

**RAPID ASSESSMENT OF CORRECTIONAL SERVICES PROGRAMMES
UNDER THE NORWAY GRANTS 2009-2014**

Assessment Report

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EXPERT TEAM

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This Report has been prepared as a result of an independent assessment by INBAS GmbH, commissioned by the Financial Mechanism Office of the EEA and Norway Grants. Responsibility for the contents and presentation of findings, conclusions and recommendations rests with the Assessment Team. The views and opinions expressed in the Report are those of the author(s) and do not necessarily correspond with those of the Financial Mechanism Office.

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ACRONYMS

CoE	Council of Europe
CPT	European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT)
DPP	Donor Programme Partner
ECHR	European Court of Human Rights
EM	Electronic Monitoring
ESF	European Social Fund
FMO	Financial Mechanism Office
GDES	General Directorate for Execution of Sentences (Bulgaria)
GPS	Global Positioning System
HWH	Halfway House
IDF	Investigation Detention Facility (Bulgaria)
KDI	Directorate of Norwegian Correctional Service
KRUS	Correctional Service of Norway Staff Academy
NAP	National Administration of Penitentiaries (Romania)
PDP	Pre-Defined Project
PMS	Probation and Mediation Service (Czech Republic)

EXECUTIVE SUMMARY

This assessment is designed to summarise the achievements made by the Norway Grants Programme in the 2009-2014 funding period in the area of corrections in six countries: **Bulgaria, Czech Republic, Latvia, Lithuania, Poland and Romania**. The assessment was carried out between July and September 2019 and involved analysis of documentation relating to each country programme, interviews with key stakeholders and visits to a sample of project sites. As a legacy from the communist period, these countries have inherited high rates of imprisonment, lack of community-based sanctions, inadequate and overcrowded prisons and poorly trained staff.¹ Underpinning these problems has been a historical priority attached to punishment and security rather than rehabilitation. Norway grants have sought to address these shortcomings through measures designed to develop infrastructure, improve programmes of work and bring about policy and cultural change. The main modality of support was through pre-defined projects which accounted for all the projects in the Czech Republic, Latvia, Poland and Romania. In Bulgaria, 19 small grants were made; and Lithuania implemented one open call project.

The assessment documents these measures and the outcomes they have produced; identifies how well they are being sustained; and consider broader benefits which have resulted in terms of policy and practice. The Directorate of Norwegian Correctional Service (KDI) was involved as a Donor Programme Partner in 4 (out of 6) programmes (Latvia, Lithuania, Romania and Poland) and partner (with observer status) in the other 2 programmes (Bulgaria and the Czech Republic).

MAIN FINDINGS

The main findings of the assessment are summarised in relation to the 12 questions contained in the terms of reference.

Findings on the Impact of the Programme

1. *Which effects has the rehabilitation of prison infrastructure had on the quality of life for prisoners? Which effects has it had on overcrowding?*

Significant improvements to material conditions have been made in 78 pre-trial detention centres in Bulgaria, Latvia and Romania which as a result of renovation and/or new equipment now largely meet European standards in respect of space, ventilation, light, exercise and visits. The Council of Europe's Committee for the Prevention of Torture (CPT) has said that comparing Latvia's new centres to old establishments seen during previous visits is "like comparing day and night."²

¹ The Commentary to the 2006 European Prison rules say that "In some countries, particularly in eastern Europe, training for junior prison staff is still linked very closely with that of the police and often concentrates on military matters such as drilling and use of weapons." <https://rm.coe.int/european-prison-rules-978-92-871-5982-3/16806ab9ae> page 114

² Report to the Latvian Government on the visit to Latvia carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 12 to 22 April 2016 <https://rm.coe.int/pdf/168072ce4f>

In prison establishments renovated living accommodation has reduced overcrowding for 1,876 prisoners in Bulgaria, Latvia, Lithuania and Romania. Basic and healthcare needs are better met inter alia through a new kitchen at Bulgaria's Burgas prison, improved medical facilities in Lithuania and family friendly visits areas in 178 Polish prisons. A new school at Lithuania's Juvenile Remand facility offers significantly better opportunities for up to 70 young people to learn. Previously, teaching was provided through the cell door or through inadequate "self-learning" and "home learning" models. Renovated infrastructure at Kurim in the Czech Republic allows for the first time, young adults aged 18-26 to be accommodated separately from more experienced adult prisoners; at Bacau in Romania new facilities have been created for educational and social activities. New halls constructed in three other Czech prisons have added much needed space for 300 prisoners to undertake training, paid work and other activities. Romania's eco reintegration project, built according to traditional and environmentally sound principles, provides five halls for innovative vocational training and scope for possible expansion into an open residential facility.

2. Which effects have the new services provided through Norway Grants-funded programmes had on prisoners? In particular, which effects have the services had on prisoners from vulnerable groups? How appropriate were the modalities used to target Roma?

Regimes and services have been developed to offer vocational training, treatment for addiction and preparation for release. Vocational training programmes have been delivered to well over 2,000 prisoners in Bulgaria, the Czech Republic, Poland and Romania, but no hard data is available about the extent to which this has led to paid employment either within the prison setting or after release. Latvia and Lithuania have adopted therapeutic community approaches to drug addiction based on a treatment rather than punishment philosophy. A Latvian prisoner at the centre told the assessment team that "in other prisons you are an animal, here you are human". Lithuania's halfway houses have added an important new element to the penal system which makes successful transition from prison to the community much more likely for 80 low risk prisoners but apart from three small grants in Bulgaria and the Romanian Delta project, few other projects have focussed on meeting the reintegration needs of prisoners immediately before and after release.

Specific measures aimed at assisting women in prison have been introduced in Bulgaria, Czech Republic, Lithuania, Poland and Romania. Most innovative is the Lithuanian Mother and Baby Home which aims to improve resocialisation of sentenced mothers. While it is too early to measure impact, there is no doubt that the project provides improved conditions and opportunities for rehabilitation of convicted mothers. The therapeutic community at Romania's Gherla prison has developed assessment tools and clinical protocols for women with mental health problems and a specialised personal optimisation programme.

Projects targeting Roma in Bulgaria and Romania have tended to adopt the "explicit but not exclusive approach" which focusses on Roma people without excluding other vulnerable and disadvantaged groups in prison. Some successes are reported, such as Bulgarian projects on sexual health promotion and post release support for young prisoners. Romania's Roma mentoring programme has successfully used a more targeted approach in the community. Further work is needed both to identify and sustain practical measures which are needed to

improve outcomes for Roma in prison and probation services and to address discriminatory staff attitudes to Roma where these exist.

3. To what extent have the training curricula developed by Norway Grants-funded programmes been used during and after programme implementation? Which effects have the trainings provided to correctional services staff had on staff and prisoners?

Professional training provided to a wide range of prison staff (including guards, psychologists and social workers) has generally been highly valued in all six countries, particularly on practical topics of relevance to day to day work. Courses have included first aid and escorting duties, specific treatment programmes for particular types of prisoner (drug addicts, violent offenders, the mentally ill), human rights and new approaches such as dynamic security. Professional training projects have involved more than 20,000 participants and have been integrated into the institutions responsible for staff training in the Czech Republic, Lithuania, Poland and Romania. It is not clear how much the staff training courses developed by small grants in Bulgaria have continued after programme implementation and Latvia is lacking a training college to coordinate activities although one is planned.

4. To which degree have the programmes strengthened the use of alternatives to prison/non-custodial sentences?

Alternatives to prison have been supported through the development of Electronic Monitoring (EM) in Bulgaria, Latvia and Lithuania; improvements to office space and headquarters functions in Bulgaria and Romania; the creation of new intervention programmes for use with offenders in the Czech Republic and Romania; and the enhancement of professional skills for probation staff and other key stakeholders in all six countries. After piloting in Bulgaria, EM has been unavailable for three years because the rental period of the equipment expired in 2016. It has restarted in 2019 after new equipment was purchased. In Latvia, while EM has been successful, the numbers of cases are lower than anticipated in part because of strict selection criteria. Lithuania's project has provided a sound basis for expansion. Trends in the number of cases subject to probation supervision have varied since 2010 with a seven-fold increase in Romania, a small rise in Lithuania, a rise then stability in the Czech Republic and falls in Bulgaria and Latvia. Data for Poland is not available. More detailed analysis is needed to establish the extent to which probation services are successfully diverting offenders from prison or "widening the net" by supervising low level cases otherwise dealt with by fines and other non-custodial penalties.

5. How effective have the new/pilot systems of detention been in enhancing the reintegration of convicted persons?

6. Which measures supported through Norway Grants have been most effective in rehabilitating and reintegrating criminal offenders, especially those from vulnerable groups?

7. Which measures supported/introduced by Grants-funded programmes have been most effective in preventing recidivism?

None of the countries were able to provide hard data about reintegration or re-offending rates of prisoners in general let alone those participating in particular measures or projects. This is a major lesson which needs to be addressed in future programming.

Analysis conducted for the assessment suggests that

- a) Completion rates at the Lithuanian Mother and Baby Home are 100%. No women have been returned to the main prison for violation of the rules.
- b) Completion rates at Lithuanian Halfway Houses are above 90% with 7 out of 97 residents returned to closed conditions
- c) Completion rates for prisoners at therapeutic communities are between 34% (Olaine AC in Latvia) and 44% (Lithuania Therapeutic community). In the case of Olaine, this is in spite of a careful selection process which at the time of the assessment saw the centre operating at 25% capacity.
- d) Rates of return to prison after release from Kurim Young Offender Unit in the Czech Republic have been about 25%. The rate for this age group has been 50% but it is not clear over what follow up period.
- e) Completion rates for conditionally released prisoners subject to Electronic Monitoring in Latvia have been 93% with 16 out of 238 returned to prison.

Findings on Sustainability

8. To what extent have the new/piloted measures been replicated outside of the supported facilities and institutions?

Replication has varied. Bulgaria has embarked on a substantial overhaul of prison infrastructure which builds on the work undertaken with Norway grants. Lithuania's plans to extend cell type accommodation appear to have stalled although state funds have been used to extend the capacity of the Vilnius Halfway House. Probation services have expanded in all countries and measures have been taken to ensure professional training for staff in both prisons and probation is sustained through training institutes, particularly in the Czech Republic, Lithuania, Poland and Romania.

9. To what extent has the correctional/justice policy of the Beneficiary States been influenced? Which policy changes can be (partially) attributed to the Grants-funded programmes?

The size of the prison population has reduced since 2010 in all of the countries apart from the Czech Republic which has seen a small rise. Trends in the caseload of probation services have shown a less clear pattern. Bulgaria has reported that as a result of Norway grants "a notable public effect has been achieved with the issue of the inadequate material conditions now permanently on the agenda of the Bulgarian institutions." There and in Romania, it is likely that cases in the European Court of Human Rights and reports of the CPT have played a more significant role, but the availability of Norway grants may have helped to sustain the policy of improving prison conditions.

10. To what extent have the policy changes spurred by the programmes triggered attitudinal changes regarding prisoner rehabilitation and reintegration among high-level administration staff in Beneficiary States?

Senior prison staff in all six countries interviewed during the assessment have expressed support for the values underpinning Norway grants such as the desirability of a reduced prison population, stronger community-based measures, a more flexible approach to allocation and categorisation of prisoners, more positive regimes and services in prison, better preparation for release and a prison culture based on dynamic security. In Romania interest has been shown in the human ecology approach used at Norway's Bastøy Prison and the first open prison in the Czech Republic has been similarly inspired.

Findings on Bilateral cooperation

11. Which effects have bilateral partnerships at programme and project level had on the quality of the programmes/projects?

Norwegian involvement has been particularly valuable in the development of halfway houses in Lithuania where a twinning arrangement was made with Oslo's Sandaker HWH; the training of staff at the Olaine Addiction Centre in Latvia; the work of the Norwegian Staff Training Academy KRUS in partnering with their equivalents particularly in Poland and Romania; and the input of the Norwegian Probation service into developments in Romania, Latvia and the Czech Republic.

The Council of Europe has played important roles in providing advice on technical specifications for construction projects in Romania and Bulgaria and in monitoring the projects tackling Roma exclusion. Its work in the Czech Republic was less impactful.

12. How would the programmes and projects have been developed / implemented if bilateral partnerships had not existed (counterfactual effect)?

Bilateral cooperation, particularly with Norwegian institutions has provided inspiration, support for policy and practice change, educational content in terms of models and programmes and connections with relevant organisations and agencies. While some of the more straightforward infrastructure improvements might have been made without input from Norway and CoE, new regimes and services for prisoners, alternatives to custody and professional training of staff could not have been developed and implemented to the extent that they were without the involvement of partners.

LESSONS LEARNED AND RECOMMENDATIONS

Based on its findings, the assessment has identified the following ten lessons on specific issues and makes respective recommendations for future programming based on its findings:

Lesson 1: Beneficiary countries collect almost no hard data about the impact of projects on recidivism and resocialisation making evaluation very difficult.

Recommendation 1: The Financial Mechanism Office (FMO) should require beneficiary countries to collect information about longer term impacts of grant funded projects and programmes on the prisoners and others who participate in them.

Lesson 2: Funds have been used to improve places of detention run by the police in Romania. Their use for remand prisoners – however good the conditions - are considered inappropriate by the CPT.

Recommendation 2: FMO should consider ways of encouraging beneficiary states to fully implement recommendations of the CPT if they obtain grant funding.

Lesson 3: The numbers of prisoners benefitting from the Olaine Addiction Centre's activities has so far been very much lower than anticipated. While this may reflect a cautious approach to the selection of candidates for treatment, there may be a lesson on how level of need for services is projected.

Recommendation 3: FMO should ensure that estimates of the scale of likely occupancy of and involvement in projects are based on sound analysis so that funds are not wasted on unused capacity.

Lesson 4: At Bulgaria's Debelts Prison hostel there are inadequate opportunities for work and training and at Lithuania's Central Prison Hospital, there are no rooms for group work or activities for psychiatric patients. These represent missed opportunities in two major construction projects.

Recommendation 4: FMO should consider ways of ensuring that hard infrastructure projects they fund balance appropriately the needs for security and rehabilitation activities.

Lesson 5: This assessment found little evidence that the effects of psychological treatment programmes were evaluated so it is not possible to know whether they are effective or not in reducing re-offending.

Recommendation 5: FMO should consider requiring the impact of psychological treatment programmes for offenders to be subject to evaluation to ensure they are effective and build a body of evidence for future developments.

Lesson 6: Given the large investment in staff training, there is little evidence collected about its impact and sustainability beyond feedback forms completed immediately after a course.

Recommendation 6: Project promoters should be required to collect evidence about the results of staff training.

Lesson 7: The assessment found some interesting projects on tackling Roma exclusion. In Bulgaria one of the funded projects found a consensus amongst offenders that staff held

discriminatory attitudes toward Roma groups, and this was also apparent in semi-structured interviews with staff conducted during this assessment. Moreover, there is a lack of clarity about the kind of measures most likely to improve outcomes for Roma prisoners.

Recommendation 7: FMO should ensure that research is undertaken by beneficiary states into the best approaches to combatting Roma exclusion in the corrections field by identifying measures which improve outcomes for Roma prisoners and people under probation supervision.

Lesson 8: DPPs were not involved in the programme design stage, so were unable to offer advice until after project funding was agreed.

Recommendation 8: FMO needs to ensure that the roles of DPPs are properly understood and agreed in a timely way; and identify and review the specific contributions that they are making.

Lesson 9: This assessment has found little work undertaken with prisoners after release although support after release is known to be crucial in preventing recidivism and a return to prison.

Recommendation 9: Specific consideration should be given to directing a greater proportion of funds at efforts to support prisoners after release from prison.

Lesson 10: While the programmes in four countries were entitled “Correctional Services including non-custodial sanctions”, in Latvia the programme was called “Reform of the Latvian Correctional services and Police Detention Centres” and in the Czech Republic “Judicial Capacity-building Cooperation and Correctional Services, including Non-custodial Sanctions”. This variation suggests a lack of clarity about the range of services eligible for funding under Programme Area 32 Correctional services.

Recommendation 10: Future programming should be clear about its scope and beneficiary states should be encouraged to undertake a comprehensive needs analysis with academic input to identify priority areas for funding.

1 INTRODUCTION

In the 2009-2014 funding period, under programme area 32 Correctional Services, including Non-custodial Sanctions, Norway Grants supported correctional services programmes in Bulgaria, Czech Republic, Latvia, Lithuania, Poland and Romania. 51 projects were funded in total.

Table 1: Projects funded under Programme Area 32

Beneficiary State	Programme	Number of projects	Pre-Defined Projects	Other	Project Grant (Euros) ³
Bulgaria	BG15	22	3	19	9,032,295
Czech Republic	CZ15	7	7	0	3,971,690
Latvia	LV08	3	3	0	13,752,752
Lithuania	LT14	6	5	1	7,578,828
Poland	PL17	7	7	0	12,127,152
Romania	RO23	6	6	0	7,160,534
Total		51	31	20	53,623,251

Table 1 shows that the main modality of support was through pre-defined projects which accounted for all the projects in the Czech Republic, Latvia, Poland and Romania. In Bulgaria, 19 small grants were made; and Lithuania implemented one open call project.

The assessment is summative in nature. Its objectives are to:

- Document and assess the impact of the correctional services programmes/projects funded by Norway Grants;
- Assess the level of sustainability and the degree to which the funded measures have been scaled up or replicated in the Beneficiary States;
- Assess the added value of bilateral cooperation.

Methodology of the Assessment

The assessment has been conducted with a 'grounded theory' methodology which is not limited to testing specified hypotheses, but also seeks to immerse itself in the field being researched, and then to build conclusions from this in-depth exposure. The focus has been on using mixed methods to address the 12 specific questions included in the ToR's plus one additional issue - the role of technology. The assessment took place between July and September 2019, with field visits in July in Romania, in August in Latvia, Lithuania, Czech Republic and in September in Poland and Bulgaria

The main sources of data have been:

³ Figures taken from each country's Final Programme Report Annex 1 Project List

- a) Quantitative and qualitative information from the programme operators about the reported impact of the projects, their sustainability and the role played by bilateral partners.
- b) Semi structured interviews/ surveys/ focus groups with programme operators, staff, prisoners and stakeholders.
- c) Visits to a sample of sites in each country, selected in order to provide a balanced portfolio of the funded activity and to study in depth projects, which are likely to be used as case studies/ stories.
- d) Semi structured interviews with informed national experts about the wider impact of the programme on compliance of correctional services with human rights standards, the effectiveness of prison and probation services and the impacts on vulnerable groups.
- e) Telephone/email interviews with representatives from the Donor Programme Partners.
- f) Analysis of secondary data in the form of existing evaluations, reports of the Committee for the Prevention of Torture (CPT) and other relevant sources.

The mixed methods and sources of data have enabled a process of triangulation which ensure that the conclusions drawn from the assessment have validity.

The structure of the report is as follows:

Section 2 assesses the impact of the programme on a) prisons, b) community-based measures, c) resources and d) other areas.

Section 3 looks at the sustainability of the projects funded by the grants and **section 4** discusses the value of bilateral cooperation.

The report concludes with lessons learned and recommendations for future programming in **section 5**.

In addition there are four annexes:

- ❖ Annex A contains six country reports providing more detailed information about the impact and sustainability of the grants.
- ❖ Annex B comprises ten stories about innovative projects funded by the programme.
- ❖ Annex C includes methodological information about the assessment.
- ❖ Annex D are the Terms of Reference.

2 FINDINGS ON THE IMPACT OF THE PROGRAMME

This chapter describes the various impacts of the Programme, including the effects on prisoners' quality of life, particularly vulnerable prisoners; (Q1-Q2); the effects of training on staff and prisoners; (Q3); the impact of alternatives to prison; (Q4-5); and the development of new models of imprisonment and their success. (Q6-7).

2.1 Prisons and Places of Detention

2.1.1 Infrastructure Improvements and Prison Conditions

Infrastructure improvements have been undertaken in all six of the countries. The Projects and main results are listed in Table 2.

Table 2: Infrastructure Projects and results

Country	Project	Main Results
Bulgaria	BG150002 Improving standards in prisons and investigative detention facilities (IDF) by refurbishment of infrastructure to ensure respect for human rights	<ul style="list-style-type: none"> • Reconstruction works in the prisons at Burgas, Varna, Pleven, Lovech, Sliven, Atlant and Stara Zagora. • Refurbishment and opening of Shumen IDF • Refurbishment and opening of Prison Hostels at Debelt (satellite of Burgas) and Razdelna (satellite of Varna)
Czech Republic	CZ15-0004 Increasing the effectiveness of preparation of prisoners before release from Nove Sedlo Prison	<ul style="list-style-type: none"> • Boiler house converted into a training centre where 100 prisoners per year can take part in education and work activities • New premises equipped with tools for carpentry and gardening, consumer electronics, IT equipment, etc.
	CZ15-0005 Increasing the effectiveness of preparation of female prisoners before release from Opava Prison	<ul style="list-style-type: none"> • Facilities created for education and employment of 109 imprisoned women. • Premises equipped with necessary furniture and IT technology.
	CZ15-0006 Construction of a production and educational hall for retraining courses for prisoners before their release in Pribram Prison	<ul style="list-style-type: none"> • New hall constructed to accommodate vocational training and employment opportunities for 110 prisoners. • Premises furnished with IT, consumer electronics, home appliances, kitchen equipment, workshop equipment.
	CZ15-0007 Increased effectiveness in treating young inmates in Kurim Prison	<ul style="list-style-type: none"> • One-storey superstructure of an existing building constructed to hold 32 young prisoners aged 18-26 separately from older criminals. • Unit comprises 8 bedrooms, shared bathroom, cleaning room, therapeutic room, self-service room (washing, cooking), culture room and separate walking court.

Latvia	LV08-0002 New unit at Olaine prison, including construction and training of staff	<ul style="list-style-type: none"> • Therapeutic Community for 192 prisoners with addiction problems constructed to a high standard • 8 x 24 bed living units plus communal facilities
	LV08-0003 Improving the standard of Latvian State police detention centres	<ul style="list-style-type: none"> • 21 Police Detention Centres Renovated (10 short-term detention centres and 11 temporary holding centres) • 5 Police Detention Centres Equipped • Exercise yards are enlarged according to CPT standards
Lithuania	LT14-0002 Preconditions for Decreasing Recidivism Rates of Inmates Serving their Sentences in Closed Prison Nr. 3 of Pravieniskes Created	<ul style="list-style-type: none"> • 3 dormitory type buildings reconstructed into cell type premises providing accommodation for 360 prisoners in 2-4 bed cells replacing 20 bed dormitories • External perimeter security reorganised using new technology to replace guards in watch towers.
	LT14-0003 Improved Conditions for Inmates of Vulnerable Groups in Prison (Improved Health Care Services, Reduced Accessibility of Psychoactive Drugs for Addicted Inmates and Create Necessary Conditions for Re-socialization of Female Inmates with Children)	<ul style="list-style-type: none"> • Reconstruction of prison hospital in Pravieniskes providing 90 hospital beds in the Internal diseases and Psychiatric divisions. • 81 items of medical equipment installed • Rehabilitation unit for 30 drug addicted inmates constructed in Pravieniskes Closed Prison No. 2 • House outside the prison purchased and equipped for 5 women with children
	LT14-0004 Improving Competences Both of Inmates and Prison Staff	<ul style="list-style-type: none"> • Secondary school for 70 young people established and equipped at Kaunas Juvenile Remand Prison
	LT14-0005 Reduced Number of Inmates in Prisons of High Security by Establishing 4 New Open Prisons	<ul style="list-style-type: none"> • 4 new Halfway Houses created for 80 prisoners in Alytus, Marijampole, Vilnius and Pravieniskes through conversion of existing buildings
	Poland	PL17-0001 Implementation of training programmes raising social and professional competences of convicts and creation of conditions sustaining the convicts' family bonds for the purpose of raising the effectiveness of their return to the society after the completion of the

	term	
Romania	RO23-0002 Establishing a therapeutic community centre for women in Gherla Prison	<ul style="list-style-type: none"> • Therapeutic community centre for 60 women prisoners constructed and equipped
	RO23-0003 Strengthening the capacity of the Bacau prison for minors and youngsters to comply with the relevant international human rights instruments	<ul style="list-style-type: none"> • 200 detention places observing minimum CPT standard of 4 sqm per detainee renovated and equipped at Bacau Prison; • Self-care centres for 19 young prisoners set up through renovations and endowments at Craiova and Tichilesti Detention Centres
	RO23-0004 Strengthening the capacity of the pre-trial detention system to comply with the relevant international human rights instruments	<ul style="list-style-type: none"> • 51 pre-trial police detention centres with a capacity of 1382 persons equipped with ventilation systems, air-conditioning installations for vehicles carrying people deprived of liberty, video surveillance systems, windows fitted with safety systems, electrical switches with potentiometer, beds and mattresses, secured glass and audio system, sports equipment, etc.).
	RO23-0006 Setting up an eco-reintegration mechanism for inmates	<ul style="list-style-type: none"> • 5 eco-houses were built at Tataru in the Danube Delta by prisoners trained in eco-construction, using eco-raw materials (e.g. reed, earth, straw, wood)

Infrastructure has been rehabilitated two main types of establishment; **detention centres** which hold persons under arrest and investigation in Bulgaria, Latvia and Romania; and **prison facilities**, which accommodate pre-trial detainees and convicted persons serving sentences in all six countries.

2.1.1.1 Detention Facilities

Quality of life for detainees has been improved in one detention centre in Bulgaria, 26 in Latvia and 51 in Romania.

In **Bulgaria**, the assessment team visited Shumen Investigation Detention Facility a 57-place unit which has replaced a centre comprising small often overcrowded cells, some of which were underground and had no toilet. Between 2010 and 2019, 22 complaints were made about conditions in the old centre all of which were upheld. In 2012 a petition against bad living conditions was signed by all prisoners (at that time 40) to the Ministry of Justice. There have been no complaints about the new centre.⁴

⁴ Data from GDES

The new centre's cells are large enough to accommodate either two or three detainees. They provide basic but decent accommodation, well ventilated and lit. Prisoners can bring their own televisions. Cells are designated for foreigners, women and juveniles.

There is a small exercise yard to which prisoners have access for at least an hour per day and an area for showers. There is a well-equipped medical room, a few books available for detainees and an area for visits by legal advisers and family members. All visits from families are "closed" with communication through a telephone and no physical contact permitted.⁵

In **Latvia**, 21 Police Detention Centres have been renovated and equipped and equipment (such as closed-circuit television cameras and new furniture) provided in a further five centres. The assessment team inspected the changes that have been made at Ogre Police Station, outside Riga. This is one of 43 police stations in Latvia each of which contains cells for temporary confinement of suspects for up to four hours and 19 of which – including Ogre – contain short term detention facilities where people under arrest can be detained for up to 10 days.

In the Centre at Ogre, quality of life has been improved by through improved ventilation and lighting in cells; increased space with more than 6 sq. m for single cells; better sanitation facilities; new beds, mattresses and other furniture in cells. Improvements to staff quarters have also been made which contributes to the overall quality of life in the institution.

The police informed the assessment team that there were few complaints about conditions in renovated facilities. Indeed, there has been a reduction in the rate of uncompleted administrative arrests. Persons facing arrest are less likely to go into hiding to avoid detention because the conditions they will face have been improved.

The Council of Europe's Committee for the Prevention of Torture (CPT) has visited three of the centres renovated in large part with Norway grants at Cesis, Gulbene, Aizkraukle and found "material conditions of a generally good standard; indeed, comparing them with several old establishments seen during previous visits is like comparing day and night".⁶ In the 2016 report the national Ombudsman acknowledged the significant positive improvements of accommodation achieved by renovation⁷.

In **Romania**, 51 pretrial detention centres run by the police have been renovated across the country. The assessment team inspected the changes that have been made at one of Bucharest's 11 centres under RO23-0004. It is run by the Ministry of Interior (MOI) and holds arrested persons for a maximum period of 180 days although the MOI informed the assessment team that the average period is 60 days.

⁵ The CPT has recommended that "open" visiting arrangements should be the rule and "closed" ones the exception, for all legal categories of prisoners.⁵

⁶ Report to the Latvian Government on the visit to Latvia carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 12 to 22 April 2016 <https://rm.coe.int/pdf/168072ce4f>

⁷ Ombudsman of the Republic of Latvia (2017). Annual report of Ombudsmen of the Republic of Latvia in 2016. (in Latvian), p.110.

http://www.tiesibsargs.lv/uploads/content/lapas/tiesibsarga_2016_gada_zinojums_1489647331.pdf

Quality of life has been improved through better ventilation in the cells and the introduction of air conditioning; new beds, mattresses and other furniture in cells and better sanitation facilities including lockable doors to toilets. Visits areas have been refurbished allowing for face to face and telephone contact. The police informed the assessment team that the latter was the norm.

The CPT has visited ten of the centres renovated in large part with Norway grants in Bucharest and in the counties of Bacau, Bistrita and Nasaud, Cluj, Galati and Iasi. The CPT found *“conditions of detention ... were adequate in terms of state of repair and hygienic conditions for short periods of detention.”* The police told the assessment team that in 2019 there had been no complaints in the Bucharest Central Centre about conditions.⁸

FINDING 1: Very substantial improvements have been made to the quality of life for detainees in 78 pre-trial detention centres in Bulgaria, Latvia and Romania which now largely meet European standards. There is no opportunity for open visits to detainees in Bulgaria’s Shumen IDF; the responsibility of the police for detention centres in Romania is however inappropriate.

2.1.1.2 Prison Establishments

Improvements to prison infrastructure have brought about impact in three main areas: a) by reducing overcrowding b) by better meeting the basic needs of prisoners and c) by increasing prisoners; opportunities for education, training and work.

a) Reducing Overcrowding

Chart 1 shows how between 2014 and 2018 the number of prisoners per 100 places fell in Bulgaria, Latvia, Lithuania and Poland; and grew in the Czech Republic and Romania. Direct efforts to reduce overcrowding through infrastructure development have been made in Bulgaria, Latvia, Lithuania and Romania. The apparent rise in overcrowding in Romania results from changes in the way that suitable accommodation is measured.⁹

⁸ Notwithstanding the improvements, the CPT has made clear that it is “unacceptable for the police authorities to continue to hold detainees for months on end”.⁸ There is a question therefore about whether Norway grants should be used to maintain unacceptable practices without a commitment by the beneficiary to reform them.

⁹ In 2014, Romania measured capacity in cubic metres. Each inmate should have available 6 cubic meters. This was an advantage for the Romanian prison system because of the very tall cells. The numbers for 2018 use the 4 square metres standard. Although new or improved detention spaces were introduced, Romania has had to close down some facilities because they were unfit for habitation due to lack of natural light or dampness or were at risk of earthquake damage.

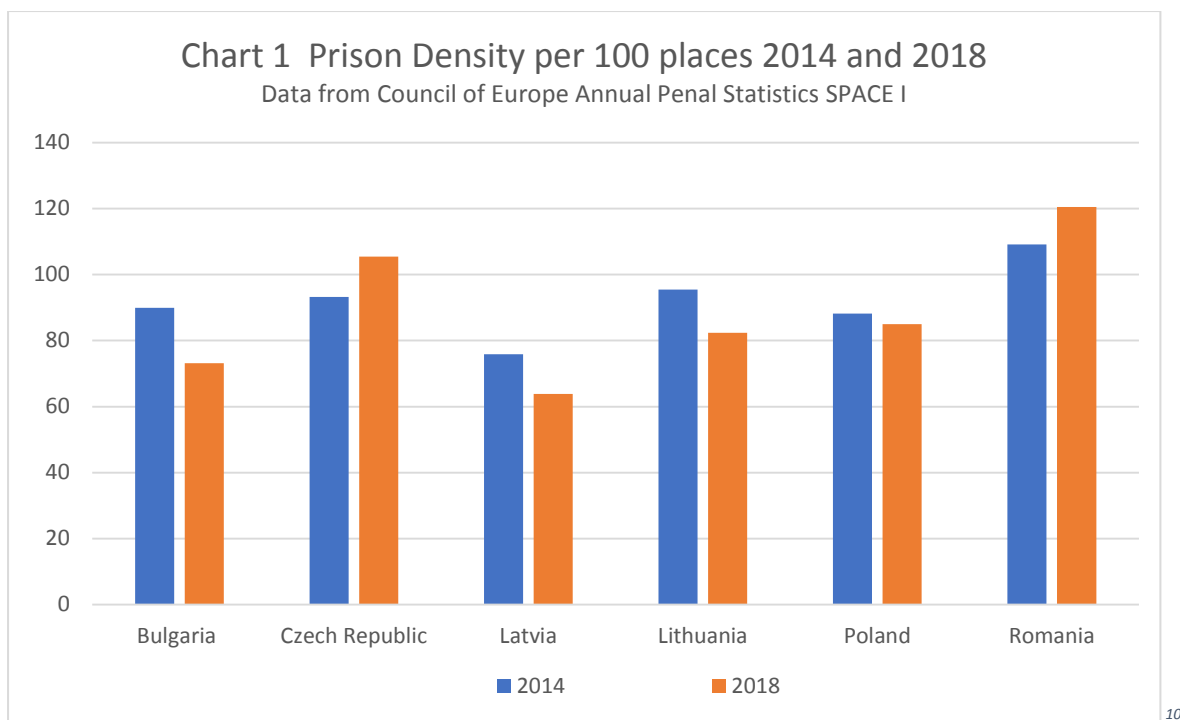


Figure 1: Prison density per 100 places (2014 and 2018)

In **Bulgaria**, under BG15-0002, places for 930 prisoners have been renovated.¹¹ The assessment team visited Debelt Hostel where 342 new prison places has reduced severe overcrowding at Burgas prison.¹² In 2014, before Debelt was opened, the CPT reported that the closed section at Burgas was “extremely overcrowded” with 844 prisoners for an official capacity of 371. In many multi-occupancy cells, the living space could be as little as 1 m² per prisoner, with 2 m² only rarely available¹³ When the assessment team visited in September 2019, the population at Burgas was just under 400, with 338 prisoners at Debelt.

The only totally new construction is the reception area at the front of the prison. The remainder of the prison is a conversion of buildings previously occupied by the police and fire services. The four person cells measure about 20 square metres are well-lit and ventilated. The CPT has described them as “bright, airy and suitably equipped”, with bunk beds, tables, chairs, wardrobes, lockers, fully partitioned sanitary annexes comprising a toilet, a washbasin and a shower, and a call system.¹⁴

¹¹ 342 places in Debelt; 208 places in the prison hostel in Varna; and 380 places at Stara Zagora. 55 places have also been renovated at the Psychiatric hospital in Lovech

¹² The term hostel implies a community based residential facility but in the Bulgarian system it refers to a satellite prison of open or closed type attached to a main or corpus prison

¹³ Report to the Bulgarian Government on the visit to Bulgaria carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 24 March to 3 April 2014

<https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016806940c4>

¹⁴ Report to the Bulgarian Government on the visit to Bulgaria carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 25 September to 6 October 2017 <https://rm.coe.int/16807c4b74>

The standard of the building work looks inconsistent. The assessment team observed the bottom part of the walls crumbling in places as if there had been flooding: the gym room was not in a good state and several places in the kitchen needed repair and maintenance. This has been noticed by the CPT who reported on “the low quality of the materials used, and the work completed, and the already visible signs of wear-and-tear”¹⁵. The Director of Burgas informed the assessment team that a claim has been submitted under the terms of a guarantee, but the necessary repairs have not yet started.

The assessment team spoke to three prisoners who told us that the accommodation was totally different from Burgas, where they had been before. They commented on the bigger windows, in-cell showers with constant warm water and tiled floor.

The Director of the Prison told the assessment team that when the Debelt hostel opened, staff and prisoners were reluctant to move there: and the local community was also hostile. Over time perceptions have changed. The local mayor is happy that prisoners contribute to cleaning the streets and river in the local town.

Despite this, there are however insufficient work and training places for prisoners to keep them involved in purposeful activity during the day. There is a school for 70 prisoners but limited employment opportunities. In the view of the assessment team, there is a need for more workshops, or other spaces for vocational training. The director told the assessment team that discussions were underway with a private company about establishing a productive unit on the site.

The assessment team noticed the very high levels of security at the hostel with 120 CCTV cameras, and microwave barriers at the perimeter. While this may have served to reduce the need for the deployment of staff in watchtowers, some of the resources spent on security might have been better used to improve regime activities by creating vocational training workshops or productive work units. The reconstruction works within the pre-defined project (BG15-0002) have been implemented in compliance with the CPT standards of the Council of Europe, as verified by DPP experts with on-site monitoring.

In **Latvia**, 192 new places have been built at Olaine Addiction Centre, whose regime is discussed more fully in the next section. The construction of buildings is of a high standard, with a good overall design in the shape of an H. Living units are along the two sides with educational, and recreational facilities located in between them. The building has been recognised in the category "New Public Structure" in the competition "The Year's Best Building in Latvia in 2016". The capacity of the building is however much larger than has so far proved necessary. There are eight 24 place living units comprising 12 double cells. One of the units is for women. At the time of the assessment visit, only five of the eight units were operational because of the low numbers of residents: 44 (including 4 women) which represents an occupancy level of less than 25%.

¹⁵ Report to the Bulgarian Government on the visit to Bulgaria carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 25 September to 6 October 2017 <https://rm.coe.int/16807c4b74>

In **Lithuania**, 475 new prison places have been created or renovated.¹⁶ As a result, Pravienskės Prison 3, inspected by the assessment team, has become the first institution in the country where prisoners serve their sentences not in large dormitories, but in cells that have sufficient space to accommodate up to 3-4 people.

Much better physical conditions in terms of space, cleanliness, light and comfort are provided for 120 prisoners in each of three residential blocks. The quality of the building is good and there is a guarantee on the work although this does not cover damage caused by prisoners.

The atmosphere in the wing was totally different from when the Assessment Team Leader visited in 2012. At that time, prisoners were unlocked most of the day and wandered around, the corridors and yards largely unsupervised. Now the wing is quiet and orderly.

The Assessment Team interviewed three staff members who explained that the new arrangements make it easier to know where particular prisoners are and to ensure control. The officers told us that they feel more secure than they did in the past. Prisoners have less time to mix and come up with negative ideas. The smaller cells have reduced the negative influence of the prison subculture.

The more orderly environment has been helped by increased security measures such as mobile phone detection. The external perimeter security has also been reorganised using new technology so that there are no longer guards stationed in watch towers. The perimeter is under CCTV surveillance with an armed response team available if needed. As a result, the number of guards engaged in perimeter security has been reduced from 18 to 8. The ten posts have been redeployed to work in the wing after training on dynamic security¹⁷

Existing buildings have been rehabilitated to create a drug rehabilitation unit; four “Open prisons” or Halfway Houses; and a five bedroom house purchased to accommodate mothers and their babies away from the prison environment. These are discussed in section 2.1.2.

In **Romania**, places for 279 prisoners have been renovated so that they meet the minimum space requirements of 4 square metres per person in a multi occupied cell.¹⁸ A new wing has been constructed to accommodate a Therapeutic Community at Gherla for up to 60 women from all over Romania. Penitentiary officials told the assessment team that there were 43 on the day of the meeting. In interviews, a prison official described the new wing as “a different world.”

¹⁶ 360 at Pravienskės 3, 30 in the Drug Rehabilitation Centre in Pravienskės 2, 80 places in Halfway Houses and 5 in the Mother and Baby Home. In addition, 90 places have been renovated in the Central Prison Hospital

¹⁷ Dynamic Security means that prison staff are trained and encouraged to develop good personal relationships with prisoners, to know and understand them as individuals, to provide sympathetic help with personal problems and to engage in meaningful dialogues with them. See UNODC Handbook on Dynamic Security and Prison Intelligence https://www.unodc.org/documents/justice-and-prison-reform/UNODC_Handbook_on_Dynamic_Security_and_Prison_Intelligence.pdf

¹⁸ 200 at Bacau Youth Prison; 60 at Gherla women’s prison ; 10 at Tichilesti youth detention centre ; 9 at Craiova youth detention centre.

➤ **FINDING 2: Living accommodation for 1,876 prisoners has been brought up to European standards in Bulgaria, Latvia, Lithuania and Romania. This has enabled the reduction of severe overcrowding in Bulgaria and the development of new models of imprisonment in the other three countries including a therapeutic community approach in Latvia and Romania; and dynamic security and open prisons in Lithuania. More drug treatment places than necessary have been constructed in Latvia; and opportunities for purposeful activity are inadequate in Bulgaria where the quality of construction is weak in parts.**

b) Meeting Basic and Healthcare Needs of Prisoners

Building work has contributed to better meeting of prisoners' needs in Bulgaria, Lithuania and Poland.

In **Bulgaria**, food quality has been improved by the construction of a new kitchen at Burgas prison. The assessment team visited the kitchen which provides three meals a day for the 350 prisoners and detainees located in the main prison. It is spacious and well equipped with good storage facilities. Prisoners are provided with 2,622 calories per day at a cost of between 2-3 Euros. The kitchen can prepare general meals, vegetarian meals and meals for Muslims as well as special supplementary diets for prisoners with a medical prescription. The new kitchen opened in February 2016 and is certified by the relevant body.¹⁹

The kitchen is located in one of the buildings previously used for a prisoners' furniture workshop. Its construction has therefore reduced the opportunities for prisoners to undertake positive activity during the day. However, it replaced the old kitchen which was located underground. This was small with a low ceiling and frequently flooded in the past.

The chef in charge described the kitchen as wonderful and had no complaints about it. It is bigger than the old kitchen and the equipment is much better. According to the prison Director the food is healthier and there are fewer complaints from prisoners – although he said that 100% will never be satisfied.

At Sliven Women's prison, the medical facilities have been refurbished and equipped. The modern equipment meets the regulations relating to reproductive health which have been introduced in Bulgarian legislation. Before the project, equipment dated from the 1980s; there was no ability to sterilise instruments. The assessment team also visited the nursery which has been furnished and equipped for mothers and their babies. Two women were residing there, one with a baby and one expecting. The environment was clean, bright and well maintained.

In **Lithuania**, the Central Prison Hospital has undergone refurbishment following its relocation from a very inadequate setting in Vilnius to the prison "campus" at Pravieniskes.

¹⁹ HAACP <https://www.sgs.bg/en/agriculture-food/food/food-certification/haccp-certification>

The assessment team visited the refurbished Psychiatric and Therapeutic sections which provide 90 places for prisoners. The ground floor provides 30 beds for psychiatric patients. The accommodation is very much a prison with prisoners kept in one or two person cells for most of the day. There were nine prisoners at the time of the visit although five had been discharged that morning. All except one were women.

The treatment rooms and offices are of a good standard. The assessment team spoke to three doctors who were enthusiastic about the building and the work they were doing. They told the assessment team that the new building was part of wider changes which had resulted in more professional care, more psychiatric input into treatment, younger specialists and “a more modern attitude”.

However, the CPT has observed that “the treatment offered to psychiatric patients was essentially based on pharmacotherapy, and there was also occasional individual therapy. There was no common room, nor were there any organised activities, including group therapy (according to the health-care staff, group therapy was impossible because many patients would refuse to participate, fearing the presence of inmates belonging to other strata of the informal prisoner hierarchy).²⁰ The Psychiatric division is constantly providing counselling and treatment to the inmates with mental diseases and addicted inmates.

Upstairs, a therapeutic unit deals with prisoners with internal medical problems such as diabetes. The head of the unit told us that the standard of care provided was equivalent to that in a hospital.

In **Poland**, “family corners” have been created in 178 prison establishments in Poland. These are equipped with a variety of toys and play equipment to occupy young children and reduce stress during visits. The assessment team saw the corner in the visits room at Stuzewiec remand prison where it was being used by a family; and at Grochow prison. The areas are a useful way of making visits to prisoners a more family friendly experience and therefore helping prisoner to maintain contact with their families which can be an important factor in maintaining mental well-being and supporting reintegration.

➤ **FINDING 3: The basic and healthcare needs of prisoners have been improved through a well-designed new kitchen at Bulgaria’s Burgas prison which enables the delivery, storage and preparation of food according to contemporary standards; a renovated health centre at Sliven; and in the new prison hospital in Lithuania. The prison hospital building is stimulating a more professional approach to the treatment of prisoners with mental and physical illnesses. There are insufficient rooms for individual and group therapy in the psychiatric wing**

c) Providing opportunities for education, vocational training, and work

²⁰ Report to the Lithuanian Government on the visit to Lithuania carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 20 to 27 April 2018 <https://rm.coe.int/168095212f>

Renovated infrastructure has extended learning and work opportunities in the Czech Republic, Lithuania and Romania.

In the **Czech Republic**, spaces for 339 prisoners to participate in training and productive activity have been constructed at four prisons. The assessment team inspected the large new hall constructed to accommodate vocational training and employment opportunities at Pribram Prison 50km from Prague. The prison holds 1,000 convicted men approaching the end of their sentences. 400 are employed, 190 outside the prison and the rest inside. The prison previously lacked space for educational, vocational and leisure activities, which would support resocialisation and reintegration and subsequent successful return of inmates into society.

The hall has been constructed to a high standard, and furnished with the necessary equipment -IT, consumer electronics, home appliances, kitchen equipment, workshop equipment and furniture.

The new hall allows 50 prisoners who are unable to work outside prison for security reasons to undertake a variety of paid jobs such as the assembly of car parts and electrical equipment. The assessment team was able to observe the work which was being conducted in a quiet purposeful way. In the other part of the hall, six- month vocational training courses are provided for prisoners who want to learn cookery, food service or IT skills.

Similar reconstruction has been undertaken at the prisons at Nove Sedlo male prison, and Opava women's prison while at Kurim, a 660-place prison in Moravia, new construction has enabled young prisoners aged 18-26 to be held separately from older and more experienced criminals and participate in a regime designed to meet their needs.

In **Lithuania**, at Kaunas Juvenile Prison, six classrooms and a computer room have been built to teach up to 70 14 to 18-year olds on remand at the Centre which is the country's only closed institution for children. Previously, teaching was provided through the cell door or through "self-learning" and "home learning" models which involved limited consultations with a subject teacher and were wholly inadequate.

Romania's project Setting up an eco-reintegration mechanism for inmates (RO23-0006) has constructed a training facility for prisoners in the Danube Delta. The five new buildings do not provide any living accommodation for prisoners but those nearing the end of the sentence travel by boat to the site each day to undertake training or work. There appears to be scope for using the facility as an open prison or halfway house if the necessary legal provisions are made.

The construction has been successfully completed to a high standard, according to environmentally sound principles and using traditional techniques for walls and roofing. During construction, prisoners, 55% of whom were Roma, were able to learn building skills and since completion, the buildings provide a positive setting for agricultural, craft and other training. The law does not currently permit the facility to be used as a residential facility although there are beds in one of the buildings, constructed by prisoners in a carpentry workshop. The buildings have been featured on Romanian media and have provided an opportunity for the penitentiary service to show the priority attached to

rehabilitation and reintegration and the value of a “human ecology” based approach to imprisonment adapted to the natural environment. This has been modelled on the experience of Norway’s Bastoy Prison.

At Bacau, more space has been created for educational, social and sports activities for the young prisoners.²¹

➤ **FINDING 4: The new school at Lithuania’s Juvenile Remand facility offers significantly better opportunities for young people to learn as do the renovated infrastructure at Kurim in the Czech Republic and Bacau in Romania. New halls constructed in three other Czech prisons have added much needed space for prisoners to undertake training, paid work and other activities; Romania’s eco reintegration project provides capacity for innovative vocational training and scope for possible expansion into an open residential facility.**

2.1.2 Regimes and Services for Prisoners

Improvements to regimes and services for prisoners have been undertaken in all of the countries. The Projects and main results are listed in Table 3.

Table 3: Projects involving Regimes, Services and Main Results

Country	Project	Main Results
Bulgaria	BG15-0005 Learn to be	<ul style="list-style-type: none"> Vocational and Non-Vocational Training for 132 women at Sliven prison
	BG15-0006 Fair and effective execution of the sentence of imprisonment for vulnerable groups with an emphasis on rehabilitation and preparation for full participation in society	<ul style="list-style-type: none"> Development and piloting of rehabilitation programmes for vulnerable offenders in 5 prisons
	BG15-0007 A new opportunity for active adaptation in the society	<ul style="list-style-type: none"> 156 prisoners at Pleven trained on Interior flooring, Hairdressing, Welding, Basing and finishing works, plus motivation and social integration topics
	BG15-0008 Correctional Services including Non-custodial Sanctions Project By training to re-socialization	<ul style="list-style-type: none"> 100 prisoners at Sofia prison trained in IT, construction and soft skills
	BG15-0009 To save a life	<ul style="list-style-type: none"> Training on textile weaving for women prisoners from Sliven
	BG15-0011 Tolerance in prison - tolerance in life	<ul style="list-style-type: none"> Development and piloting with 80 prisoners a programme for preventing prison violence, based on discrimination

²¹ <https://pulitzercenter.org/reporting/norways-bastoy-prison-focus-human-ecology>

		and xenophobia
	BG15-0012 Preparation and support for a full, independent life outside prison	<ul style="list-style-type: none"> • Development of programme to meet employment, housing and social service needs of 200 women in prison and their children
	BG15-0014 Increasing the competence of inmates and staff in the Prison in Bobov Dol – an opportunity to improve the practical skills and knowledge of prison staff and inmates	<ul style="list-style-type: none"> • After-care support for 44 released prisoners • Career-oriented training programs for 34 prisoners
	BG15-0016 Health education for social prosperity	<ul style="list-style-type: none"> • A new model of intervention for prevention and reduction of the harms of drug use in three prisons • 352 prison inmates trained, 50 of them minors and over 100 from the Roma community.
	BG15-0017 The road of the new beginning	<ul style="list-style-type: none"> • Arts workshops, and training on entrepreneurship and personal finances for foreign and Roma prisoners
	BG15-0018 Prisons without risk – a pilot initiative for preventing the distribution of bloodborne and sexually transmitted diseases in three selected Bulgarian prisons	<ul style="list-style-type: none"> • Training and testing for more than 300 prisoners and staff in three prisons
	BG15-0023 Integrated service for follow-up support to young people who have served a custodial sentence	<ul style="list-style-type: none"> • Integrated follow-up support for 110 young ex-prisoners in Shumen, Vidin and Sofia
Czech Republic	CZ15-0003 Projects for vulnerable groups and further education of employees of the Prison Service	<ul style="list-style-type: none"> • Consultations provided to 328 foreign prisoners. • Information brochures translated into 16 languages. • 2 New treatment programmes for aggressive and drug addicted convicts implemented in 7 prisons. • 2 existing programmes focused on sexual and traffic offenders extended to 4 prisons.
	CZ15-0004 Increasing the effectiveness of preparation of prisoners before release from Nove Sedlo Prison	<ul style="list-style-type: none"> • 40 prisoners trained in carpentry and park maintenance and • 72 prisoners able to work.
	CZ15-0005 Increasing the effectiveness of preparation of female prisoners before release	<ul style="list-style-type: none"> • 63 prisoners trained in labour law, financial literacy and practical skills • 24 trained in IT skills • 25 in paid employment Each year, a

	from Opava Prison	minimum of 109 women will participate in new educational, training and work activities.
	CZ15-0006 Construction of a production and educational hall for retraining courses for prisoners before their release in Pribram Prison	<ul style="list-style-type: none"> • 70 prisoners trained in cookery and restaurant service • 56 trained in IT
	CZ15-0007 Increased effectiveness in treating young inmates in Kurim Prison	<ul style="list-style-type: none"> • Piloting of a special educational program for 32 young adults • 20 trained in painting and bricklaying
Latvia	LV08-0002 New unit at Olaine prison, including construction and training of staff	<ul style="list-style-type: none"> • Therapeutic community for up to 200 addicted offenders comprising two programmes- pathfinder and Atlantis adapted from Norway and Poland • More than 100 successfully completed the programme
Lithuania	LT14-0004 Improving Competences Both of Inmates and Prison Staff	<ul style="list-style-type: none"> • 2 programmes for 652 inmates
	LT14-0005 Reduced Number of Inmates in Prisons of High Security by Establishing 4 New Open Prisons	<ul style="list-style-type: none"> • Open conditions for motivated prisoners in final months of their sentences for negligent, minor or less serious crimes • Individual correction and social rehabilitation plans drawn up by social workers • Residents work or study outside during the day and do community work at weekends • Variety of treatment programmes
Poland	PL17-0001 Implementation of training programmes raising social and professional competences of convicts and creation of conditions sustaining the convicts' family bonds for the purpose of raising the effectiveness of their return to the society after the completion of the term.	<ul style="list-style-type: none"> • 1,447 training courses and classes for prisoners resulting in 15,490 certificates in vocational topics such as landscaping, mechanical saw operation and gardening; and training in ecological issues, vocational activation, addiction prevention, first aid, computer skills. • Dog Therapy introduced for 236 Prisoners
Romania	RO23-0002 Establishing a therapeutic community centre for women in Gherla Prison	<ul style="list-style-type: none"> • Personal optimization programme and 3 protocols for treating depression, anxiety and personality disorders applied to 110 women prisoners • 80 copies of each programme and protocol printed and distributed to all women's prisons
	RO23-0003 Strengthening the capacity of the Bacau prison for	<ul style="list-style-type: none"> • Integrated tool for the evaluation of relapse risk developed and used with 265

	minors and youngsters to comply with the relevant international human rights instruments	young prisoners (90 Roma) <ul style="list-style-type: none"> • Modular type special assistance programme developed and used with 172 young prisoners (23 Roma)
	RO23-0006 Setting up an eco-reintegration mechanism for inmates	<ul style="list-style-type: none"> • 126 prisoners trained in eco-construction and traditional crafts

The main types of regimes and services developed in prisons have related to a) vocational training, b) treatment for addiction and c) preparation for release.

a) Vocational Training

Vocational Training for prisoners formed part of the programme in Bulgaria, Czech Republic, Poland and Romania.

In **Bulgaria**, four of the small grants projects involved training prisoners in skills including hairdressing, welding, interior flooring and textile weaving. According to project reports, approximately 400 prisoners were trained.

At Sliven Prison women obtained skills in landscaping and floristry, hairdressing, catering, construction and cookery. These were considered by staff to have been popular with women and they told the assessment team that there was 100% success rate in completing the courses. The assessment team was told that participants for these courses were selected carefully from those who expressed a willingness to participate. Some courses required a certain level of education which officers verified, if necessary, by contacting prisoners' families. Prisoners whose remaining sentence was not long enough to complete the course were ineligible. The most important factor was the motivation of the prisoner. Staff informed the assessment team that they sought to avoid any discrimination in the selection process. The prison director informed the assessment team that about 10% of women in the prison are not willing to engage with any of the activities that are offered.

Some of the women use their skills to work in the prison- cutting hair or in the kitchen. But there is no evidence about long term impact. Sustainability has not been easy because the purchase of major items of equipment (such special chairs for hairdressing or cooking stoves were not eligible for funding by the projects which paid only for materials such as cosmetics, scissors or ingredients). Social workers have continued to supervise certain activities such as planting and horticulture around the prison.

In the **Czech Republic**, a total of 273 prisoners were trained at Kurim, Nove Sedlo, Opava and Pribram during the programme. At Pribram, six- month vocational training courses are available in cookery, food service or IT skills. During project implementation, 70 inmates took part in cookery and service courses and 56 inmates took part in the IT courses. All participants passed the final exam and received a certificate.

The cookery teacher who has worked at the prison for 20 years told the assessment team that the new facilities were much better than in the past with a separate classroom and

kitchen. Students are well motivated. She did not know whether prisoners found work in the catering industry after release although she had heard that some had done so.

The assessment team interviewed one of the prisoners who told us that he hoped to use his skills in paid employment after he left and had some experience as a cook beforehand. He told us that the course was good for him because it was something to do and offered a chance to learn something new. He said that the atmosphere was positive, and the staff were helpful. This was certainly the impression of the assessment team.

Woodwork metal work and garden/land maintenance is provided in the refurbished area of Nove Sedle in the Czech Republic. The assessment team were informed that there are opportunities in the labour market for these skills, especially work in parks and gardens. Two thirds of the prisoners who graduate get a job in the prison. The training is targeted at prisoners who have drug addiction problems and are accommodated in a separate drug treatment zone in the prison. There is no collection of feedback on prisoners after release. The assessment team was told *"when they leave, they leave"*.

In **Poland**, Project PL17-0001 involved organising 1,447 training courses and classes for imprisoned individuals in Poland. The project supplemented a number of existing initiatives aimed at enhancing the skills of prisoners particularly the EU Human Capital programme. The Prison system tries to adapt the training it offers to the need of the labour market. Under the project, convicts who had 5 years or less until the end of the sentence or had the possibility of applying for parole were able to develop their professional and social skills. Prison services in the recruitment of prisoners for participation considered three aspects: insufficient education, lack or insufficient level of social skills, and loss of family ties, especially between convicts and their children. A total of 1,443 soft and vocational trainings were conducted under this area (including 401 vocational training and 1042 soft trainings). 4,211 people took part in the trainings.

Vocational training related to the following professions: mechanical saw operator, woodcutter and gardener of green areas. The most common topics of competence training were: ecological issues, vocational activation, addiction prevention, first aid, computer skills.

After the training, an evaluation survey was carried out. 60% of respondents rated the usefulness of training after returning to society as "definitely yes" and 30% as "rather yes".

According to the evaluation, the trainings were in line with the actual needs of the participants, implemented in a way that allowed them to master knowledge along with the ability to use it in practice and effective in terms of achieved goals and participants' satisfaction.

At Stuzewiec and Grochow prisons, visited by the assessment team, courses provided for prisoners included gardening and horticulture designed to equip them with knowledge and skills necessary to work in this profession and to gain knowledge of planning and maintaining green areas, and care for horticultural crops; and emergency medical assistance aimed at teaching the skills to provide first aid in life-threatening situations. Both courses were described as "high quality" by the Director at Stuzewiec.

No evidence is available about whether prisoners have gone on to find employment in the work they have been trained in. Some have been able to use the skills doing paid or unpaid work within prison. Developments in this field are part of a wider strategy to increase the numbers of prisoners in paid work. The numbers doubled from 9,000 in 2011 to 17,000 in 2018 according to the prison service. In 2019, almost 58% of prisoners work in paid and unpaid employment (an increase of 22% from 2016), while the employment rate in the group of convicts able to work is over 86%.²²

In **Romania**, during the programme, 126 prisoners were trained in eco-construction and traditional crafts during the building of the reintegration facility at Tataru in the Danube Delta. Vocational training continues to be offered to groups of prisoners every day.

In a group discussion held by the assessment team with six prisoners, all of them welcomed the freedom which they experience while undertaking training or working at the project. The experience was much less stressful than being in the main penitentiary at Chilia. It gave them something to do and an opportunity to be active and outside. The prisoners were able to interact with each other and with staff in a very different way. Indeed, prison guards are not normally present, with supervision in the hands of one or two teachers. The prisoners also explained that their positive attitude to participation partly reflected the fact that it contributed to a reduction in the length of their sentence.

The range of vocational training itself is somewhat limited. The assessment team observed prisoners making items of jewellery. In interviews two said they planned to work as builders and a third in welding. Since the buildings have been completed, there is currently no opportunities for new building work or training, although a group of prisoners works on maintenance of the existing buildings. There is agricultural training provided for eleven prisoners. This was not observed as it does not operate on a Monday, but the greenhouse is very small and there is scope for expanding the farming activities. A planned training activity in boatbuilding has not started because the prison has been unable to identify a suitable trainer.

The Ivan Patchaikin Foundation, a ngo partner in the project informed us that they have facilitated reintegration of several inmates, with at least three participating in the trainings having a permanent job in construction at the time of the interview in September 2019.

➤ **FINDING 5: The Programme has stimulated a wide range of vocational training programmes which have been delivered to well over 2,000 prisoners. While a large number of prisoners have obtained certificates and qualifications, no hard data is available about the extent to which this has led to paid employment either within the prison setting or after release. Romania's Delta project has created innovative opportunities which provide benefits to prisoners, but the range of the vocational**

²² The Polish prison modernisation programme as a turning point Interview with Director General of the Prison Service Justice Trends

<https://justice-trends.press/the-polish-prison-modernisation-programme-as-a-turning-point/>

training could be expanded, and the facility developed to offer residential accommodation for prisoners.

b) Treatment for Addiction

Treatment for drug and alcohol addiction formed part of the prison programmes in Bulgaria, the Czech Republic, Latvia, Lithuania and Poland.²³

In **Bulgaria**, three small grants projects targeted prisoners with drug addiction problems, of which the most impactful was BG15-0016 Health education for social prosperity. This reached 352 prisoners through a collaborative approach including 36 prison staff NGOs and 199 members of the Roma community.

In **the Czech Republic**, short term and long-term programmes were developed for drug users as well as treatment for violent offenders, sex offenders and traffic offenders. 127 prisoners participated during the programme, but no data was available about their effectiveness.

In **Latvia**, Olaine Addiction Centre (AC) has been created to address the high rate of drug problems among the Latvian prison population. All of the residents undertake a 12 Step Abstinence Programme called Atlantis on which staff received training from the Polish prison service. Prisoners who are close to the point of release, additionally participate in a programme called Pathfinder which aims to prepare them for life outside prison. Training was provided by staff from Oslo prison on the Pathfinder programme, with three groups of Latvian staff participating in exchange visits to the Norwegian Training Academy KRUS before the Addiction Centre opened and continuing support and consultation once it became operational.

More than a hundred prisoners have successfully completed treatment programmes at Olaine, but the statistics provided to the assessment team show that the approach is not suitable for all prisoners. As at 15 August 2019, a total of 345 prisoners had been admitted to the AC since it opened in 2016. Of these, 103 had successfully completed the treatment programme and 44 were undergoing treatment, including 4 women.

Of the remaining 198 who had not completed their programme, 65 had been released because their sentence had expired; 66 had decided after the first three days that they did not wish to continue, 32 either violated the rules or did not comply with the conditions of the programme; 29 were assessed as unsuitable for the programme and 6 suffered health problems which meant they could not continue. A 34% completion rate seems somewhat low, particularly given the careful selection process which means that the unit has been operating with an occupancy level of 25%.

The assessment team held a focus group with eight residents at Olaine. They told us that the centre was not like a prison. One mentioned in particular that the sub culture which

²³ Romania also developed a probation programme for addicts

operates in prison was totally absent and that for people who wanted to change, the Centre offered an opportunity. *“If you want to follow the old way it is better to stay in prison”*. Another prisoner mentioned that there are more psychologists than in other prisons.

But the main point was that in normal prison, people forget about you whereas at the centre there are programmes to help each individual. One prisoner told us that *“in other prisons you are an animal, here you are human”*.

In **Lithuania**, a therapeutic community approach has been introduced in the 30-place rehabilitation centre in Pravieneskes Prison 2. 96 prisoners have stayed there since it opened with 42 prisoners successfully completing a rehabilitation program- a success rate of 44%.²⁴ According to the Final Programme Report, during the project period, of the 72 addicted inmates participating in the rehabilitation programmes provided by the Rehabilitation Centre, 15 were returned to the main prison due to violations of the Internal Rules of the Rehabilitation Centre.

The assessment team held a focus group with prisoners who said that the unit was much better than the main prison because it was smaller, the staff were better and there was more psychological help available. One prisoner said that *“you can get crazy out there”* with too many people in one sector. By contrast the Centre is peaceful and not crowded. The main reason that they had chosen to come was in order to get treatment for their drug or alcohol problem.

In **Poland**, dog therapy courses have been offered to assist 236 prisoners with addiction and mental health problems in Poland. This enables prisoners to look after rescued animals.²⁵ The prison service informed the assessment team that contact with and care for animals taught prisoners empathy, reduced tendencies to aggression, built a sense of being needed and self-esteem.

➤ **FINDING 6: Latvia and Lithuania have adopted therapeutic community approaches to drug addiction based on a treatment rather than punishment philosophy. Fewer than half of the prisoners have successfully completed the programmes.**

c) Preparation for and Support on Release

Excluding vocational training and drug treatment, specific regimes and services designed to prepare prisoners for release and support them afterwards have been relatively limited, forming parts of the programme only in Bulgaria, Lithuania and Romania – (the eco reintegration project discussed above).

In **Bulgaria**, BG15-0017, 15 business representatives participated in seminars in prisons aimed at securing work opportunities for Roma and foreign prisoners. BG15-0014 established a Support Centre providing an after-care service for 44 recently released

²⁴ Presentation by staff

²⁵ A video about the project is at <https://www.youtube.com/watch?v=b2XnaiTIDcc>

prisoners offering social and psychological support, career and labour market consulting. Project BG15-0023 provided legal advice, practical support and therapeutic activities to 110 released young prisoners.

In **Lithuania**, four new halfway houses were created by project LT14-0005, each for 20 prisoners. Their aim is to facilitate the integration of prisoners into society and the model is widely used in Norway. The assessment team visited the HWHs at Pravieniskes and Vilnius. Prisoners can apply for transfer to a HWH if they have served at least one-third of their sentence and are eligible if

- a) they have complied with the measures specified in their individual social rehabilitation plan;
- b) their risk of criminal behavior is low or has been clearly reduced during the execution of their sentence;
- c) they have no penalties for offences committed during the execution of the sentence and
- d) have not been were not moved from an open colony or halfway house to a correctional facility for violations.

The Pravieniskes HWH has been established on the ground floor of what was an administration building near one of the prisons. It comprises ten double bedrooms, a kitchen, and lounge area. All but one of the residents were out at work or studying as having a daytime occupation is one of the requirements for admission.

The accommodation is very unlike a prison with mainly young non uniformed staff. Bedroom doors are not locked and while there are clear rules and curfews, residents enjoy considerable freedoms. They pay only for electricity and have to buy and prepare their own food. Families are allowed to visit. Residents can be tested for alcohol when they return from work. Residents are expected to undertake community work at weekends such as cutting wood for elderly people.

Since the HWH opened two years ago, there have been 61 requests for admission of which 44 were accepted. 41 prisoners have lived at the HWH of which two residents had returned to closed prisons. One had been rude to staff members and another under the influence of alcohol.

The Vilnius HWH established is located in a former prison. It has been totally refurbished and has a homely feel. Residents are also expected to participate in social rehabilitation programs, according to the terms of their individual plan. Programmes provided include legal and social education, motivational work, cognitive-behavioural treatment, social skills development, arts therapy and interventions for domestic violence perpetrators and for aggression and auto-aggression management.

The first resident was released on parole in July 2017 since when a further 29 prisoners have been released. Three men have been returned to prison for alcohol use, and two following a decision by the Disciplinary Board. At the time of the assessment visit, 27 men were serving their sentence in the Halfway House. While LT140005 funded 20 places, the prison service

has used its own resources to create an additional 15 places at Vilnius. It is not clear why eight places were unoccupied.

The success rate seems high with very few residents having to be returned to closed prison- 7 out of 97 in the two HWH's visited by the assessment team. The requirement to work or study ensures daily structure in the lives of the prisoners; and desistance theory suggests that the contributions made to the life of the local community should help prisoners to shift their identity from being an offender to being a citizen. Data about recidivism is not yet available.

➤ **FINDING 7: Lithuania's halfway houses have added an important new element to the penal system which makes successful transition from prison to the community much more likely but apart from three small grants in Bulgaria and the Romanian Delta project, no projects have focussed on meeting the reintegration needs of prisoners immediately before and after release.**

2.1.3 Vulnerable Groups in Prisons

Young People

Initiatives aimed at assisting young people in prison have been funded in Bulgaria, the Czech Republic, and Romania.

In **Bulgaria**, Project BG15-0023 developed an Integrated service for follow-up support to young people aged 14-29 who have served a prison sentence.

In the **Czech Republic**, young prisoners aged 18-26 at Kurim, a 660-place prison in Moravia, can for the first time be held separately from older and more experienced criminals. The regime in the unit involves vocational training courses in building and decoration for 20 young people plus a range of therapeutic activities. These include group discussions about crime, addiction and the social environment; sports and education programmes. There are six mandatory education programmes covering working habits, avoiding crime, job club, basics of English, personality development and communication skills. All 32 residents study these topics in six groups. According to a psychologist from the unit interviewed by the assessment team, up to five young adults fail to comply with the requirements of the young people's unit each year, usually because of drug abuse, illicit possession of a mobile phone or a breach of the law. The psychologist from the unit informed the assessment team that 95 young men had completed the educational program by September 2019. Of these 51 had been released. Of the 51, released, 11 (21.5%) were sentenced again and are in prison, 2 (4%) are currently in custody, 38 (74.5%) are still at large. The results look better than the approximately 50% of prisoners as a whole who return to prison, but further analysis will be needed.

In **Romania**, under RO23-0003, a relapse prevention tool and modular treatment programme have been developed for use with young offenders at Bacau prison, where increased opportunities for social and education activities have been created through

construction. The tool is an assessment checklist which identifies the risks and needs of a young person when they enter the centre and informs the kind of educational, psychological and social measures which need to be applied during the sentence. The tool is also applied just before release.

➤ **FINDING 8: There is growing recognition of the need to provide a distinctive approach to young adult offenders. The Czech initiative at Kurim for the first time helps to reduce negative influences from older prisoners and provides specialised rehabilitation opportunities for young people with promising results. Bacau has developed specific accommodation and treatment approaches in Romania.**

Women

Specific measures aimed at assisting women in prison have been introduced in Bulgaria, Czech Republic, Lithuania, Poland and Romania.

In **Bulgaria**, the assessment team interviewed senior staff at Sliven prison- the country's only female prison. Sliven has been the beneficiary of five out of 19 interventions funded by the Bulgarian small grants programme. These included staff training, vocational training and resocialisation programmes for prisoners, and sexual health promotion. The assessment team was informed that 167 staff members and 234 inmates were involved (numbers show that some staff members and inmates have participated in several activities). Some of the interventions were women specific such as BG15-0012 - Preparation and support for a full, independent life outside prison which based workshops for prisoners and staff on the findings of a survey of needs undertaken by the women. Others such as BG15-0005 - Learn to be and BG15-0009 - To save a life provided vocational training in areas where women are likely to find work -hairdressing, catering and weaving of hand-made textiles.

In the **Czech Republic**, vocational training has been extended at Opava women's prison.

In **Lithuania**, where women in prison can look after their children there until they reach the age of three, LT14-0003 (Improved Conditions for Inmates of Vulnerable Groups in Prison) has sought to improve re-socialization for sentenced mothers by obtaining a house outside.

The mother and baby house is located in a wealthy area of the town of Panevezys, five kilometres from Lithuania's one female correction house which holds on average 250 women prisoners. The house can accommodate five mothers and their babies. Pregnant inmates can also be accommodated in the Mother and Child House.

It is a spacious well equipped five-bedroom detached property which the prison service purchased under LT140003. There are security and social work staff at the house – though not in uniform- and CCTV cameras covering common areas in the house are monitored in the main prison a few kilometres away. The staff has been trained in the principles and

practice of dynamic security.²⁶ The children can stay with their mothers until the age of three although this can be extended until four.

When the assessment team visited, the house was fully occupied; in addition, a further seven mothers and their children were being accommodated in the main prison at Panevezys. The daily life in the house revolves around the needs of the child. Visitors are not allowed at the house, but the women can make and receive unlimited phone calls and visits, letters and parcels. The women can go out for up to two hours on authorised routes and can meet family members during this time. The assessment team was told by staff that women like to go to the supermarket nearby, buy food and cook for themselves and their children.

The assessment team held a focus group with all of the women residents who told us that compared to being in the main prison was like “black and white”. The most important aspect is the freedom and environment that their children can enjoy. *“They can get everything like at home”*. The mothers felt that they could really look after their children, buying and cooking food, taking them out to a nearby park or activities outside like the theatre or other educational experiences. *“It’s not like prison it’s like home”*. One of the residents confirmed that said that despite this they still want to get released.

Since the house opened in April 2016, 17 convicted mothers have served their sentences living in the Mother and Child House. None of the mothers has been returned to prison for any disciplinary violations. The aim is for them to be granted conditional release once the child reaches three or exceptionally four years so that the child does not have to be transferred to public welfare services.

The first three years have no major violations of the rules, and no complaints from neighbours. The prison staff told us that there has been a positive impact on other inmates with women raising children inside prison becoming more motivated to take part in resocialisation programmes and reduce the risk of reoffending in order to get a permission to raise their children outside.

In **Romania**, a new wing has been constructed to accommodate a Therapeutic Community at Gherla for up to 60 women from all over Romania. Penitentiary officials told us there were 43 on the day of the meeting. In interviews, a prison official described the new wing as “a different world.”

Alongside the creation of the new unit, a number of methodologies were developed for diagnosing and treating problems faced by women prisoners. These protocols developed by the Romanian and Norwegian partners with the involvement of the University of Cluj are now used in other penitentiary units where women are held. They cover anxiety, depression

²⁶ Dynamic Security means that prison staff are trained and encouraged to develop good personal relationships with prisoners, to know and understand them as individuals, to provide sympathetic help with personal problems and to engage in meaningful dialogues with them. See UNODC Handbook on Dynamic Security and Prison Intelligence https://www.unodc.org/documents/justice-and-prison-reform/UNODC_Handbook_on_Dynamic_Security_and_Prison_Intelligence.pdf

and personality disorders and also include a “Personal Optimization Programme” for women in detention.

According to the Prison service “The feedback provided by residents both verbally and in writing, regarding the programs implemented and the activities carried out within the Therapeutic Centre, are in most cases positive, the residents considering that admission in this type of intervention was the best thing happened during detention with a major positive impact on their personal level and on their family level”.

➤ **FINDING 9: The programme has supported a number of measures which have benefitted women notably the Lithuanian Mother and Baby home which aims to improve resocialisation of sentenced mothers. While it is too early to measure impact there is no doubt that the project provides improved conditions and opportunities for rehabilitation of convicted mothers.**

Roma

How appropriate were the modalities used to target Roma?

In Bulgaria and Romania, at least 10% of the costs of projects was targeted at improving the situation of Roma people. Roma are not mentioned in the programme reports of the other four countries.²⁷ Of Bulgaria’s 22 projects, 13 were reported as having fundamental relevance to Roma inclusion and a further seven as a significant one. All six Romanian projects were reported as having a significant relevance to Roma inclusion.

The number of initiatives specifically designed for Roma persons in prisons have been relatively small although in Romania 100 police officers working in pre-trial detention received detailed information on non-discrimination of Roma detainees, ECtHR case law and CPT recommendations on the treatment of persons deprived of their liberty in police detention.

The over-representation of Roma persons in prisons means that they have benefitted from most of the general initiatives which have improved material conditions and improved regimes and services.²⁸ This “explicit but not exclusive approach’ which focusses on Roma people as a target group without excluding other vulnerable and disadvantaged groups is encouraged by the EU’s 10 Common Basic Principles on Roma Inclusion.²⁹ An interviewee from the Norway Correctional service told the assessment team that special treatment for

²⁷ The assessment team were told that 40% of the women in prison in Lithuania were of Roma origin, that prison staff teach Roma prisoners new skills to help them adapt in prison community such as keeping their cells clean, personal hygiene and childcare skills .The prison school at Panevezys has a special class primary class, consisting only of inmates of Romany descent.

²⁸ It is estimated that in Romania 17% of people in prison may be of Roma origin compared to 6% in the general population. In Bulgaria the estimate is at least 40% of the prison population are Roma compared to 5% in the general population. Information collated by National experts

²⁹ Vademecum The 10 Common Basic Principles on Roma Inclusion

Roma prisoners can place them at risk of reprisals from other prisoners if they are viewed as being treated more favourably than other prisoners.

One example of the explicit but not exclusive approach is the small grant project BG15-0018 - Prisons without risk – a pilot initiative for preventing the distribution of bloodborne and sexually transmitted diseases in three selected **Bulgarian** prisons run by the Bulgarian Family Planning and Sexual Health Association (BFPA) which has offered training and voluntary counselling and testing in three prisons. BFPA's work with Roma communities and their experience of providing information in juvenile institutions made them well suited to engage with adult prisoners in general and Roma prisoners in particular.³⁰ Another is post release support for young prisoners BG15-0023 which has had a special focus on Roma in its work to offer integrated follow-up for 110 young people in Shumen, Vidin and Sofia.

The assessment has looked at the initiative under project BG15-0004- Improving the competences of staff in psychological selection and counselling- which aimed to prevent ethnic violence in Bulgarian prisons and promote tolerance towards difference and Roma integration. Staff were trained in delivering the developed programme and it has been piloted among inmates. A group work course and manual based on Cognitive Behavioural principles of learning was produced and 17 social workers and psychologists were trained to run it. Aspects of the manual have now been incorporated into the basic training of prison staff. It is estimated that 100 prisoners have been through the course but finding the right numbers and mix of prisoners who wish to participate has inhibited its use.

The project reported at the outset that “there are low levels of inter-ethnic discrimination and/or violence (both physical and verbal) between prisoners and that the prison regime inhibits this to a large degree. Most offenders reported that they *“just had to get on with each other”*. However, there was an overall consensus amongst offenders that staff held discriminatory attitudes toward certain ethnic groups, namely Roma groups and this was also apparent in semi-structured interviews with staff. It is therefore recommended that the development of a programme should be applicable to both staff and prisoners”.

This assessment has also identified a need to address stereotypes about Roma persons among prison staff in Bulgaria. One prison director told us that it is difficult to get Roma persons involved in education in the prison. However, all but one of the 107 prisoners in education were Roma. He tried to explain this apparent contradiction by telling the assessment team that Bulgarians are better educated, and efforts are made to persuade Roma prisoners that they need to obtain a minimum level of education before they can work. The director also told us that some Roma women deliberately commit crimes when pregnant so they can give birth in the prison where conditions are now very good. He said that they do not trust hospitals and would otherwise have to give birth at home. In fact, women at Sliven do not give birth in the prison but are transferred to the local hospital. It is true that they return to the prison shortly afterwards, but the comments show signs of discriminatory beliefs.

³⁰ See Case study 9 in Annex B

In **Romania**, the eco reintegration mechanism established in the Danube Delta had a specific focus on Roma prisoners who comprised 55% of inmates involved in the construction of the facility. The Prison service was unable to say the proportion who has received training since then. The assessment team interviewed the local NGO involved in the project who said that they have facilitated reintegration of several inmates, with at least three having a permanent job in construction at the moment. Given the low level of education among inmates, the Ministry of Labour changed some regulations related to certification of trainings and accepted a reduced level of education (from 8 grades to 4 grades). This seems a positive and practical measure which will be of to benefit prisoners with lower levels of formal education, including Roma.

A more targeted approach was adopted in the mentoring activities introduced for Roma offenders under probation supervision in Romania. 20 mentors from the Roma community have been trained and a partnership created with the National Roma Agency. The Agency informed the assessment team that the project has been a good tool which has helped to implement the Roma Inclusion Strategy. Testimonies showed that the use of mentors from the Roma community led to Roma offenders feeling that “for the first time they were recognized as a human beings when directly interacting with the correctional authorities.”³¹

➤ **FINDING 10: Initiatives to combat Roma exclusion have largely adopted the explicit but not exclusive approach which is generally appropriate for the prison setting. Successes have included Bulgarian projects on health education and on post release support for young prisoners, while Romania’s Roma mentoring programme has successfully used a more targeted approach in the community. Further work is needed to identify and sustain practical measures both in prison and probation services and to address discriminatory attitudes among staff where these exist.**

Foreign National Prisoners

The assessment looked at efforts made in Czech Republic to improve the experience of the 1700 foreign nationals in prison in (CZ150003). The assessment team was told by a social worker at Pribram prison that the largest number are from Slovakia (for whom language is not usually an issue) followed by other Eastern European countries but that prisoners from countries such as Vietnam are not uncommon.

Measures include a) translations into 16 languages of information related to Czech legislation, prisoners’ rights and duties, conditions of stay in the country, steps after release and b) the provision of individualised consultations to 328 prisoners, which proved very popular. Official translation was not available, but the consultations were supported by employees who spoke English, Russian or German, or in the case of Vietnamese prisoners, other prisoners who already spoke the Czech language.

³¹ Interview with National Roma Agency

The assessment team were told by the social worker that this did not constitute legal advice, but social work help which could include how to get legal advice from NGO's if needed.

The majority of the consultations concerned the provision of advice about how to live outside prison, where they could learn the Czech language and information about Czech culture.

2.2 Community Based Measures

2.2.1 Alternatives to Prison

Projects aimed at strengthening alternatives to prison and non-custodial penalties have been funded in all six countries. They are listed in Table 4.

Table 4: Projects and Main Results in the field of Alternatives to Prison

Country	Project	Main Results
Bulgaria	BG15-0003 Increasing the application of probation measures in compliance with European Standards and programme for electronic monitoring	<ul style="list-style-type: none"> • Electronic Monitoring (EM) introduced with 183 offenders placed under surveillance in community • Review and revision of law on EM • Three information campaigns with 150 participants, 80 publications • Training programmes for 282 magistrates/prosecutors • Training for 109 staff of GDES
	BG15-0010 New European Standards for the implementation of alternatives to imprisonment	<ul style="list-style-type: none"> • Research on alternative measures in Norway and Hungary and assessment of training needs in BG • Curricula, handbooks and other material developed for initial and continuing training • Training of 38 probation officers, 12 judges, and 10 prosecutors, and training for trainers for 15 probation officers.
	BG15-0020 European standards in probation training	<ul style="list-style-type: none"> • Three curricula for initial and continuing training of probation officers in accordance with the European standards • Trainings involving over 70 probation officers on work with client groups including high-risk persons, persons with multiple problems, people with addictions and mental health problems, juvenile and young offenders, members of the Roma and other ethnic communities.
	BG15-0022 Increasing the capacity of probation officers	<ul style="list-style-type: none"> • Assessment of the training needs and development of professional profile of the probation officers • Updated training curricula and materials • Over 100 probation officers trained on case management, inter-disciplinary collaboration, juvenile offenders, multicultural approaches. • Four workshops for magistrates on pre-sentence

		reports.
Czech Republic	CZ15-0002 A system of further education for employees of the Probation and Mediation Service of the Czech Republic	<ul style="list-style-type: none"> • New system of staff training developed comprising six educational modules and 43 lecture manuals • 113 training courses carried out attended by 1998 participants comprising 270 different staff of whom 50 employees have successfully passed the final exam • Supervision provided to 37 trainers.
Latvia	LV08-0001 Increasing the application of alternatives to imprisonment (incl. possible pilot project on electronic monitoring)	<ul style="list-style-type: none"> • Eight research studies to inform development of alternatives to prison • EM launched in 2015 • 148 training events on eight topics including interview skills, children's rights, behaviour correction programmes • Professional supervision for staff from mental health specialists
Lithuania	LT14-0001 Means of Electronic Monitoring Applied to Conditionally Released Convicts	<ul style="list-style-type: none"> • Capacity of Electronic Monitoring increased by 125 GPS units and used on 428 conditionally released prisoners • 100 probation officers trained. • 13 information seminars held for inmates and officers in penitentiary institutions and two public seminars held to introduce the new electronic surveillance equipment
	LT14-0006 Implementation of mediation in probation offices (MIPT)	<ul style="list-style-type: none"> • Mediation programme created and 82 mediators trained • 2084 persons took part in mediation programmes
Poland	PL17-0007 Popularization of the enforcement of non-isolative penalties and probation in the penitentiary system.	<ul style="list-style-type: none"> • National programme of 63 training workshops involving 519 judges, 515 prosecutors, 2,298 probation officers, 570 police officers, 520 prison officers of the Prison Service and 1, 319 local government officials • Technical and IT support to staff implementing alternatives to prison
Romania	RO23-0005 Strengthening the capacity of the Romanian probation system for delivering effective alternative to prison interventions	<ul style="list-style-type: none"> • Development of four strategic documents • 439 probation staff, judges, prosecutors trained on alternatives to prison • 432 probation staff trained on new tools developed in the project (e.g. occupational standards, case management working procedure, My Choice Programme, Civic Education Programme) • 127 offenders (101 adult and 26 young) subject to new community-based programmes as an alternative to prison (e.g. My Choice and Civic Education Programmes) • 26 Roma offenders involved in new mentoring programme • 9 probation services and the headquarters of the

		National Probation Directorate revamped; <ul style="list-style-type: none"> • 42 probation services and the headquarters of the National Probation Directorate endowed with furniture, IT equipment and other goods.
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The main impacts fall into four main categories.

- a) Electronic monitoring (EM) has been developed in Bulgaria, Latvia and Lithuania.
- b) Probation infrastructure has been strengthened in Bulgaria, and Romania
- c) New intervention programmes have been created in the Czech Republic and Romania.
- d) Professional skills for probation staff and other key stakeholders have been enhanced in all six countries

a) Electronic Monitoring (EM)

In **Bulgaria**, following a small pilot in 2010, BG15-0003 has enabled the introduction of electronic monitoring nationally with a total of 183 offenders placed under EM during the project period. Training about EM was provided to 282 Magistrates and a publicity campaign for EM was launched. At the end of the project in 2016, EM was no longer available because the equipment was rented rather than purchased. ESF structural funds have subsequently been used by the Ministry of Justice to buy 250 bracelets and the programme has been available again from April 2019. While the project appears to have worked satisfactorily, it is not clear why the decision to rent equipment was taken and why it has taken so long to restart EM following the end of the project. Despite the funds invested in training of magistrates, prosecutors and staff in the period up to 2016, the passage of time may mean it will need to be refreshed.

In **Latvia**, between August 2015 (when the first person was made subject to EM) and August 2019, 267 persons have been monitored under LV08-0001. Of the 238 for whom the monitoring is finished, there was a 93% success rate. Only 16 persons were returned to prison following violations. No offences were committed by offenders while subject to EM although three clients have been accused of offences allegedly committed earlier. In 18 cases courts have agreed to revoke EM because of good behaviour. Since prisoners can apply for parole with EM earlier than without, there has been a contribution to the reduction in prison numbers and a saving of more than 500,000 Euros. But the overall numbers subject to EM- never more than 57 at any one time- are low. The supplier is paid for at least 100. This suggests that the likely usage may have been overestimated during the design phase of the project.

The low numbers also reflect the elaborate assessment process which is undertaken to identify prisoners who are suitable to be released on EM. Large numbers of applicants are deemed unsuitable. A social work expert informed the assessment team that some prisoners may not apply for EM or may withdraw their application preferring to wait in prison until they are eligible for parole without it. Any further expansion will require

additional support for prisoners to prepare them to be clients of EM– for example motivation programmes.

In **Lithuania** in 2016, LT0001 enabled the purchase of 125 bracelets to enable the tracking of offenders with GPS (Global Positioning System) technology in addition to Radio Frequency (RF) curfew monitoring which was already in place. The KDI who were a partner in the project informed the assessment team us that *“Lithuania had problems with the procurement of technology for electronic monitoring, and this caused big delays in the project”*. The team was told that during the project period (from July 2016 to April 2018), EM was used for 1254 persons under supervision, of which were 752 conditional released persons from imprisonment

➤ **FINDING 11: After piloting in Bulgaria, EM has been unavailable for three years and in Latvia the numbers of cases are lower than anticipated. Lithuania’s project has provided a sound basis for expansion.**

b) Improved Material and Organisational Infrastructure

In **Bulgaria**, the refurbished Shumen IDF also provides office space for the probation team. The assessment team found it to be of high quality and fit for purpose unlike the offices which it has replaced. It allows for probation clients to be interviewed in privacy and not in the probation inspector’s office. It is a much safer arrangement for all concerned.

In **Romania**, 10 local offices and the headquarters building have been renovated and endowed. In addition, steps have been taken to strengthen strategies for the recruitment and selection of staff and develop occupational standards.

In **Lithuania**, probation case management has been digitised and staff support systems established.

c) Interventions

In **Latvia**, treatment, mentoring and cognitive behaviour programmes have been developed for young offenders.

In **Lithuania**, mediation has been introduced as an option for offenders under the supervision of probation officers. Under LT14 0006, between 2014 and 2016, a model and rules for mediation were established with assistance from a University. Bilateral funds were used for the project promoter to understand the Norwegian mediation system and establish contacts with representatives of the Norwegian Mediation Service. 81 employees of 5 Regional Probation Services were trained as mediators and 2084 people used mediation with 891 successful cases. 652 formal agreement protocols were signed.

More than 80% cases involved offenders with whom the probation service was supervising but 111 cases came from other agencies such as the police department, prisons, children’s services courts and schools. During the project, 59% of cases involved compensation for damage caused by the offender; 24% involved domestic violence and 11% apologies for

anti- social behaviour. The domestic violence cases are limited to cases where a man and woman are still living together.

In **Romania**, two intervention programmes have been developed; 'My Choice' - for drug offenders- and Civic Education -for young offenders. A mentoring scheme for Roma young offenders has also been set up.

'My Choice' is an adaptation of a Norwegian programme which was piloted and is now being rolled out. 41 offenders took part in 2017 and 131 in 2018. While data was not provided about the results, the assessment team undertook a survey of staff who had been trained to provide it. Of 20 respondents, 17 rated the training very useful and 15 reported that they had learned a lot they used in their day to day work.

Most of the comments were very positive although some thought the programme was too long. *"My choice program is a complex program and long-term (A-version has 12 sessions and B-version has 7 sessions) and implies involvement, explanations and tenacity from both the counsellor and the beneficiary, to complete it."* *"A shorter version of the program, due to the fact that the distance between the probation headquarters and the home address of the beneficiaries is quite large, they don't have the money necessary for making the trip and they are hampered by their work schedule to attend such large number of sessions"*.

d) Professional skills among probation staff and other stakeholders

In **Bulgaria**, one PDP and three small grants have included the training of more than 300 probation staff and 300 judges and prosecutors.

In the **Czech Republic**, a system of further education of probation officers has been created. CZ15-0002 has produced six educational modules and 43 lecture manuals with 113 training courses carried out. Supervision was provided to 37 trainers. 50 employees have successfully passed the SFE final exam but a total of 276 staff members participated in parts of the training – a total of 1998 attendances.

Probation staff told the assessment team that in evaluations of the training, probation staff were most enthusiastic about modules covering mediation and motivation. The only topic that was not rated highly concerned the evaluation of work and collection of data. Participants felt that the training was too focussed on scientific theory on statistics and not enough on the difficulties of measuring impacting in a practical way. The module has been suspended and more practical approaches to the topic are being developed.

In **Poland**, the original aim of PL17-0007 was to raise awareness of alternatives to prison among judges, but this was modified. A judge working in the Ministry of Justice told the assessment team that a series of interagency training workshops were held around the country involving judges, prosecutors, probation staff and other stakeholders. More than 6,000 people took part in 63 training events including more than 500 judges.

The aim of the workshops was to communicate a change in the law and policy relating to the use of imprisonment. In particular, Poland had a tradition of courts imposing large numbers of suspended sentences of imprisonment which meant that probation officers

were carrying very large caseloads. Large numbers of these sentences ended up being converted into imprisonment. In 2014, the largest number of people entering prison did so as a result of a revocation of a suspended sentence.

As a result of changes in the law and of the workshops organised under this project, the numbers of suspended sentences of imprisonment reduced substantially. Slightly more offenders have received immediate imprisonment instead of suspended imprisonment, but even more are now being dealt with by fines or community work.

More than 120,000 offenders now do community work, an expansion in large part due to the project events which saw participation from more than 1,300 representatives from local government. These are the people responsible for organising community work placements. According to the evaluation of the training, participants were very satisfied in particular with the opportunity to meet representatives of other professional groups, joint discussions and joint development of solutions. The nationwide series of events has played an important part in making the criminal justice system more effective and efficient, with recent data showing a return to crime within 5 years after all penalties fell from 25% for those sentenced in 2009 to 23% for those sentenced in 2013.

➤ **FINDING 12: The work of probation staff has been well supported through better offices, improved headquarters functions, the development of intervention programmes and professional training. These have served to increase the safety, effectiveness and motivation of probation staff who play an increasingly significant role in the criminal justice systems of all six countries.**

2.3 Resources

2.3.1 Professionalisation of Staff

All of the countries have used Norway-grants to increase the professionalisation of staff. The main projects are listed in Table 4.

Table 5: Projects and Main results in Professionalisation of staff

Country	Project	Main Results
Bulgaria	BG15-0004 Improving the competences of staff in psychological selection and counselling	<ul style="list-style-type: none"> • 10 psycho-diagnostic personnel selection toolkits purchased • 35 prison psychologists trained • Programme on prevention of ethnic violence developed and piloted • Strategy and methodology developed for prevention of suicidal behaviour among prisoners and staff
	BG15-0009 - To save a life	<ul style="list-style-type: none"> • Paramedic training programme introduced for prison guards and employees at detention centres • Training program for work with drug addicts

	BG15-0013 - Improvement of Penitentiary Staff's Capacity for Prevention of Discrimination and Protection of Human Rights through Training Based on European Standards	<ul style="list-style-type: none"> • Training of 55 prison staff from Sofia, Pleven and Sliven prisons in human rights protection and prevention of discrimination
	Project BG15-0015 - Everything is possible	<ul style="list-style-type: none"> • 100 prison staff and 50 external experts trained in rehabilitation programme using theatre performance
	BG15-0016 - Health education for social prosperity	<ul style="list-style-type: none"> • 36 staff trained on drug prevention at Boychinovtsi, Pleven and Plovdiv prisons
	BG15-0019 - Freedom behind bars	<ul style="list-style-type: none"> • Staff training on work with prisoners from minorities, drug addicts, and people with disabilities in Pleven and 4 other prisons.
	BG15-0021 - Specialized programs for people with mental health problems and people with low intellectual level	<ul style="list-style-type: none"> • 50 staff trained in programmes for prisoners with low intellectual level and mental health problems
Czech Republic	CZ15-0002 A system of further education for employees of the Probation and Mediation Service of the Czech Republic	<ul style="list-style-type: none"> • New system of staff training developed comprising six educational modules and 43 lecture manuals • 113 training courses carried out attended by 1998 participants comprising 270 different staff of whom 50 employees have successfully passed the final exam • Supervision provided to 37 trainers.
	CZ15-0003 Projects for vulnerable groups and further education of employees of the Prison Service	<ul style="list-style-type: none"> • Prison staff trained to run new and expanded offender treatment • Methodology of lifelong training developed and piloted with 800 participants • Training on treatment of prisoners in crisis, prisoners with mental health problems and providing financial literacy advice as well as criminology
Latvia	LV08-0002 New unit at Olaine prison, including construction and training of staff	<ul style="list-style-type: none"> • 479 staff trained for six months on work in therapeutic community • Staff trained in two programmes Atlantis and Pathfinder with assistance from Poland and Norway
	LV08-0003 Improving the standard of Latvian State police detention centres	<ul style="list-style-type: none"> • 101 police officers trained participated in trainings. • Training programmes are included in the Annual Training Plan of State Police College.
Lithuania	LT14-0004 Improving Competences Both of Inmates and Prison Staff	<ul style="list-style-type: none"> • 16 different training programmes for 1520 prison staff members
Poland	PL17-0002 Implementation of	<ul style="list-style-type: none"> • 19 highly specialized training courses for 275

	<p>training programmes dedicated to Prison Staff, raising their professional qualifications for the purpose of ensuring proper level of imprisonment enforcement subject to international human rights standards.</p>	<p>staff on working with dangerous convicts, juvenile delinquents and detainees serving long sentences</p> <ul style="list-style-type: none"> • 266 training courses on preparing convicts to their return to the labour market attended by 1855 staff • 1618 staff trained in English language.
	<p>PL17-0003 Reinforcement of security systems and equipment of Prison Service Intervention Groups and Convoy Groups and development of professional qualifications of security department officers.</p>	<ul style="list-style-type: none"> • 6,862 prison officers trained in paramedical assistance and escort duties, prophylactic measures, detecting narcotic and psychotropic substances.
	<p>PL17-0004 Implementation of training programmes dedicated to Prison Staff directed at raising their abilities for proper execution of official duties.</p>	<ul style="list-style-type: none"> • 1582 prison staff participated in courses and study on topics such as first aid, stress reduction, legislation, fire safety, IT and cyber security • 1,974 certificates awarded
	<p>PL17-0006 - Purchase of equipment and modernization of the system of Prison Staff training in departmental schools</p>	<ul style="list-style-type: none"> • Expansion of IT training system to manage learning needs of staff • Technical and security equipment purchased for modernisation of training and practical exercises. • E and B-learning developed to expand distance learning. • 8 417 prison officers trained under new system • 191 courses and other types of training implemented.
Romania	<p>RO23-0001 Strengthening the capacity of the penitentiary system in the area of human capital development at the level of prison staff</p>	<ul style="list-style-type: none"> • Human Resources Strategy and Training Needs Analysis Instrument developed • 8 training curricula developed in areas of social reintegration, medical assistance, safety and prison regime • 3 training curricula developed for in-service training on radicalization, human rights/prevention of discrimination and CPT rules: 180 staff trained • Prison staff Career Guideline produced • Mentoring and coaching programme for prison managers • 5 e learning courses on the same topics as those provided by the in-service training curricula, plus leadership and first aid • Arad Training Centre rehabilitated and

		endowed with IT equipment,
	RO23-0002 Establishing a therapeutic community centre for women in Gherla Prison	<ul style="list-style-type: none"> • 60 prison staff working with women prisoners trained on psycho-diagnosis and clinical evaluation, application of personal optimization programme and clinic protocols, and work in therapeutic community • 50 prison staff participated in 5 study visits in Norway
	RO23-0003 Strengthening the capacity of the Bacau prison for minors and youngsters to comply with the relevant international human rights instruments	<ul style="list-style-type: none"> • 90 prison staff working with young prisoners trained on the application of the integrated tool for the evaluation of the relapse risk and of the modular type special programme and other relevant topics.
	RO23-0004 Strengthening the capacity of the pretrial detention system to comply with the relevant international human rights instruments	<ul style="list-style-type: none"> • 984 police staff working in police pre-trial detention centres trained through courses on human rights, management, Roma language, international good practice and ECHR jurisprudence. • 2 best practice guides and 2 leaflets on the protection of human rights and prevention of discrimination drafted, printed in 600 copies (guides) and 2.400 copies (leaflets) and distributed to police working in detention centres
	RO23-0006 Setting up an eco-reintegration mechanism for inmates	<ul style="list-style-type: none"> • 3 members of the prison staff from Tulcea Prison trained and qualified in eco-constructions, 2 also as trainers • 50 prison managers trained on setting up a detention system on human ecology principles

In **Bulgaria**, one PDP and seven small grant projects have been used to increase professional skills of more than 300 psychologists, guards and other stakeholders on topics including first aid, drug prevention and work with vulnerable groups. Evaluation forms completed by participants have been positive about the impact of the training.

In addition to training, the grants have been used to develop a tool for combatting professional stress. In 2018 a total of 92 Bulgarian prison service staff consulted a psychologist; four crisis interventions were applied, for example after a colleague had died. While some of the issues raised are work related, many more have to do with family problems.

The Czech Republic has used partnerships with Norway to develop training programmes on dynamic security, management of special types of prisoners and dealing with violent offenders.

In **Latvia**, staff training has been an integral part of the projects which sought to improve conditions in detention centres and establish the Olaine Addiction Centre.

In **Lithuania**, more than 1500 prison staff have received training with the most significant courses, prepared in consultation with Norwegian partners relating to the introduction of dynamic security.

The most substantial investment in training has been in **Poland** where Projects PL17-0002, PL17-0003, PL17-0004, PL17-0005 and PL17-0006, involved organising 6,492 training courses, classes and post-graduate programmes for Prison Service personnel. 24,000 staff benefitted from one or more of the courses. These covered a range of types of training from professional qualifications, soft skills and safety and security.

Topics included stress management, group work, art therapy, shaping social skills and English language course. They also included more technical training on topics such as first aid, the recognition of narcotic and psychotropic substances, addiction prevention paramedical and convoy training for Prison Service intervention groups and convoy groups.

Specific courses dealt with how to manage aggressive prisoners, crisis situations, juvenile prisoners, life sentenced prisoners and how to help prisoners find work on release. Educators and psychologists had the opportunity to learn about addictions, domestic violence and the prevention of violence.

At Grochow prison, the assessment team was informed that 20% of the staff had benefited from training support. 34 people took part in 24 different courses and trainings. Others have access to the teaching aids purchased under the project.

The prison service told us that in a survey of more than 2,000 respondents, over 90% said that the skills they had learned about would be very useful in their everyday work. This high level of satisfaction was replicated in the evaluations seen by the assessment team in other countries.

The exception was a survey of 2000 students participating in e-learning courses in Poland where 21% were highly satisfied and 50% satisfied. 14% were less satisfied. This form of training had not been used before for the prison services. The preference for practical training was not an uncommon finding in feedback forms that the assessment team has looked at from several countries and agencies.

Key to maximizing the ongoing impact of training is a way of integrating and organising the courses and delivering these appropriately in a planned system of initial and continuing training for staff. Poland, Romania, Lithuania and the Czech Republic have invested in these systemic elements of prison staff training, but it is not clear how well the training courses developed through small grants in Bulgaria have continued to be delivered after the projects finished. Latvia has no prison training school plans to create a training school at Olaine.

Poland has used funds to strengthen the way its Kalisz Training Centre identifies and records the training needs of staff, to modernise training equipment and introduce more distance learning courses in digital format. A staff survey found that most agreed that the changes had improved the quality of training.

Poland is about to start a 5-year degree course for prison staff. The College of Criminology and Penitentiary Studies in Warsaw is a vocational school of state services which was due to

open in October 2019. University graduates (5 years education) will have adequate preparation to work in specialized institutions of central and local government administration; in social and educational organizations; in international institutions and organizations and in institutions dealing with supervision of persons in conflict with the law.

➤ **FINDING 13: Professional training provided to a range of prison staff has generally been highly valued particularly on practical topics. The assessment found evidence that courses developed by the grants have been integrated into institutions responsible for staff training in the Czech Republic, Lithuania, Poland and Romania. It is not clear whether courses developed by small grants in Bulgaria have continued and Latvia is lacking a training college to coordinate activities although one is planned**

2.3.2 New Technology

In addition to the development of EM, the programme has funded some worthwhile use of new technology. A list of the projects and main results is in Table 5

Table 6: Projects using New technology

Country	Project	Main Results
Czech Republic	CZ15-0001 Implementing videoconferencing in the resort of justice	<ul style="list-style-type: none"> • 164 videoconferencing kits purchased and installed in 90 courts, 39 prisons and 12 other settings including prosecution and probation offices. • Videoconferencing used in 1000 cases per month. • 1200 people trained in the use of the equipment
Lithuania	LT14-0002 Preconditions for Decreasing Recidivism Rates of Inmates Serving their Sentences in Closed Prison Nr. 3 of Pravieniskes Created	<ul style="list-style-type: none"> • External perimeter under CCTV surveillance with an armed response team available if needed. • Guards engaged in perimeter security reduced from 18 to 8 with 10 ten posts redeployed to work in the wing after training on dynamic security.
Poland	Project PL17-0005- Creation and implementation of IT and telecommunication systems improving the management of correctional facilities.	<ul style="list-style-type: none"> • Modernisation of human resources database • Development of software for HR & payroll management system • The electronic document management system implemented.

CCTV has been widely installed in refurbished detention and prison facilities; for example, at Shumen IDF and Debelt Hostel in Bulgaria, the detention centres in Latvia and Romania and the Pravieniskes 3 prison in Lithuania. In the latter prison, ten guards previously engaged in perimeter security have been redeployed to work inside the prison after being trained in dynamic security. CCTV also provides a mechanism for holding staff to account when

physical control or restraint is used on prisoners and can deter illicit behaviour by both staff and prisoners.

In Poland as well as purchasing mobile phone detectors as part of a project to properly equip prisons, computerised systems have been developed to ease document flow within the prison system; to manage the human resources function in what is a large prison service; and better manage the training needs of prison staff. These developments have been welcomed by staff because they both reduce administrative burdens and improve basic personnel management functions within the prison service.

In Czech Republic, videoconferencing has enabled 1,000 hearings and meetings per month to be conducted remotely via a screen. The quality of the equipment, which was used by the assessment team during the site visit is very high. The system has reduced financial costs, speeded up communication, and increased safety without the need to transfer prisoners to hearings. The technology is being fully utilised without any major adverse effects on the quality of decision-making although this should be evaluated more thoroughly.

➤ **FINDING 14: The programme has made good use of technology with the Czech Videoconferencing system, a particularly cost-effective innovation.**

3 FINDINGS ON SUSTAINABILITY

This chapter looks at the sustainability and wider effects of the programmes in the beneficiary countries by considering replication effects (Q7), effects on policy (Q8) and effects on attitudes of senior administration staff (Q9).

3.1 Replication

In terms of replication, the major capital investments made in the programme are still in operation and there are examples of replication. The countries under review are looking to build on what has been achieved either through future assistance from Norway-grants, from state funds or other donors.

In **Bulgaria**, the final house block for light regime prisoners will shortly be completed at Debelt with state funds. The authorities informed the CPT that as part of their strategy to improve standards in detention centres and prisons, there is “a project to build a new prison in Sofia, a training centre in it, more repairs to arrests and prisons, and more effective enforcement of alternative sanctions.”³² The opening of Debelt has allowed Burgas to be completely refurbished. While Norway grants paid for the kitchen, the cells have been refurbished with state funds. Similarly, the assessment observed major refurbishment underway at Sofia prison which is being undertaken with state funds.

³² Response of the Bulgarian Government to the report of the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) on its visit to Bulgaria from 25 September to 6 October 2017 <https://rm.coe.int/16808e839e>

Electronic monitoring is operating again after a two- year gap. There is now a more appropriate legislative framework in place, developed during the programme period. Probation staff grew in number slightly between 2010 and 2018 from 494 to 499.³³ In recent years, the numbers of probation clients in Bulgaria has fallen due to legislative changes.

In the **Czech Republic**, there are plans to further improve training opportunities at Pribram prison and the separate accommodation and regimes for young offenders have been replicated in other prisons on the back of the pilot at Kurim prison. Opportunities to expand the use of videoconferencing are being explored. The number of probation staff has grown from 422 in 2010 to 487 in 2018.³⁴ The assessment team was informed that the service is facing budgetary pressures. Certain elements of professional training are likely to be conducted jointly with prisons from 2020.

In **Latvia**, the process of refurbishing police detention centres stimulated wider improvements in conditions for detainees via legislative amendments. Drug free wings have been created in three ordinary prisons so that prisoners returning to them after their treatment at the Olaine addiction Centre can maintain the progress they have made. Numbers of probation staff grew by 50% between 2010 and 2018 from 285 to 429. Electronic monitoring is progressing slowly, and consideration may be given to extending its applicability beyond conditional release cases. The future development of probation may be more closely linked with prisons. The assessment team was told that “Probation professionals start to believe that common future with prison professionals could be possible”. A planned Training School at the Olaine site could enhance the professional skills of staff in both agencies.

In **Lithuania**, state funds have been used to expand the Vilnius Halfway House by 17 places, although the role of Halfway Houses was called into question by the Minister of Justice last year.³⁵ The prison service has a long-term intention to replace large dormitories with smaller cells- as was done in part of Pravieniskes 3 -throughout the system. But its Modernisation Programme is being re-assessed due to budgetary constraints and was criticised for slow progress by the National Audit Office in 2016.³⁶ Since then, Vilnius remand prison has been closed and its population distributed to other correction houses. The numbers working in probation have grown from 249 to 287. The sustainability and growing effectiveness of mediation in Lithuania is indicated by the fact that in 2018, 1495 people used it with a greater percentage of successful outcomes. The scope of application is increasing. Since October 2018, it has been available in correction houses and prisons. From July 2020 legal regulations will provide wider opportunities to apply EM system in

³³ Data from Council of Europe SPACE II Statistics

³⁴ Ibid

³⁵ “Justmin mulls renouncing halfway house demand for convicts” 2018

<https://en.delfi.lt/culture/justmin-mulls-renouncing-halfway-house-demand-for-convicts.d?id=78826077>

³⁶ “Prisons modernization on for 10 yrs, but with no substantial results” 2016

<https://en.delfi.lt/politics/prisons-modernization-on-for-10-yrs-but-with-no-substantial-results.d?id=73038012><https://en.delfi.lt/politics/prisons-modernization-on-for-10-yrs-but-with-no-substantial-results.d?id=73038012>

probation: it is expected that over the next few years number of persons under intense supervision will increase up to 3000.

Poland also has a modernisation strategy whose two main aims are to improve the security of prisons and detention centres; and to improve working conditions and remuneration for the staff. The Norway grants programme has played a part in a larger strategy to equip units with modern cars, new weapons, communication assets and IT systems.³⁷ The investment in training -and in particular the creation of the College of Criminology and Penitentiary Studies- looks set to sustain the impact of the projects funded through the 2009-14 grants cycle.

In **Romania**, there are discussions about a deeper reform of the police detention system in which 11 centres in Bucharest will be replaced by one large new centre. Should this come to fruition, the investment in the refurbishment carried out in detention centres that close could be seen as wasted. Experience suggests that it will be some time before a large new facility is constructed although we were informed that a site has been identified. There are plans to expand the functioning of the Delta Eco project through additional agricultural and training activities. The strength of the probation service has increased from 461 staff in 2010 to 588 in 2018. A question has arisen about whether the work of probation is correctly focussed. In Romania, 47% of probation cases are traffic related and 83% of cases are first time offenders. Probation interventions are not therefore necessarily diverting as many offenders from prison as they might but are rather being used in place of financial and other penalties.

➤ **FINDING 15: Replication has varied. Bulgaria has embarked on a substantial overhaul of prison infrastructure which builds on the work undertaken with Norway grants. Lithuania's plans to extend cell type accommodation appear to have stalled although state funds have been used to extend the capacity of the Vilnius Halfway House. Probation services have expanded in all countries and measures have been taken to ensure professional training for staff in both prisons and probation is sustained through training institutes, particularly in the Czech Republic, Lithuania, Poland and Romania.**

3.2 Impact on Policy

While the general policy context in which correctional services operate can be volatile and influenced by political factors, there are encouraging signs that prison reform has received a sustained priority in several countries at least in part due to the influence of Norway Grants.

In Bulgaria, the small grants scheme has enabled a variety of non- governmental organisations to work in cooperation with the prison service, training staff or prisoners and

³⁷ Interview with Director General "The Polish prison modernisation programme as a turning point".
<https://justice-trends.press/the-polish-prison-modernisation-programme-as-a-turning-point/>

developing other practical initiatives. The prison service informed us that as a relatively closed institution, the creation of these partnerships and relationships has had a positive effect of the culture of prisons- whether or not specific projects have continued after the end of the funding period. A recent academic study has concluded that “based on the progress already made, it is difficult to imagine Latvian penal policy returning to the former practices of punishment and isolation instead of rehabilitation and re-socialization”.³⁸ Another has reported that in Lithuania “prison department efforts to develop evidence based correctional programming are very promising.”³⁹ The Director General of the Polish prison service has said that “the primary areas with an impact on our inmates’ re-socialisation process are work, learning, cultural and educational activities, sports, maintaining contact with family and the outside world, and various forms of therapy”.⁴⁰

Charts 2 and 3 show trends in the prison population between 2010 and 2018. Numbers have fallen in all apart from the Czech Republic and while detailed research would be needed to establish the precise reasons for the trends in each country, they suggest at least that policies consistent with less use of imprisonment have been in place.

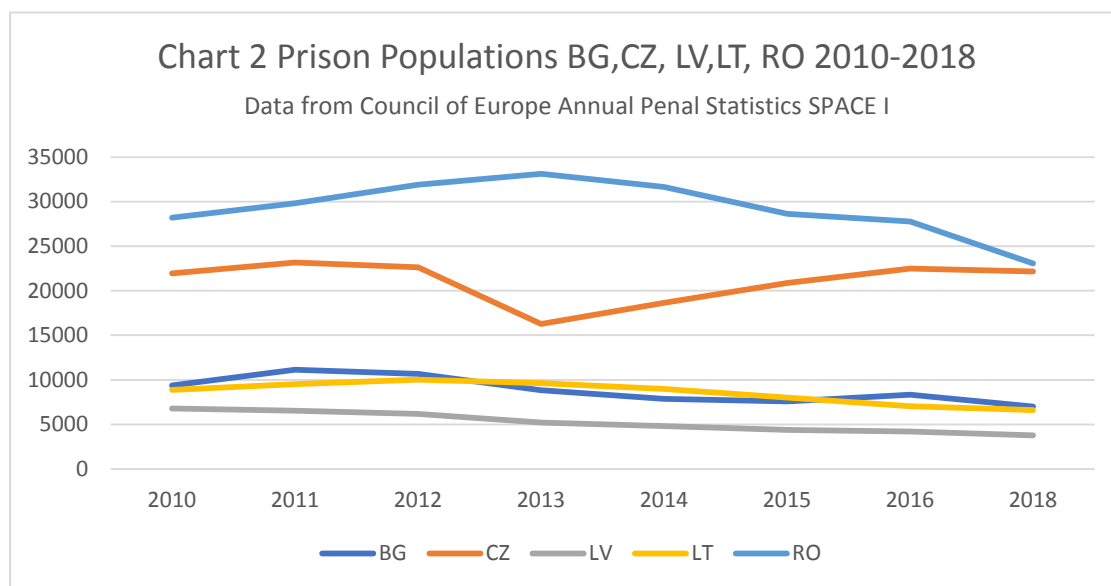


Figure 2: Prison Populations BG, CZ, LV, LT, RO 2010-2018

³⁸ Pernille Sørderholm Nyvoll Norwegian and Latvian cooperation in correctional services A qualitative analysis of the role and effect of the Norway Grants to the Latvian probation and prison service

³⁹ The Implementation and application of Social Rehabilitation in Lithuanian Correctional Facilities <http://teise.org/wp-content/uploads/2018/01/Vai%C4%8Di%C5%ABnuien%C4%97-Vir%C5%A1ilas-summary.pdf>

⁴⁰ The Polish prison modernisation programme as a turning point <https://justice-trends.press/the-polish-prison-modernisation-programme-as-a-turning-point/>

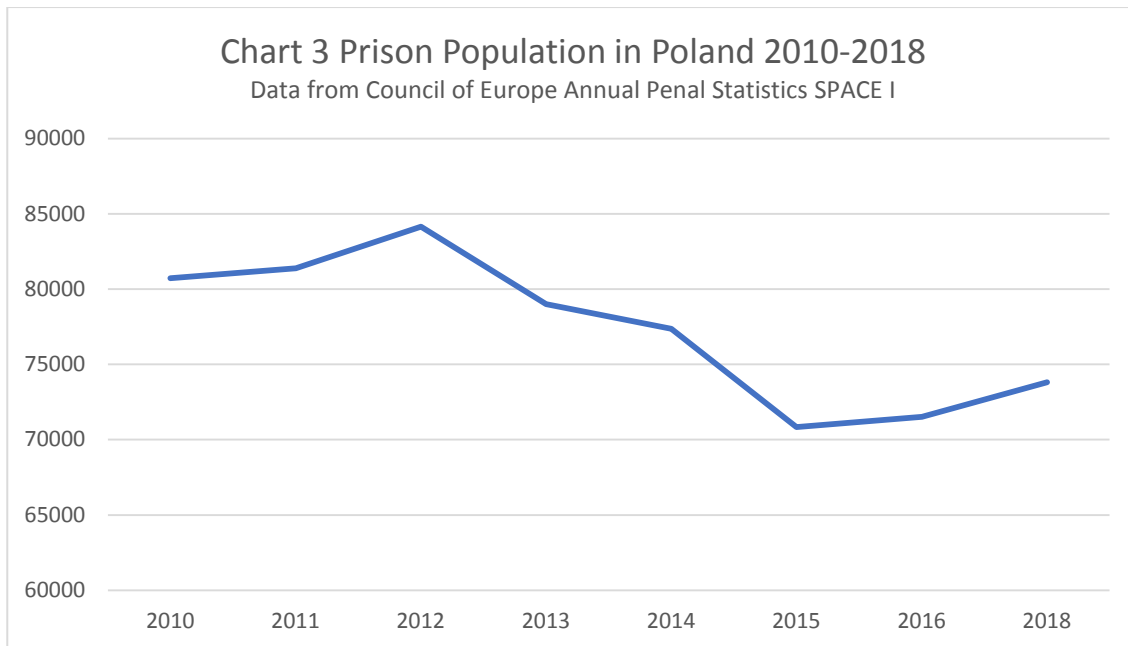


Figure 3: Prison population in Poland 2010-2018

In **Bulgaria**, where prison numbers fell by 21% between 2010 and 2018, the final programme report claims that “a notable public effect has been achieved with the issue of the inadequate material conditions now permanently on the agenda of the Bulgarian institutions.” A more significant driver of policy may have been a key case in the European Court⁴¹ and the CPT public statement in March 2015 condemning the lack of progress in implementing its recommendations, including those relating to prison overcrowding and prison conditions.⁴² In 2017, new legislation was introduced which created

- new rules for initial allocation and transfer of prisoners, as a measure to tackle prison overcrowding;
- changes in the procedure for early conditional release;
- confirmation of the norm of 4 m² of living space per prisoner as a standard in all prisons

When the CPT visited at the end of 2017, they reported that the prison situation had generally improved since 2015 due to a drop in the prison population, more flexible rules for allocating and releasing prisoners and efforts to refurbish and reconstruct prison estate.

The assessment team was informed that there had been some recent changes in the law which had resulted in a fall in the number of people on probation. Restrictions on eligibility for probation do not always result in more use of immediate imprisonment. But greater use of conditional or suspended sentences instead of probation can run the risk of increasing prison numbers. If the prison population starts to rise again, this could in turn put at risk the sustainability of the positive changes seen in recent years, to which the Norway grants have made an important contribution.

⁴¹ Neshkov v Bulgaria <https://hudoc.echr.coe.int/eng#%7B%22itemid%22:%5B%22001-150771%22%5D%7D>

⁴² CPT/Inf (2015) 17 <https://rm.coe.int/16806940ef>

The **Czech Republic** has seen its prison population grow back to 2010 levels after a 2013 Amnesty which released 6,000 but the CPT have reported on falls in prison numbers during 2018. The Czech authorities have attributed this to “the attention paid to the re-integration of prisoners into society and better interconnection between penitentiary and post-penitentiary care, including cooperation between the Prison Service and the Probation and Mediation Service, NGOs and social workers”.⁴³ The investment of Norway grants into vocational training may have played a part in this. The Czech Republic has also reformed the security system in its prisons with the result that the number of inmates classified as low security prisoners -the lowest security classification- has increased by 50%. This is important as it enables prisoners more prisoners to work outside prison. Norway has certainly played a part in the development of the country’s first open prison, at Jirice which is modelled on the Norwegian Bastoy Island facility.

Latvia’s prison population has fallen by 44% since 2010 and Norway grants investment in probation will have played a part in this. The authorities have described the reforms to detention centres as opening “new chapter”. It was intended that work would be undertaken with assistance from Norway grants to examine the possibility of reducing or eliminating the use of administrative detention. The assessment team was told that administrative detention has been curtailed and is due to be completely abolished at the end of 2019. It remains to be seen whether this will result in more criminal cases coming before the courts.

The prison population rate is still high in European terms at 195 per 100,000 compared to Norway’s rate of 63. The scale of the challenge of implementing is shown by a 2019t report of the State Audit body which found that “The approach adopted in Latvia ten years ago for re-socialization of ex-convicts has not accomplished its goals and most of the ex-convicts tend to return to prison again.”⁴⁴

The probation service has used funds to increase awareness of the benefits of alternatives to detention and promote their work. For example, television advertisements were produced to show the benefits of EM. Officials have also been interviewed on television about the benefits of EM. Based on public opinion polls, it is reported that 74% of population support introduction of electronic monitoring in Latvia, 61% of population share the view that EM is smart long-term solution. The Olaine Centre has also come to symbolise a new philosophical approach for the prison service. According to the governor of the prison, among policymakers and those working in the justice system the aims of rehabilitation and treatment are well understood and accepted although among the general public, there is still a quite wide spread view that funds should not be spent on criminals but on public services such as health and education.

⁴³Report to the Czech Government on the visit to the Czech Republic carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 2 to 11 October 2018 <https://rm.coe.int/168095aeb4>

⁴⁴ <https://bnn-news.com/state-audit-reform-for-re-socialization-of-convicts-has-not-achieved-its-goal-206752>

The assessment team interviewed a representative from the Latvian Centre for Human Rights who said that the Norway investments have been useful and have partly influenced the environment in other prisons, but much depends on their staff.

Lithuania has also seen a steady fall in prison numbers and notwithstanding the innovative models of detention created by the Norway grants, the most recent report of the CPT following a visit in April 2018 paints a troubling picture of the prison system as a whole with high levels of inter prisoner violence and inadequate space for prisoners. In 2014, the Lithuanian Government approved a new Prison Modernisation Programme, which provided for the modernisation of detention facilities by 2022. The programme involved the construction of a new remand prison on the outskirts of Vilnius, the completion of Praveniskes Prison, and the construction of new remand prisons in Siauliai, Klaipeda and Panevezys on the basis of a Public Private Partnership. The estimated cost to state funds was 30m Euros. In the report of their visit in 2018, the CPT was told that the programme “was not being duly implemented due to the lack of financial resources, and the authorities were in the process of reassessing the Programme so as to adapt it to the resources available. In practice, most of the ongoing refurbishment and reconstruction work in prisons (which generally implied transforming large-capacity dormitories/cells into smaller living units was being carried out with the aid of the Norwegian Financial Mechanism.”

The Human Rights Monitoring Institute told the assessment team that while the Halfway Houses, Mother and Baby House and cell type accommodation have been welcome reforms, they have had limited effect on the rest of the system. The closure of Vilnius remand prison in 2019 was described by HRMI as “a political statement” but it may have left the country short of prison capacity should crime increase. With a prison population rate of 235 per 100,000, there is scope for reducing the lengths of sentences. This is currently being considered in a review of the criminal code.

Poland has seen its prison population fall 8% since 2010 and has been praised by the CPT in 2017 for its efforts to provide sentenced prisoners with work opportunities and for renovation works which were either planned or already ongoing in all of the prisons they visited. However, Poland has continued to argue to the CPT that because of “a high population of inmates compared to the infrastructural capacities of the Prison Service it is not possible to ensure 4 m² of minimum living space per inmate as of today. Nevertheless, the Prison Service continues to undertake efforts in the area of building new prison establishments that would meet those standards, however, this largely relies on the penal policy of the country and its financial capacity”. Extending the infrastructure formed no part of the 2009-14 Norway grants programme, although the construction of five new centres, each consisting of a modern 200-250 places’ residential pavilion, and a production hall is planned under the “Support for the Prison Service” project, in the 2014-2021 cycle.

Romania's prison priorities have largely been driven by the finding of the European Court in 2017 that prison conditions were in breach of the Convention and point to a structural deficiency requiring the adoption of general measures by the State.⁴⁵

On pretrial detention there has been no substantive change to the law in respect of how long detainees can be held in police detention facilities. This is despite the fact that the CoE has repeatedly recommended that persons on remand should not be held in police detention facilities. "It is, in the Committee's view, unacceptable for the police authorities to continue to hold detainees for months on end".⁴⁶

On prisons and probation, a new 2014 law has reduced the maximum sentence for certain offences, introduced a day fine system designed to match financial penalties to an offender's disposable income and reformed the law in respect of juveniles. The scope for probation involvement in the justice system has been increased but this may have been at the expense of fines rather than prisons. The probation service has used funds to increase awareness of the benefits of alternatives to detention and promote their work. The prison service has also used projects such as Delta to raise awareness.

➤ **FINDING 17: The size of the prison population has reduced since 2010 in all of the countries apart from the Czech Republic which has seen a small rise. Trends in the caseload of probation services have shown a less clear pattern. The availability of Norway grants has helped to sustain policies aimed at reducing prison numbers, improving prison conditions and developing a more rehabilitative approach.**

3.3 Impact on Attitudes

Senior prison staff in all six countries have expressed support to the assessment team for the values underpinning Norway grants such as the desirability of a reduced prison population, stronger community-based measures, a more flexible approach to allocation and categorisation of prisoners, more positive regimes and services in prison, better preparation for release and a prison culture based on dynamic security. This suggests that policy changes spurred by the programmes may have triggered attitudinal changes regarding prisoner rehabilitation and reintegration among high-level administration staff in Beneficiary States.

In Bulgaria, the small grants scheme has enabled a variety of non-governmental organisations to work in cooperation with the prison service, training staff or prisoners and developing other practical initiatives. The prison service informed us that as a relatively closed institution, the creation of these partnerships and relationships has had a positive effect of the culture of prisons- whether or not specific projects have continued after the

⁴⁵ <https://www.statewatch.org/news/2017/apr/ro-echr-detention-conditions-romanian-prisons-rezvmives-pr-25-4-17.pdf>

⁴⁶ Report to the Romanian Government on the visit to Romania carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 7 to 19 February 2018 page 24

end of the funding period. In the Czech Republic, the opening of the first open prison represents a commitment to an environment that “should not be repressive and isolationist and our trained staff-social workers and psychologists –will be there in the role of aides to help them...”⁴⁷

A recent academic study has concluded that “based on the progress already made, it is difficult to imagine Latvian penal policy returning to the former practices of punishment and isolation instead of rehabilitation and re-socialization”.⁴⁸ Another has reported that in Lithuania “prison department efforts to develop evidence based correctional programming are very promising.”⁴⁹ The Prison service has agreed that the Mediation service created by Norway grants should be able to work inside prisons. The Director General of the Polish prison service has said that “the primary areas with an impact on our inmates’ re-socialisation process are work, learning, cultural and educational activities, sports, maintaining contact with family and the outside world, and various forms of therapy”.⁵⁰ Romania has embraced the concept of human ecology as a guiding principle for prisons and is considering not only expanding activities at the existing eco-reintegration project in the Danube Delta but establishing further such projects.

➤ **FINDING 18: There is evidence of positive attitude change among senior staff in the prison systems in all of the beneficiary countries.**

4 FINDINGS ON BILATERAL COOPERATION

This chapter looks at the role of bilateral cooperation by examining the effects of partnerships at programme and project level (Q11) and how programmes might have developed without them (Q12).

4.1 The Role of Donor Project Partners

4.1.1 Norwegian Government at project and programme level

The Norwegian Correctional Service was a Donor Programme partner with Latvia, Lithuania and Romania and was also involved at the programme level in Poland. In the remaining countries there was some important involvement at project level and the availability of Bilateral Funds led to some significant outcomes- for example the development of Czech Republic’s first Open prison. The formal status of the partnership arrangements- whether at

⁴⁷ <https://www.radio.cz/en/section/curraffrs/czech-republic-looks-to-norway-for-inspiration-in-building-humane-jailhouse>

⁴⁸ Pernille Sørderholm Nyvoll Norwegian and Latvian cooperation in correctional services A qualitative analysis of the role and effect of the Norway Grants to the Latvian probation and prison service

⁴⁹ The Implementation and application of Social Rehabilitation in Lithuanian Correctional Facilities <http://teise.org/wp-content/uploads/2018/01/Vai%C4%8Di%C5%ABnuien%C4%97-Vir%C5%A1ilas-summary.pdf>

⁵⁰ The Polish prison modernisation programme as a turning point <https://justice-trends.press/the-polish-prison-modernisation-programme-as-a-turning-point/>

strategic/programme level or project level – or how activities were funded – whether as part of a PDP or through Bilateral Funds - does not necessarily seem to have been the most important factor in terms of impact and success.

In **Latvia**, project partners from Norway included Oslo Probation Office, KRUS, Ila Detention and Security Prison of Norway and Oslo Prison. Oslo Probation office provided consultations to the State Probation service about the best way of establishing the new Electronic Monitoring system which the Latvian authorities describe as a rather “challenging aspect of the programme.”⁵¹ As noted above, the number of offenders subject to EM has turned out rather lower than predicted although the success rate is high.

Oslo prison has provided training for staff at Olaine Addiction Centre on two specific treatment programmes and more general issue relating to the management of a therapeutic community. Staff from Oslo prison’s Pathfinder unit made three visits to Olaine to train newly appointed staff and returned to see the programme in action after the centre opened. .

In **Lithuania**, more than 20 bilateral activities were implemented, with 71 civil servants, prison and probation staff and other employees participating. The partnership with the Norwegian Training Academy KRUS has had a major impact in this programme. The Lithuanian prison staff we met mentioned two particularly influential activities; shadowing visits of the staff from both Lithuanian and Norwegian correctional and probation institutions: and training on dynamic security. The shadowing visits involved looking close up at how management is conducted and understood in Lithuania and Norway. According to KDI, The Norwegian and Lithuanian partners have remained in contact since the shadowing visits, and Lithuanian participants have also been invited to and participated in management trainings in Norway after this.

As for dynamic security, KRUS provided expert assistance in the development of training for both senior and junior staff. A working group was established with representatives from KRUS and the Lithuanian Prison service to oversee this task. KRUS were also involved in developing of training programmes for inmates, which focused on prisoners’ motivation for work, improvement of social skills and crisis management.

The development of the four Halfway Houses in Lithuania drew heavily on a partnership with Sandaker HWH in Oslo. Sandaker provided consultations about operating the HWHs, hosting a two-day visit and a four-day internship for representatives from Lithuanian penitentiary staff and also provided training to social workers of newly established halfway houses. The deputy director of the Lithuanian prison service informed the assessment team that the input from Norway had been crucial in ensuring a successful development.

In **Romania**, the Norwegian correctional service has played an important part in the work by contributing to

⁵¹ Final Programme Report

- a) the development of the building and new regime at Gherla and the associated protocols and instruments. The Romanian authorities reported that partners from Bredtveit Prisons helped set up the Therapeutic Community there; but the KDI told us that “Bredtveit prison does not have any competence in this area, and it was therefore decided to focus the bilateral partnership on environmental work/working with people”.
- b) the building and new regime at Bacau Young Offender Prison
- c) the integrated tool for the evaluation of the relapse risk of young prisoners and the modular type special programme for their assistance. This was through the experts appointed by Bjørgvin Prison.
- d) the Delta project where a close partnership was formed with Bastoy Prison
- e) the training curriculum for the prison staff working with minors and youngsters deprived of liberty (KRUS)
- f) the Human Resources Strategy and the special training instruments for the prison staff and in the training delivery component
- g) work with the probation service on organizational management and the improvement of its working tools, capacity and practice.

A handbook on the international transfer of prisoners was produced with bilateral funds in 2014. The numbers of Romanian prisoners transferred from Norway to Romania has increased steadily from 1 in 2011 to 13 in 2017. The Norwegian government assume that the cooperation between Norway and Romania has had an impact on this change.

In **Poland**, the Norwegian Correctional Service was a project partner in three PDP’s, two of which related to prison staff training and the other alternatives to prison. 30 study visits were organised involving 220 staff. These focussed on knowledge sharing in the fields of prison management, the development of distance learning courses for staff and the work of probation services in the respective countries.

In addition, Bilateral Funds were used to fund 14 meetings seminars and conferences related to sharing of experiences at a strategic level. The funds were also used to fund seven supplementary projects related to prison staff training implemented at the by Kalisz Prison training school. These gave rise to a close and enduring cooperation with KRUS. This led to the development of specific training curricula on self- defence and restraint, a methodology for identifying stress and occupational burnout in staff and work on the use of IT systems for the management and organisation of training. KRUS has also been the inspiration for Poland’s ambitious plans for a College for Penitentiary staff which is one of the main successes from the programme.

In the **Czech Republic**, the Probation service’s cooperation with the Norwegian Correctional Service built on previous experience under the Norway Grants 2004-2009. Four study visits to Norway and two study visits to the Czech Republic were implemented involving 77 staff. The Czech Probation and Mediation service has highlighted the benefits of learning about the intensity of supervision within probation and an overall system involving education, employment, learning to change behaviour and accepting responsibility. The KDI introduced the possibilities of working with clients in a very intensive form for a shorter period of

punishment; good practice in the field of electronic monitoring, probation and parole houses. Elements of the new knowledge were reflected during preparation of new training courses but one of the experienced probation staff interviewed by the assessment said that in her view “Norway doesn’t have great education system for the probation service.”

On the prison side a partnership was established with the Directorate of Norwegian Correctional Service KRUS, and Ullersmo, Ila and Ringerike prisons. A seminar followed by 4 study visits to Norway looked at special treatment programmes, qualification of prison staff, staff management, and dynamic security. Information gained during the seminar was used to formulate the content of the training course for the of Czech prisons management as well as for development of the new intervention programmes. Study visits have stimulated new practices in the Czech prisons, for example, extended activities supporting the relationship between prisoners and their children. An additional partnership was formed with Norwegian NGO Alternative to Violence (ATV). Three joint seminars with ATV on anger management were held which have helped in the management of violent offenders. The Czech prison service is interested in implementing programmes that are available in Norway such as the Motivation Programme and Father's Programme. Cooperation on the issues of women’s imprisonment was established in the context of the Opava project. Experiences were shared in two study visits with a focus in particular on education, contact with the outside world and preparation for release and the challenges of reintegration.

In **Bulgaria**, Norwegian experts have played a role in the work to develop strategies to reduce stress in staff and reduce suicide and self-harm among prisoners. They conducted focus groups and provided advice. The Bulgarian prison service made clear that this was not a question of importing a Norwegian model of practice as there are important differences in the way services are organised. In Norway, health and social care services for prisoners are not provided by the prison service but by the mainstream departments and agencies responsible for those services. Norwegian partners were also involved in two of the small grant projects.

For this cycle, the KDI informed the assessment team that all projects had already been planned by the beneficiary countries before the Norwegian partners and DPP got involved. This means that there were limited possibilities for comments and input from the Norwegian side at least to the very structure of the project. However, after Norwegian partners had been selected and the actual cooperation got initiated between the partners, there were bilateral discussions on the more detailed part of the projects. In their opinion an early involvement from DPP and the Norwegian partner would have been beneficial when it comes to exchange of professional expertise.

During the assessment, the team has heard nothing but positive opinions about the partnership with the Norwegian experts. One beneficiary described it as a “beautiful friendship” and the importance of positive personal relations should not be ignored. The bilateral partnerships have also enabled prison and probation services to raise the profile of their work through participation in conferences and the publication of large numbers of media articles covering aspects of the projects.

The most impactful relationships have been at the practical level where practitioners have shared their experience of particular programmes and practices. In terms of professional development, the involvement of KRUS in assisting partners to develop training on dynamic security may prove to be the most influential in the long term. This involves a major change in the role and culture of prison staff.

4.1.2 Council of Europe (CoE) at project and programme level

CoE was DPP in Bulgaria, Romania and Czech Republic. In Romania and Bulgaria CoE had also more direct involvement as project partner with the General Inspectorate of the Romanian Police, the Ministry of Justice of Romania, as well as with the Bulgarian General Directorate of Execution of Sanctions and the Academy of the Ministry of Interior. In addition, it was also project partner with State Police of Latvia. CoE involvement was also mid cycle so it was not involved in the definition of the projects. While the ownership of the projects was in the hands of the Project Promoters, the CoE role was to deliver support on demand. The CoE provided advice and assistance, in the light of European standards and the specific findings of ECtHR and monitoring bodies, but had no controlling means to ensure the full achievement of the project outcomes.

The FMO has already commissioned an evaluation of the role of CoE which finds that in respect of CZ15 there was “discernible frustration due to miscommunication of roles, role confusion and lack of clarity on the modus operandi of the partnership”. By the end of 2009-2014 cycle, the role of CoE became clearer to the Czech partner – meaning in providing advice on European standards based on its experience in promoting more humane and socially effective prisons. CoE acted only as DPP in Czech Republic with no direct involvement in the projects and worked closely with the Czech and Norwegian partners for achieving the CZ15 Programme goals.

This assessment finds that CoE played an important role in terms of providing advice on European standards on technical specifications for refurbished accommodation. In the police project LV08-0003, the Latvian authorities have described the cooperation with CoE as “crucial”. CoE provided several assessments of the police facilities and advised on aligning the necessary refurbishments with the European standards. It also had input in relation to Roma monitoring in Romania and was involved in two projects relating to Roma in Bulgaria.

The CoE added value is not in practical experience of running prison service, but in access to 47 prison services of its member States (including Norway) and in-depth knowledge of strengths and weaknesses of the 47 prison systems through their close cooperation within the Council for Penological Cooperation (PC-CP), Annual conference of Directors of Prison and probation Services, CPT reports and access to the CPT Secretariat, multilateral meetings on good practices in implementation of CoE standards in prison and probation organised biannually in Strasbourg; and thus an overall ability to find an expertise that will match the needs of the beneficiary in question. That has been proven in countries in which CoE had more practical involvement such as in Latvia, or in Bulgaria.

A representative from the Bulgarian Prison service told that the involvement of CoE was very helpful. This supports the finding of a detailed assessment of CoE involvement in

Norway grants which found that in BG15, the prison service was “very much satisfied with the opportunity to work together with their critics” from the CoE.

The CoE told this assessment that they were not used to the extent that they could have been. They made clear that the ownership of the projects was in the hands of the Project Promoters, the CoE role was to deliver support on demand. The CoE provided advice and assistance, in the light of European standards and the specific findings of ECtHR and monitoring bodies, but had no controlling means to ensure the full achievement of the project outcomes.

➤ **FINDING 19: Norwegian involvement has been particularly valuable in the development of halfway houses in Lithuania, the training of staff at the Olaine Addiction Centre in Latvia and through the role of the Norwegian Staff Training Academy KRUS in partnering with its equivalents in beneficiary countries. Council of Europe involvement has been more focussed but their advice on technical questions on infrastructure standards and on Roma monitoring has been of value.**

4.2 Effects of Partnerships on Quality and how Programmes and Projects would have developed without Partnerships

A study of Norwegian and Latvian cooperation in correctional services has distinguished four roles and effects which the Norway grants can have, beyond the overarching economic impact of funding a set of projects.⁵² This provides a helpful framework for analysing the impact of bilateral cooperation and estimating how programmes would have developed without bilateral partnerships.

The first role is “symbolic” and concerns the soft power which Norway exercises in penal policy. As a country with a very low rate of imprisonment, - 63 per 100,000-⁵³ high respect for human rights and range of innovative institutions and practices, Norway is able to help to extend political and popular support both for the projects and for the values and norms that underpin their approach to corrections. An example here might be the headline *“Czech Republic looks to Norway for inspiration in building “humane prison” which covered the plans for the country’s first open prison.*⁵⁴

The second role is what is called “supporting” and concerns the way in which programmes and practices are adapted – through study visits, seminars and discussions to the specific conditions in the beneficiary state. Examples here might be the application of the human

⁵² Pernille Sjøderholm Nyvoll Norwegian and Latvian cooperation in correctional services
A qualitative analysis of the role and effect of the Norway Grants to the Latvian probation and prison service Master’s thesis in European Studies
Trondheim, May 2018

⁵³ Council of Europe SPACE I statistics

⁵⁴ <https://www.radio.cz/en/section/curaffrs/czech-republic-looks-to-norway-for-inspiration-in-building-humane-jailhouse>

ecology principles at Norway's Bastoy Prison in the development of Romania's Delta project ⁵⁵ ; the way in which the KRUS academy has worked with its equivalents in Poland and Romania; or the development of dynamic security in a number of different settings across the programme.

The third "educational" role involves a more concrete transfer of measures from Norway to the beneficiary country. The Halfway Houses in Lithuania, and the Pathfinder Programme at Latvia's addiction centre are examples of this.

Finally, there is an "interconnecting" role in helping find relevant partners for the projects and increasing a country's international network of penal policy experts or practitioners. This has led to some of the NGOs in the Bulgarian small grants programme partnering with relevant Norwegian organisations. This role has also been played by the Council of Europe in particular countries. CoE has also been able to connect the work undertaken in the grants – whether through advice on design specifications for buildings or training of staff – to the requirements of human rights standards and bodies.

Without bilateral cooperation, the programmes would have suffered across these four domains and would not have achieved the impacts described in Section 2. While some of the more straightforward infrastructure improvements might have been made without input from Norway and CoE, new regimes and services for prisoners, alternatives to custody and professional training of staff could not have been developed and implemented to the extent that they were without the involvement of partners.

➤ **FINDING 20: Bilateral cooperation, particularly with Norwegian institutions has provided inspiration, support for policy and practice change, educational content in terms of models and programmes and connections with relevant organisations and agencies. While some of the more straightforward infrastructure improvements might have been made without input from Norway and CoE, new regimes and services for prisoners, alternatives to custody and professional training of staff could not have been developed and implemented to the extent that they were without the involvement of partners.**

⁵⁵ <https://pulitzercenter.org/reporting/norways-bastoy-prison-focus-human-ecology>

5 LESSONS LEARNED AND RECOMMENDATIONS FOR FUTURE PROGRAMMING

Based on its findings, the assessment has identified the following ten lessons and makes respective recommendations for future programming based on its findings:

Lesson 1: Beneficiary countries collect almost no hard data about the impact of projects on recidivism and resocialisation making evaluation very difficult.

Recommendation 1: The Financial Mechanism Office (FMO) should require beneficiary countries to collect information about longer term impacts of grant funded projects and programmes on the prisoners and others who participate in them.

Lesson 2: Funds have been used to improve places of detention run by the police in Romania. Their use for remand prisoners – however good the conditions- are considered inappropriate by the CPT.

Recommendation 2: FMO should consider ways of encouraging beneficiary states to fully implement recommendations of the CPT if they obtain grant funding.

Lesson 3: The numbers of prisoners benefitting from the Olaine Addiction Centre’s activities has so far been very much lower than anticipated. While this may reflect a cautious approach to the selection of candidates for treatment, there may be a lesson on how level of need for services is projected.

Recommendation 3: FMO should ensure that estimates of the scale of likely occupancy of and involvement in projects are based on sound analysis so that funds are not wasted on unused capacity.

Lesson 4: At Bulgaria’s Debelt Prison hostel there are inadequate opportunities for work and training and at Lithuania’s Central Prison Hospital, there are no rooms for group work or activities for psychiatric patients. These represent missed opportunities in two major construction projects.

Recommendation 4: FMO should consider ways of ensuring that hard infrastructure projects they fund balance appropriately the needs for security and rehabilitation activities.

Lesson 5: This assessment found little evidence that the effects of psychological treatment programmes were evaluated so it is not possible to know whether they are effective or not in reducing re-offending.

Recommendation 5: FMO should consider requiring the impact of psychological treatment programmes for offenders to be subject to evaluation to ensure they are effective and build a body of evidence for future developments.

Lesson 6: Given the large investment in staff training, there is little evidence collected about its impact and sustainability beyond feedback forms completed immediately after a course

Recommendation 6: Project promoters should be required to collect evidence about the results of staff training

Lesson 7 The assessment found some interesting projects on tackling Roma exclusion. In Bulgaria one of the funded projects found a consensus amongst offenders that staff held discriminatory attitudes toward Roma groups, and this was also apparent in semi-structured

interviews with staff conducted during this assessment. Moreover, there is a lack of clarity about the kind of measures most likely to improve outcomes for Roma prisoners.

Recommendation 7: FMO should commission research on the best approaches to combatting Roma exclusion in the corrections field by identifying measures which improve outcomes for Roma prisoners and people under probation supervision.

Lesson 8: DPPs were not involved in the programme design stage so were unable to offer advice until after project funding was agreed.

Recommendation 8: FMO needs to ensure that the roles of DPPs are properly understood and agreed in a timely way; and identify and review the specific contributions that they are making.

Lesson 9: This assessment has found little work undertaken with prisoners after release although support after release is known to be crucial in preventing recidivism and a return to prison.

Recommendation 9: Specific consideration should be given to directing a greater proportion of funds at efforts to support prisoners after release from prison.

Lesson 10: While the programmes in four countries were entitled “Correctional Services including non-custodial sanctions”, in Latvia the programme was called “Reform of the Latvian Correctional services and Police Detention Centres” and in the Czech Republic “Judicial Capacity-building Cooperation and Correctional Services, including Non-custodial Sanctions”. This variation suggests a lack of clarity about the range of services eligible for funding under Programme Area 32 Correctional services.

Recommendation 10: Future programming should be clear about its scope and beneficiary states should be encouraged to undertake a comprehensive needs analysis with academic input to identify priority areas for funding.