model for the treatment of mentally ill and drug user prisoners will be developed. After the completion of the project the prison system will have a well- defined, standardized and structured treatment model. In the project specialized training programs are planned to be prepared. Since the basic training programs were developed under the previous projects Turkish Prison System has to take a further step with more focused and specialized programs. For this project psychosocial and medical service staff were selected since the prisoners well being is directly related with the responsibilities of these services.

Justice for Children (2010 IPA)

The aim of the project is to ensure the effective implementation of protective and supportive measures for children through protecting juveniles' rights in justice system and strengthening the inter-sectoral collaboration in the juvenile justice system. In the third activity of project institutional capacity of MoJ regarding juvenile justice system was aimed to be strengthened through efficient case management system. This "Effective Case Management" system involves a general assesment of "what is needed?" to plan the prison life of the juvenile. As a result of this computerized assesment, the ideal daily programs and the requirements related to the outside life (e.g. contact with social services, courts and families of the juveniles) will be identified. The prison service will have the road map to cover all the parameters that is related with the criminal behavior of the juvenile. With satisfaction of these requirements, juvenile's risk level of getting in touch with the justice system will be decreased. Not only assessing the risk levels but also the roadmaps will provide the basis for the individualization of enforcement processes.

The present project will complement these existing and planned programmes on the related areas. This project will provide an integrative approach between the products of all the projects mentioned that aimed to foster the Turkish Penitentiary System.

3.7 Lessons learned

Based on the studies concerning the previous projects and campaigns launched by other institutions and NGOs so far on similar issues, one of the lessons learned in this area is that projects addressing the political criteria should not be defined with overly ambitious objectives. Hence assistance in this area will be provided through individual projects making incremental steps within a well defined strategic framework, rather than through programmes aiming to address a broad objective comprehensively. Thus, this project has been designed as a follow-up project of JMPR, Dissemination of Model Prison Practices and Promotion of the Prison Reform in Turkey and Mental Health Care and Drug Addiction Treatment Services in Prisons targeting the implementation of the outputs developed, with a well defined framework. Thus, this project has been designed to address specific areas of enforcement services in prisons.

Secondly, it should be stated that the support of SPO is a key element. All project-based activities must be timely supervised and approved by the SPO. The Head of Project Implementation Unit will be the intermediary for transfer of information from the project team to the SPO and to facilitate the procedures for approvals.

In the implementation of the project, lessons learned from the previous projects will be used both in improving the training materials and the new system. Moreover, further

upgrading of the training materials will also be conducted under the light of lessons learned from the overall project implementation.

4. Indicative Budget (amounts in EUR)

| | | | SOURCES OF FUNDING | | | | | | | | | | |
|----------------------|--------|---------|--------------------|---------------------|------------------|-------|------------------------------|-------|-----------------|-------------------------|--------------|----------------------|-------|
| | | | TOTAL EXP.RE | TOTAL PUBLIC EXP.RE | IPA CONTRIBUTION | | NATIONAL PUBLIC CONTRIBUTION | | | | | PRIVATE CONTRIBUTION | |
| ACTIVITIES | IB (1) | INV (1) | EUR (a)=(b)+(e) | EUR (b)=(c)+(d) | EUR (c) | % (2) | Total EUR (d)=(x)+(y)+(z) | % (2) | Central EUR (x) | Regional/ Local EUR (y) | IFIs EUR (z) | EUR (e) | % (3) |
| Activity 1 | | | | | | | | | | | | | |
| Service Contract | x | – | 1900000 | 1900000 | 1710000 | 90 | 190000 | 10 | 190000 | | | | – |
| Twinning | x | – | 2000000 | 2000000 | 1899840 | 95 | 100160 | 5 | 100160 | | | | |
| Supply | – | x | 1600000 | 1600000 | 1360000 | 85 | 240.000 | 15 | 240000 | | | | |
| TOTAL IB | | | 3900000 | 3900000 | 3609840 | | 290160 | | 290160 | | | | |
| TOTAL INV | | | 1600000 | 1600000 | 1360000 | | 240.000 | | 240.000 | | | | |
| TOTAL PROJECT | | | 5500000 | 5500000 | 4969840 | | 530160 | | 530160 | | | | |

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW USE SEPARATE ROW

Amounts net of VAT

(1) In the Activity row use "X" to identify whether IB or INV

(2) Expressed in % of the **Public** Expenditure (column (b))

(3) Expressed in % of the **Total** Expenditure (column (a))

For Twinning contracts joint co-financing will be provided to cover 5% of the costs of the Twinning contract. Additional parallel co-financing will be provided in order to cover costs of activities not eligible for IPA support in line with the Twinning Manual.

5. Indicative Implementation Schedule (periods broken down per quarter)

| Contracts | Start of Tendering | Signature of contract | Project Completion |
|-------------------|--------------------|-----------------------|--------------------|
| Service Contract | 2Q/2011 | 2Q/2012 | 2Q/2014 |
| Twinning Contract | 2Q/2011 | 2Q/2012 | 2Q/2014 |
| Supply | 3Q/2011 | 3Q/2012 | 3Q/2013 |

All projects should in principle be ready for tendering in the 1ST Quarter following the signature of the FA.

6. Cross cutting issues (where applicable)

6.1 Equal Opportunity

The principle of equal opportunity will be integrated into all stages of the project implementation. The beneficiary respects the rights of equal opportunity of all genders, groups. Both women and men have identical prospects. Nevertheless, all periodical progress review reports and other interim reports will include a specific explanation on measures and policies taken with respect to participation of women and equal opportunity for women and men and will provide measurements of achievement of this goal.

6.2 Environment

Not applicable

6.3 Minorities and Vulnerable Groups

According to the Turkish Constitutional System, the word minority encompasses only group of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. The project will apply the policy of equal opportunities for all groups including vulnerable groups. This project has no negative impact on minority and vulnerable groups on the contrary the project will contribute positively to the prison life.

6.4 Civil Society

Ministry of Justice started the prison reform activities on 1994. Since that time a number of national and international projects have been completed with the support of Non-Governmental Organisations. Still there are lots of ongoing projects especially related with the

juveniles and female offenders. Ministry of Justice seeks the support of NGO's not only for the prison system but also for the probation services. Prisoners are supported through the enforcement process and after the release. Also staff receive support from NGO's in the means of training programs.

The idea behind this project fiche was formed with consultation of "Yeniden Sağlık ve Eğitim Derneği" and Middle East Technical University, Department of Psychology that worked with MoJ in the previous projects. The project fiche was consulted with Ankara Bar Association, Ankara Monitoring Board, Istanbul University University of Forensic Medicine Institute. During project activities, support from these and other institutions will continue. Especially classification, tool development, job analysis, manual development and material preparation activities will be done in cooperation with civil society.

ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme

ANNEX I: Logical framework matrix in standard format

| | | | | |
|---|---|--|--|--|
| LOGFRAME PLANNING MATRIX FOR Project Fiche | Programme name and number PIS 39 and PIS 44 | | | |
| Improved Enforcement Services in Prisons | Contracting period expires 2 years after the signature of the Financing Agreement | Disbursement period expires 3 years after the last day of the contracting deadline | | |
| | Total budget : 5.500.000 € | IPA Budget: 4.969.840 € | | |

| Overall objective | Objectively verifiable indicators | Sources of Verification | |
|---|---|---|---|
| Penitentiary system in Turkey fully in line with international and European prison standards. | Acknowledgement by the European Commission. | Evaluation of the EU Regular Report on Turkey's progress towards accession. Evaluation of the progress in the implementation of the Turkish National Programme for the adoption of the Acquis. | |
| Project purpose | Objectively verifiable indicators | Sources of Verification | Assumptions |
| Well-defined, standardized and structured enforcement | A written classification system for different crime types was | - EC Regular Reports - Statistical Data of the General | Continued political commitment of Turkish |

| | | | |
|---|---|---|---|
| <p>service, including a fully functional system to ensure rehabilitation, treatment and successful reintegration of prisoners coming from different criminological backgrounds and prison staff performing in line with European standards.</p> | <p>developed by the end 2014.</p> <ul style="list-style-type: none"> - A specified rehabilitation system developed for each sub-crime type by the end of 2014. - Target group-focused and problem- focused training curriculum developed for the staff working with different criminal groups. - The establishment of e-learning system in staff training. | <p>Directorate of Prisons and Detention Houses of the Republic of Turkey</p> <ul style="list-style-type: none"> - Monitoring Reports - Progress Reports <ul style="list-style-type: none"> <input type="checkbox"/> MCDDA Annual Reports <input type="checkbox"/> PT reports | <p>Government to make a progress for prisons and detention conditions in line with European standards</p> |
|---|---|---|---|

| Results | Objectively verifiable indicators | Sources of Verification | Assumptions |
|--------------------------------|--|--------------------------------|---------------------------------|
| 1.High degree of efficiency of | Attendance rates of prisoners to | - EC Regular Reports | Effective and efficient RTA and |

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|-------------------|--------------|--------------|--|
| | | | |
| Activities | Means | Costs | |

| | | |
|---|-----------------------------|------------------------------|
| <p><u>1.To classify the offenders according to their criminal motives, to develop a risk assessment tool and individual focused intervention programs accordingly</u></p> | <p>Technical Assistance</p> | <p>1.900.000 Euro</p> |
| | <p>Twinning</p> | <p>2.000.000 Euro</p> |
| <p>1.1. Two study visits will be organized for relevant staff to EU member states to observe best practices.</p> <p>1.2. A quantitative research will be designed by an expert team composed of short term experts. After the preparation of the questionnaire, a research team will be trained by this expert team to conduct the study to 20 000 prisoners to classify the criminal behaviors and motives. This research team will include 70 MoJ staff including prison officers and administrative staff coming from different backgrounds (psychology,</p> | <p>Supply</p> | <p>1.600.000 Euro</p> |

social work, education, administration). Subtypes of all criminal activities will be defined with these results of this research.

1.3. A risk assessment system with a sample of 20 000 prisoners will be established by the mentioned expert team after the completion of activity 3.4.1.2. Evaluation of the risk levels of different kinds of criminal groups will be done taking the criminal motives into account. The “personality” effect on the criminal behaviors and the level of risk will be determined with the use of Personality Inventories.

1.4. A multiphasic, comprehensive and rapid assessment tool will be developed for the topics mentioned. This assessment tool will be sufficient for the use of all levels of prison staff.

1.5. Individual-tailored intervention programs and activity contents will be developed according to the data gathered by the project expert team.

1.6. Training of the trainers on these programs will be implemented to 30 trainers.

1.7. For the dissemination of the newly introduced programs a total sum of 700 psycho-social service staff and teachers will be trained by the MoJ trainers.

2.To develop training programs for the standard operational facilities in prisons after the completion of a job analysis

2.1. For overall standardization between different types of prisons (A1, A2, B, C, K1, F, L, T etc.) operational standards for all kinds of services rendered in prisons will be defined via job analysis and job descriptions for different levels of prison staff.

2.2. Training programs for operational standards will be developed accordingly.

2.3. Training manuals and materials will be prepared.

2.4. Staff manuals will be prepared to help them for easily adopting to the job descriptions.

2.5. Training of the trainers will be implemented to 50 trainers.

2.6. For the dissemination of the newly introduced job descriptions 1000 staff will be trained.

3. To design curriculum for specialized staff working with different groups of offenders (females, males, foreigners etc.) to enhance the newly structured operational standards.

3.1. Two study visits will be organized for relevant staff to understand the methods used in Member States for the specialization of implementation of the trainings and materials.

3.2. To support the previously set operational standards, specialized training curriculum will be prepared for every group of staff working with different kinds of inmates (female, male, foreigner).

3.3. Training manuals and materials for these special groups will be prepared.

3.4. Staff manuals for working with these sub-groups will be prepared.

3.5. Training of the trainers on these topics will be implemented to 30 trainers.

3.6. Afterwards cascade trainings will be implemented to 1000 staff.

4. To establish a distance learning system

4.1. Two study visits will be organized for relevant staff to Member States to observe best practices of e-learning.

4.2. A distance (e-learning) training system will be developed

by the establishment of a centralized unit in General Directorate. This system will be fully integrated with National Judiciary Informatics System (UYAP) and will be established in cooperation with Department of Information Technologies of Ministry of Justice. The centralized unit will be primarily responsible for the update and revision of materials and controlling the implementation of the trainings in prisons. UYAP will serve as learning management system which is the basic component of e-learning systems. So no additional learning management system software is needed. With the new system, synchronized and asynchronized training programs will be run through virtual classroom softwares. With these virtual classroom trainings, all participants in the pilot labs will receive the same training

simultaneously. All participants and the trainer will be able to see and communicate with each other. This recordable visual based training system will be supported with web-based examination/assessment system and integrated question pool.

4.3. 10 staff who are already recruited in the centralized unit of distance learning in GD will be trained under twinning contract.

4.4. Pilot trainings will be implemented thru smart class labs that will be established in 30 prisons under supply contract. The pilot prisons will be selected in 7 different geographical regions of Turkey, where understaffing due to trainings (in Prison Staff Training Centers) was proven to cause a problem in the adoption of communal activities. The content of the materials will be developed under twinning contract, whereas the conversion of these material into software will be achieved via

supply contract.

4.5. Both the existing training materials of Prison Staff Training Centers and new curricula produced within this project will be adapted to e-learning modules by short term experts under twinning contract and staff training center trainers.

4.6. Simulation techniques and three-dimensional animations will be developed for these modules under supply contract.

ANNEX II: amounts (in €) Contracted and disbursed by quarter for the project (IPA contribution only)

| Contracted | 2Q/2012 | 3Q/2012 | 4Q/2012 | 1Q/2013 | 2Q/2013 | 3Q/2013 | 4Q/2013 | 1Q/2014 | 2Q/2014 | Total |
|------------------|-----------|-----------|---------|---------|---------|---------|---------|---------|---------|-----------|
| Service Contract | 1758640 | | | | | | | | | 1758640 |
| Twinning | 1851200 | | | | | | | | | 1851200 |
| Supply | | 1.360.000 | | | | | | | | 1.360.000 |
| Cumulated | 3.60.9840 | 4969840 | 4969840 | 4969840 | 4969840 | 4969840 | 4969840 | 4969840 | 4969840 | 4969840 |
| Disbursed | | | | | | | | | | |
| Service Contract | 527592 | | 351728 | | 351728 | | 351728 | | 175864 | 1758640 |
| Twinning | 833040 | | | | 833040 | | | | 185120 | 1851200 |
| Supply | | 816.000 | | | | 544.000 | | | | 1.360.000 |
| Cumulated | 1360632 | 2176632 | 2528360 | 2528360 | 3713128 | 4257128 | 4608856 | 4608856 | 4969840 | 4969840 |

