Strengthening the Sustainability and the Role of the Probation Service

PHARE 2006 Project

Strengthening the Sustainability and the Role of the Probation Service

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1. Basic Information

1.1 CRIS Number: **2006/018-343.07.09**

1.2 Title: **Strengthening the Sustainability and the Role of the Probation Service**
   
   *Twinning Contract BG/20046/IB/JH/xx*

1.3 Sector: Justice and Home Affairs
Sub-Sector: Judicial Reform

1.4 Location: Republic of Bulgaria

1.5 Duration: 21 months

2. Objectives

2.1 Overall Objectives:

- To contribute to the successful judicial and justice reform in Bulgaria
- To support the full establishment and sustainable implementation of a probation policy in Bulgaria in line with the best European practices

2.2 Project purpose:

Enhanced legislation enforcement and sustainability in the field of probation

2.3 Accession Partnership (AP) and NPAA priority (and implementing measures envisaged by the Action Plan for AP priorities related to strengthening administrative and judicial capacity):

May 2006 Monitoring Report on Bulgaria’s Progress towards Accession
The rules and procedures for the functioning of the probation councils are not developed yet. There are probation councils in each probation service and training continued.

2005 Comprehensive Monitoring Report on Bulgaria’s Progress towards Accession

*Justice system*

The legal framework has undergone important changes, including in relation to the establishment of a probation system, witness protection, extradition, international private law, enforcement of civil judgments, legal aid, the execution of penalties and alternative dispute resolution (mediation). These new provisions require swift and correct implementation. Hence it is important that implementing regulations be adopted quickly, that staff be trained to implement them without further delays and that sufficient budgetary provisions be made available.

*Ill-treatment in custody and prison conditions*

Concerning prisons, the Bulgarian authorities achieved some positive results in improving penitentiary legislation, mainly related to the implementation of probation as a specific form of sentencing. The establishment of central and local probation services is underway. … However, the conditions in some Bulgarian prisons and detention centres are still inadequate, mainly because of overpopulation and poor living conditions in the older facilities.

2003 Accession Partnership

Political Criteria in the sphere of democracy and the rule of law
Strengthening the Sustainability and the Role of the Probation Service

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Public Administration: Give more attention when the EC acquis is transposed, to how this can be implemented and enforced, including in the court system, at national, regional and local levels, in a way appropriate to the situation in Bulgaria.

Judicial system: Take steps to continue the reform of the judicial system including to continue to implement the National Reform Strategy for the Bulgarian Judicial System and Action Plan and adopt implementing legislation in line with EU practices.

National Programme for the Adoption of the Acquis

Structures for the adoption of the Acquis / Institutional building

The capacity of the Bulgarian administration stays weak. The intergovernmental cooperation often appears weak.

Action Plan for Strengthening Administrative and Judicial Capacity


2.4 Contribution to National Development Plan (and/or Structural Funds Development Plan/SDP):

Not Applicable

2.5 Cross Border Impact:

Not Applicable

3. Description

3.1 Background and justification:

Probation legislation in Bulgaria was enacted in January 2005 since when the Ministry of Justice and its General Directorate “Execution of Penalties” have made a strong start, supported by the multiannual 2004-2006 PHARE project “Streamlining the Penitentiary System in Bulgaria”, in developing the service through establishing 28 District offices and 99 linked regional offices covering 112 regional courts. About 500 staff have been appointed and the service has gained a high profile with the judiciary, more than 9,000 orders having been made by June 2006.

Although the start has been positive, building a sustainable and strong service requires on-going development and investment to maintain the confidence of the judiciary and to ensure its potential in delivering effective community sentences and supporting the prison system. A strong probation service delivering constructive flexible community penalties eases financial and population pressure on the prison system. It allows prisons to concentrate on their core business of security and on rehabilitation which can then be reinforced post-release.

The evidence from other accession countries establishing probation is that a medium-term period of three to five years is usually required to ensure that initial short-term progress is consolidated and that a capacity for a modern range of interventions and for sustainability is ensured. The General Directorate “Execution of Penalties” has identified a number of areas in which further work is required to ensure the sustainability of probation delivery and management consistently across Bulgaria.

These areas include building the service’s capacity to provide on-going pre and in-service training and development of staff. This is required to assist present and new staff to deliver modern interventions, to achieve their potential, and to retain the more able, and for managers to continue to develop essential skills in strategic, operational and project management. Professionalism and sustainability will be enhanced by establishing vocational qualifications.

The service has identified an urgent need to deliver all probation measures, and especially programmes, with consistency and responsiveness to diversity across Bulgaria, and to enhance its response towards
young offenders. The service has also developed a bold strategic vision for the medium term. This includes an extension of responsibilities to include pre-sentence reports (to improve targeting and impact), electronic monitoring, and supervised residential rehabilitative provision for offenders in the community. As well as their benefit to rehabilitation and community safety, these steps should further reduce population pressure on the prison system, reduce costs, and support its strengthening.

The Directorate’s assessment is expected to correspond closely to the JHA Sectoral Interim Evaluation (June 2006). Although the draft overall findings and prognosis are satisfactory, the report notes the need for the service to develop an in-house training capacity, to ensure all probation measures in the legislation are delivered consistently, and to extend the service’s remit to include Pre-Sentence Reports. Strategic management capacity is noted as a topic in relation to the prison system but is also a factor in the new probation service which now needs to take forward the probation service strategic plan noted positively in the report.

It should be noted that, although further aid from Donors might be anticipated, indications are that this is likely to be less than formerly and to be targeted, as before, mainly towards NGOs for the development of non-mainstream probation activity. The probation service will need to develop urgently the capacity to draw down and project-manage European post-accession funds and other potential sources of income, and to oversee possible public-private partnerships as well as partnerships with the voluntary sector.

In its heart the project aims at enhancing legislation enforcement in the field of probation.

The line of the project is guided by the recommendations of the European Commission cited in the monitoring reports on Bulgaria’s progress towards accession. The main strategic document on national level is the 2006-2007 Action Plan of the Strategy for Reform of the Bulgarian Judicial System. Certain fields to develop are cited below. 

**Short-term priorities (until the end of 2006):**
- Updating the Sentence Enforcement Act with the aim of proceeding to the elaboration of a Penal Enforcement Code;
- Drafting and endorsement by the Council of Ministers of a Long-term Investment Programme ensuring European standards in places deprivation of liberty and detention centres, in compliance with tree years budget prognosis of the Ministry of Justice;
- Development of a Strategy for the Management and Development of Human Resources and the Training of Staff;
- Analysis of professional practices for the assessment of risk of reoffending;
- Review and assessment of offender interventions applied in penitentiary institutions;
- Setting up probation units within the jurisdiction of all Regional Courts.
- Appointment of qualified probation staff with all Regional Probation Services to work with underage individuals.

**Medium-term priorities (until the end of 2007):**
- Updating legislation for the enforcement of punishments;
- Raising the efficiency of the system for selection, training, qualification, evaluation and performance appraisal of personnel;
- Development of a strategy for combating drugs in the places deprivation of liberty;
- Development and implementation of new penitentiary programmes for the treatment of drug and alcohol dependencies;
- Raising the qualification of probation staff;

With UK as partner of Ministry of Justice, the relevant twinning project under the multiannual 2004-2006 PHARE project “Streamlining the Penitentiary System in Bulgaria” already has made a strong progress in the field of probation. A proposal on establishing a strong operational structure of the probation system has been delivered successfully, including tools to profile the offender caseload, a model Directorate "organogram", recommendations on the role and structure of Boards, and communications training
and strategy. Offender normative base is being developed. Probation Service's first strategic plan has been prepared and has to be implemented. Special and extremely important contribution to the reforms in the penitentiary sector including probation will provide the two supply sub-projects under Component 4. – investment on IT, office and technical equipment.

3.2. Sectoral rationale

Not Applicable

3.3. Results:

**Component 1. TWINNING**

**SUB-PROJECT 1. Building capacity for the continual professional training and development of staff**

- Modern EU practices studied
- Developed training centre or virtual centre and capacity to deliver continuous professional development of staff including pre and in-service training, linked to vocational qualification validated through an international university partnership. To include
  - Developed comprehensive professional practice training strategy, policy, curriculum and materials for new and established practitioners, and for managers in strategic planning, project and operational management, and staff supervision, all including responsiveness to diversity
  - Practitioners trained in enhanced professional practice and district managers and directorate managers in practice awareness and enhanced management and supervision
  - Trained team of trainers
  - Identified and trained group of staff in the on-going development and management of unified continuous professional development, taking account of training impact
  - Developed materials and delivered training for training centre staff in team, self-managed and distance learning systems
  - Developed needs analysis and technical specifications for a probation service learning and communication intranet
  - Developed training curriculum and training and communication materials for delivery to stakeholders including prosecutors, sentencers and probation councils
  - Policy and system of supervision and appraisal introduced to ensure training meets on-going identified service and staff needs
  - Training and development systems co-ordinated with prison service

**SUB-PROJECT 2. Developing a range of Effective Interventions with Offenders to meet identified need and address diversity**

- Modern EU practices studied
- Developed systems for assessment and intervention with Young Offenders
- Developed range of programmes to meet priority needs, including staff trained and service capacity for programme design built, including interventions to address:
  - substance misuse (including a feed from prison service)
  - employability (including a feed from prison service)
  - offending behaviour
  - drink-driving
  - one to one work
  - anger management
  - motivation to change
  - community integration and parole (including a feed from prison service)
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- Electronic Monitoring implementation planned and piloted
- Pre-sentence report system in place and staff trained
- Adaptations to OASys reviewed to ensure appropriate to Bulgarian service
- Ensured all interventions are responsive to diversity
- Materials delivered for assessment and interventions and quality control
- A plan developed for further equipment support to the probation system and technical specifications elaborated

SUB-PROJECT 3. Ensuring that legislative development provides for the demands of an effective flexible probation system and the service’s strategic aims.

- Modern EU practices studied
- Probation legislation reviewed in light of outcomes, and proposals made including on rules for implementation of legislation and operation
- Ensured provision for strategic aims including Pre-Sentence Reports, Electronic Monitoring, Community-based offender residential provision and financial partnership with Private Sector providers to deliver community interventions

Component 2. INVESTMENT

SUB-PROJECT 1. Developing of probation service learning and communication intranet

- Tender procedure held based on the technical specifications elaborated under Component 1., Sub-project 1.
- Hardware/software supplied.
- Training on the newly supplied hardware/software delivered.

SUB-PROJECT 2. Technical equipment for the probation service

- Tender procedure held based on the technical specifications elaborated under Component 1., Sub-project 2.
- Technical equipment for probation service delivery supplied.
- Technical equipment for the training of staff supplied.
- Training on the newly supplied technical equipment delivered.

Objectively Verifiable Indicators

- Developed training virtual centre with capacity to deliver continuous professional development of staff
- Developed strategy, policy and curricula and materials for initial and on-the-job training of penitentiary system and related staff
- Probation practitioners trained, district managers trained, Directorate staff trained
- Documents elaborated and adopted
- Policy introduced and system of supervision and appraisal developed and piloted
- Written policy on co-ordination of training and development with prison service and places of detention
- Report on modern EU practices
- Increased number of offenders attending relevant programmes
- Increase in number of offenders with criminogenic needs reduced, including increased number of offenders with drug mis-use reduced and in employment
- Team identified and trained in management of professional development, and materials present
- “Training of trainers” delivered
- Intranet needs analysis and specification delivered

3.4 Activities:
Component 1. TWINNING

SUB-PROJECT 1. The Professional Training and Development of Staff

- Activity 1.1: Researching the best EU practices in relation to training and development
- Activity 1.2: Developing a comprehensive professional practice training strategy, policy, curriculum and materials for new and established practitioners, and for managers in strategic planning, project and operational management and staff supervision. Tailoring all curriculum and materials to Bulgarian needs, including responsiveness to diversity, and linked to vocational qualifications validated through establishing an international university partnership.
- Activity 1.3: Delivering training to 112 practitioners in enhanced professional practice and 28 district managers and 7 directorate managers in practice awareness and enhanced management and supervision
- Activity 1.4: Training of trainers curriculum developed and training in training delivered to a team of 16 trainers
- Activity 1.5: Assessing, selecting and training four staff in the on-going development and management of unified continuous professional development, taking account of probation service training impact
- Activity 1.6: Development of materials, and training delivery to four training centre staff in team, self-managed and distance learning systems
- Activity 1.7: Researching on and developing a probation service learning and communication intranet needs analysis and technical specifications
- Activity 1.8: Development of a training curriculum and training and communication materials for delivery to stakeholders including prosecutors, sentencers and probation councils.
- Activity 1.9: Development of a policy and piloting of a system of supervision and appraisal to ensure training meets on-going identified service and staff needs
- Activity 1.10: Development of a joint policy with prison service to ensure training and development systems are appropriately co-ordinated.

SUB-PROJECT 2. Developing a range of Effective Interventions with Offenders to meet identified need and address diversity

- Activity 2.1: Researching the best EU practices in relation to interventions and diversity
- Activity 2.2: Developing systems for risk needs assessment and intervention with Young Offenders
- Activity 2.3: Developing a range of programmes to meet priority needs, including training at least four staff in programme design, and including interventions to address:
  - substance mis-use (including a feed from prison service)
  - employability (including a feed from prison service)
  - offending behaviour
  - drink-driving
  - one to one work
  - anger management
  - motivation to change
  - community integration and parole (including a feed from prison service)
- Activity 2.4: Planning for the introduction of Electronic Monitoring including delivering a pilot
- Activity 2.5: Developing a pre-sentence report system and training staff in report preparation and delivery
- Activity 2.5: Reviewing and adapting OASys to ensure appropriate to Bulgarian service
- Activity 2.6: Reviewing and ensuring all interventions are responsive to diversity
• Activity 2.7: Producing materials for assessment and interventions and quality control
• Activity 2.8: Developing of a plan for further equipment support to the probation system and elaboration of technical specifications

SUB-PROJECT 3. Ensuring legislative developments to provide for the demands of an effective flexible probation system and the service’s strategic aims.

• Activity 3.1: Researching the best EU practices in relation to the services strategic priorities
• Activity 3.2: Reviewing probation legislation in light of outcomes, and making proposals including rules for implementation of legislation and operation
• Activity 3.3: Providing for meeting the strategic objectives regarding Pre-Sentence Reports, Electronic Monitoring, Community-based offender residential provision and financial partnership with Private Sector providers to deliver community interventions

Component 2. INVESTMENT

SUB-PROJECT 1. Developing of probation service learning and communication intranet

• Activity 1.1: Tender procedure based on the technical specifications.
• Activity 1.2: Supply of hardware/software.
• Activity 1.3: Training on the newly supplied hardware/software.

SUB-PROJECT 2. Technical equipment for the probation service

• Activity 2.1: Tender procedure based on the technical specifications.
• Activity 2.2: Supply of technical equipment for probations service delivery.
• Activity 2.3: Supply of technical equipment for the training of staff.
• Activity 2.4: Training on the newly supplied technical equipment.

Means

• Selection of Twinning partner including RTA and other experts
• Elaboration of Twinning Contract
• Signature of Twinning Contract
• Working meetings between Bulgarian and EU short-term experts
• Seminars
• Study visits in EU Member States
• Study visits in Bulgaria
• Determination of tasks, responsibilities and members
• Elaboration of Needs analysis, Technical Specifications and a Plan for further equipment support to the probation system

Under the project a Task Forces/Project Steering Committees will be formed which will be responsible for:
- approving the decisions taken in the course of project activities;
- providing guidelines to the working groups set up under this project;
- providing all the information necessary for project implementation;
- taking prompt measures in view of ensuring smooth implementation of the project in cases of delay or other unforeseen obstacles.

The Steering Committee will meet every three months and if necessary on an ad hoc basis.

3.5 Linked Activities:
PHARE Programme

PHARE 2003: “Reform of the Civil and Penal Procedures” – it is aimed at development of new Penal Procedural Code and Civil Procedural Code which are to be established through twinning with an EU Member State: the new PPC is adopted and promulgated on 28 October 2005 and a draft CPC is already elaborated.

PHARE 2004-2006: BG/2004/016-711.08.03 and BG/2005/017-353.07.03 “Streamlining the Penitentiary System in Bulgaria” With UK as partner of Ministry of Justice, the relevant twinning project under the multiannual 2004-2006 PHARE project “Streamlining the Penitentiary System in Bulgaria” already has made a strong progress in the field of probation. A proposal on establishing a strong operational structure of the probation system has been delivered successfully, including tools to profile the offender caseload, a model Directorate "organogram", recommendations on the role and structure of Boards, and communications training and strategy. Offender normative base is being developed. Probation Service's first strategic plan has been prepared and has to be implemented. Special and extremely important contribution to the reforms in the penitentiary sector including probation will provide the two supply sub-projects under Component 4. – investment on IT, office and technical equipment.

Other donors


Open Society Foundation - Sofia, Legal Programme: Projects for pilot establishment of probation centres and projects for building a positive public image of the alternatives of penalty imprisonment and attaining public support for implementation of probation measures (start 2002).

Republican Institute - Sofia: project on establishing a probation centre in Rousse municipality.

Institute for Modern Social Activities - Sofia: project on establishing a probation centre in the town of Blagoevgrad.

Association for Re-integration of Sentenced Prisoners - Sofia: projects on establishing of probation centres in Rousse and Blagoevgrad.


The present project includes an activity on developing partnerships with NGOs and other partners. As a result, the Probations Service strategic plan sets out that the Service will deliver its core business with partners in the: NGO, statutory and potentially private sectors.

3.6 Lessons learned:

There is a need for refinement of the legal basis for activities in the penitentiary field in the light of experience.
There is a need for further developments of the methods of assessment and intervention including with young offenders
There is a need to improve the functioning and sustainability of the penitentiary and particularly probation system through delivering enhanced high quality training to the personnel, methodology, know-how and efficient equipment and materials.
Strengthening the Sustainability and the Role of the Probation Service

The lessons learned for the **probation system** are concluded on the basis of studies of experience and practice of six pilot probation centres in district towns established with the support of Open Society Foundation and also through the implementation of the multiannual 2004-2006 PHARE project “Streamlining the Penitentiary System in Bulgaria”.

4. **Institutional Framework**

**Beneficiary institution:**

*Ministry of Justice*

1 Slavynska Str., Sofia 1040, Bulgaria

*Directorate General “Execution of Penalties”*

21 Gen.Stoletov Blvd, Sofia 1309, Bulgaria

**Project Leader:**

*Deputy Minister of Justice*

*General Director* Directorate General “Execution of Penalties”

**Project Implementation Unit:**

*International Legal Cooperation and European Integration Directorate, International Programmes Department, Ministry of Justice*

Tel.: (++359 2) 9237 513

Fax: (++359 2) 988 5480

E-mail: eurointegration@justice.government.bg

5. **Detailed Budget (in EUR)**

<table>
<thead>
<tr>
<th>Phare/Pre-Accession Instrument support</th>
<th>Phare/Pre-Accession Instrument support</th>
<th>Co-financing</th>
<th>Co-financing</th>
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<td><strong>€M</strong></td>
<td><strong>National Public Funds (</strong>*)**</td>
<td><strong>Other Sources (</strong>)**</td>
<td><strong>Total Co-financing of Project</strong></td>
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<td><strong>Year 2006 - Investment support jointly co funded</strong></td>
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<td><strong>Contract 2</strong></td>
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<td>0.217</td>
<td>0.217</td>
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<td>Lot 1 - Probation Service learning and communication Intranet</td>
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<td>Lot 2 - Supply of technical equipment for the probation service</td>
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<td>0.067</td>
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<td><strong>Investment support – sub-total</strong></td>
<td>0.650</td>
<td>0.217</td>
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<td><strong>% of total public funds</strong></td>
<td>75 %</td>
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**Year 2006 Institution Building support**

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<tr>
<th><strong>Contract 1 – Twinning</strong></th>
<th>1.000</th>
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<tbody>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
6. Implementation Arrangements

6.1 Implementing Agency

Programme Authorizing Officer is at the Ministry of Finance. Implementing Agency is the Central Financing and Contracting Unit being responsible for tendering, contracting, payments and financial reporting and will be working in close co-operation with the beneficiary.

tel.: +359 2 98592772
fax: +359 2 98592773
e-mail: cfcu@minfin.bg

Beneficiary institution is the Ministry of Justice, Directorate General “Execution of Penalties”.

Ministry of Justice
1 Slavyanska Str., Sofia 1040, Bulgaria

Directorate General “Execution of Penalties”, Sofia Probation Service
21 Gen.Stoletov Blvd, Sofia 1309, Bulgaria

6.2 Twinning

Twinning Partner:
The twinning partners have to be well acquainted with the judicial matters and execution of penalties system, particularly in the probation field. It preferably has to be a state institution working in the field of judiciary.

Resident Twinning Adviser (RTA):

Working place:
Sofia, Ministry of Justice

Responsibility:
Delivering of the abovementioned project results and outcomes

Position requirements:
- High educational and vocational attainment in a relevant sphere
- Strong experience in the judicial system
- Experience in the field of execution of penalties and/or probation
- Experience in management in the sphere of judicial system will be a plus
- Good knowledge of the Bulgarian judicial system
- Excellent professional managerial and analytical expertise
- Fluency in English
- Computer literacy
- Creativity
- Communicativeness

Other experts:

Responsibility:
Areas not directly covered by the RTA

Tasks:
- Advise in relevant matters
- Methodological support
- Implementation of relevant activities

6.3 Non-standard aspects

The Twinning component is envisaged to the total value of 1 000 000 euro.

6.4 Contracts

Contract 1 (Twinning): 1 000 000 €
Contract 2 (Investment): two lots 867 000 €

7. Implementation Schedule

7.1 Start of tendering/call for proposals

Twinning
Call for Proposals: 4 Q 2006
Elaboration of Twinning Contracts: 4Q 2006 – 1 Q 2007

Investment
Start of Tendering: 3Q 2007

7.2 Start of project activity

Twinning - 2 Q 2007
Investment – 2 Q 2008

7.3 Project completion

Twinning - 4 Q 2008
Investment – 3 Q 2008

8. Equal Opportunity

The principle of equal opportunity will be integrated into all stages of the project implementation. An open tender procedure on forthcoming contracts will be announced by the Internet and national media. The applications shall be evaluated objectively and non-discriminatively.

9. Environment

Not Applicable

10. Rates of return

Not Applicable
11. Investment criteria

11.1 Catalytic effect: - N.A.

11.2 Co-financing:
The national co-financing is 25% of the total value of investment contracts. The State Budget through the ‘National Fund’ Directorate within the Ministry of Finance will cover the national co-financing. The tender procedures and award procedures will follow the PHARE rules.

11.3 Additionality: - N.A.

11.4 Project readiness and size:
The project is in line with the strategic documents on national and EU level. The investment component will be backed up with the analyses and the TSs prepared under PPF: the tendering will be executed in 1Q 2007 and the implementation will be in 2Q 2007. Thus, the tender procedures for the investment are expected to start in 3Q 2007 so that the contracting takes place in 2Q 2008.

11.5 Sustainability:
The investment will be sustainable in the long term. It will ameliorate the working practice and technical resources for GD “Execution of penalties” and support full implementation of their professional activities. The equipment supplied will comply with the EU norms and standards. The future maintenance and operating costs will be covered by the beneficiary budget.

11.6 Compliance with state aids provisions:
The project will be in compliance with the provisions of the Law on the State Support all relevant acts on national and EU level.

11.7 Contribution to NDP and/or Structural Funds Development Plan (SPD): - N.A.

12. Conditionality and sequencing

In its essence the project follows the recommendations laid down in the main strategic documents on European and national level.

Following the desire for best organisation coordination and effectiveness of project activities a Task Forces/Project Steering Committees shall be formed being responsible for
- approving the decisions taken in the course of project activities;
- providing guidelines to the working groups set up under this project;
- providing all the information necessary for project implementation;
- taking prompt measures in view of ensuring smooth implementation of the project in cases of delay or other unforeseen obstacles.

The start of investment components is linked to the analyses and technical specifications implemented under PPF.
Annexes to Project Fiche
1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter for full duration of programme
4. Reference list of feasibility / pre-feasibility studies
5. Reference list of relevant laws and regulations
6. Reference list of strategic plans and studies
7. Preliminary needs analysis for the further support of probation system in Bulgaria
### Annex 1. PHARE Log Frame

<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX FOR Project</th>
<th>Programme name and number</th>
<th>06.xx</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strengthening the Sustainability and the Role of the Probation Service</strong></td>
<td>Contracting period expires: 30 November 2008</td>
<td>Disbursement period expires: 30 November 2009</td>
</tr>
<tr>
<td></td>
<td>Total budget: 1 867 000 €</td>
<td>EU budget: 1 650 000 €</td>
</tr>
</tbody>
</table>

#### Overall objectives

- To contribute to the successful judicial and justice reform in Bulgaria
- To support the full establishment and sustainable implementation of a probation policy in Bulgaria in line with the best European practices

#### Objectively verifiable indicators

- Level of EU membership readiness increased
- Probation system strengthened
- Pre-conditions for decreasing crime provided

#### Sources of Verification

- Accession Partnership
- Monitoring Report on Bulgaria’s Progress towards EU Accession

#### Project Purpose

Enhanced legislation enforcement and sustainability in the field of probation

#### Objectively verifiable indicators

- Regulations updated / newly elaborated by the 3Q 2008
- Reform of the judiciary in the sphere of execution of penalties accelerated through development of competency based staff systems
- Administrative capacity strengthened through policy and process for continual professional development
- Respect and protection of civil

#### Sources of Verification

- Legal framework
- Progress reports on the Bulgarian justice system

#### Assumptions

- Commitment for continuing the reform in the Judiciary
- Successful accomplishment of project activities
<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Component 1. TWINNING</strong></td>
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<tr>
<td><strong>SUB-PROJECT 1. Building capacity for the continual professional training and development of staff</strong></td>
<td>· Developed training virtual centre with capacity to deliver continuous professional development of staff&lt;br&gt;· Links with international universities and institutions established&lt;br&gt;· Developed strategy, policy and curricula and materials for initial and on-the-job training of penitentiary system and related staff&lt;br&gt;· Number of probation practitioners trained, district managers trained, Directorate staff trained increased&lt;br&gt;· Documents elaborated and adopted&lt;br&gt;· Policy introduced and system of...</td>
<td>· Project contracts&lt;br&gt;· Project reports&lt;br&gt;· Project documents&lt;br&gt;· Draft regulations&lt;br&gt;· Training Certificates</td>
<td>· Good project management&lt;br&gt;· Willingness and active interest of the participants&lt;br&gt;· Cooperation and team work of the different parties</td>
</tr>
</tbody>
</table>

- Modern EU practices studied
- Developed training centre or virtual centre and capacity to deliver continuous professional development of staff including pre and in-service training, linked to vocational qualification validated through an international university partnership. To include
  - Developed comprehensive professional practice training strategy, policy, curriculum and materials for new and established practitioners, and for managers in strategic planning, project
and operational management, and staff supervision, all including responsiveness to diversity
- Practitioners trained in enhanced professional practice and district managers and directorate managers in practice awareness and enhanced management and supervision
- Trained team of trainers
- Identified and trained group of staff in the on-going development and management of unified continuous professional development, taking account of training impact
- Developed materials and delivered training for training centre staff in team, self-managed and distance learning systems
- Developed needs analysis and technical specifications for a probation service learning and communication intranet
- Developed training curriculum and training and communication materials for delivery to stakeholders including prosecutors, sentencers and probation councils
- Policy and system of supervision and appraisal introduced to ensure training meets on-going identified service and staff needs
- Training and development systems co-ordinated with prison service

supervision and appraisal developed and piloted
- Written policy on co-ordination of training and development with prison service and places of detention
- Report on modern EU practices
- Number of offenders attending relevant programmes increased with 20% by the end of the project
- Number of offenders who succeed in finding a new employment after the probation increased
- Increased number of offenders successfully integrated in the community and not showing future criminal behaviour
- Increase in number of offenders with criminogenic needs reduced, including increased number of offenders with drug mis-use reduced and in employment
- Team identified and trained in management of professional development, and materials present
- “Training of trainers” delivered
- Intranet needs analysis and specification delivered
SUB-PROJECT 2. Developing a range of Effective Interventions with Offenders to meet identified need and address diversity

- Modern EU practices studied
- Developed systems for assessment and intervention with Young Offenders
- Developed range of programmes to meet priority needs, including staff trained and service capacity for programme design built, including interventions to address:
  - substance mis-use (including a feed from prison service)
  - employability (including a feed from prison service)
  - offending behaviour
  - drink-driving
  - one to one work
  - anger management
  - motivation to change
  - community integration and parole (including a feed from prison service)
- Electronic Monitoring implementation planned and piloted
- Pre-sentence report system in place and staff trained
- Adaptations to OASys reviewed to ensure appropriate to Bulgarian service
- Ensured all interventions are responsive to diversity
- Materials delivered for assessment and interventions and quality control
- A plan developed for further equipment support to the probation system and technical
### Strengthening the Sustainability and the Role of the Probation Service

#### SUB-PROJECT 3. Ensuring that legislative development provides for the demands of an effective flexible probation system and the service’s strategic aims.
- Modern EU practices studied
- Probation legislation reviewed in light of outcomes, and proposals made including on rules for implementation of legislation and operation
- Ensured provision for strategic aims including Pre-Sentence Reports, Electronic Monitoring, Community-based offender residential provision and financial partnership with Private Sector providers to deliver community interventions

### Component 2. INVESTMENT

#### SUB-PROJECT 1. Developing of probation service learning and communication intranet
- Tender procedure held based on the technical specifications elaborated under Component 1., Sub-project 1.
- Hardware/software supplied.
- Training on the newly supplied hardware/software delivered.

#### SUB-PROJECT 2. Technical equipment for the probation service
- Tender procedure held based on the technical specifications elaborated under Component 1., Sub-project 2.
- Tender held and contractor appointed
- Hardware/software purchased and put in operation
- Technical equipment for probation service delivery supplied.
- Technical equipment for the training of staff supplied.
- Training on the newly supplied technical equipment delivered.

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td><strong>Component 1. TWINNING</strong></td>
<td><strong>SUB-PROJECT 1. The Professional Training and Development of Staff</strong></td>
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</tbody>
</table>
| Activity 1.1: Researching the best EU practices in relation to training and development | • Selection of Twinning partner including RTA and other experts  
• Elaboration of Twinning Contract  
• Signature of Twinning Contract  
• Working meetings between Bulgarian and EU short-term experts  
• Seminars  
• Study visits in EU Member States  
• Study visits in Bulgaria  
• Determination of tasks, responsibilities and members  
• Elaboration of Needs analysis, Technical Specifications and a Plan for further equipment support | • Access to information provided  
• Good organization  
• Active work of true professionals  
• Office premises availability |
| Activity 1.2: Developing a comprehensive professional practice training strategy, policy, curriculum and materials for new and established practitioners, and for managers in strategic planning, project and operational management and staff supervision. Tailoring all curriculum and materials to Bulgarian needs, including responsiveness to diversity, and linked to | | |
| | • Tender held and contractor appointed  
• Equipment purchased and put in operation  
• Training in use of equipment delivered | |
vocational qualifications validated through establishing an international university partnership.

- **Activity 1.3:** Delivering training to 112 practitioners in enhanced professional practice and 28 district managers and 7 directorate managers in practice awareness and enhanced management and supervision
- **Activity 1.4:** Training of trainers curriculum developed and training in training delivered to a team of 16 trainers
- **Activity 1.5:** Assessing, selecting and training four staff in the on-going development and management of unified continuous professional development, taking account of probation service training impact
- **Activity 1.6:** Development of materials, and training delivery to four training centre staff in team, self-managed and distance learning systems
- **Activity 1.7:** Researching on and developing a probation service learning and communication intranet needs analysis and technical specifications
- **Activity 1.8:** Development of a training curriculum and training and communication materials for delivery to stakeholders including prosecutors, sentencers and probation councils.
- **Activity 1.9:** Development and piloting of a system of supervision and appraisal to ensure training meets on-going identified service and staff needs
- **Activity 1.10:** Development of a joint policy with
Strengthening the Sustainability and the Role of the Probation Service

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<tr>
<th>SUB-PROJECT 2. Developing a range of Effective Interventions with Offenders to meet identified need and address diversity</th>
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<tbody>
<tr>
<td><strong>Activity 2.1:</strong> Researching the best EU practices in relation to interventions and diversity</td>
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<tr>
<td><strong>Activity 2.2:</strong> Developing systems for risk needs assessment and intervention with Young Offenders</td>
</tr>
<tr>
<td><strong>Activity 2.3:</strong> Developing a range of programmes to meet priority needs, including training at least four staff in programme design, and including interventions to address:</td>
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<tr>
<td>o substance mis-use (including a feed from prison service)</td>
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<tr>
<td>o employability (including a feed from prison service)</td>
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<td>o motivation to change</td>
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<td>o community integration and parole (including a feed from prison service)</td>
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<td><strong>Activity 2.4:</strong> Planning for the introduction of Electronic Monitoring including delivering a pilot</td>
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<td><strong>Activity 2.5:</strong> Developing a pre-sentence report system and training staff in report preparation</td>
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</table>
and delivery
- Activity 2.5: Reviewing and adapting OASys to ensure appropriate to Bulgarian service
- Activity 2.6: Reviewing and ensuring all interventions are responsive to diversity
- Activity 2.7: Producing materials for assessment and interventions and quality control
- Activity 2.8: Developing of a plan for further equipment support to the probation system and elaboration of technical specifications

**SUB-PROJECT 3. Ensuring legislative developments to provide for the demands of an effective flexible probation system and the service’s strategic aims.**

- Activity 3.1: Researching the best EU practices in relation to the services strategic priorities
- Activity 3.2: Reviewing probation legislation in light of outcomes, and making proposals including rules for implementation of legislation and operation
- Activity 3.3: Providing for meeting the strategic objectives regarding Pre-Sentence Reports, Electronic Monitoring, Community-based offender residential provision and financial partnership with Private Sector providers to deliver community interventions

**Component 2. INVESTMENT**

**SUB-PROJECT 1. Developing of probation service learning and communication intranet**

- Tender procedure
- Equipment supply and installation
- Activity 1.1: Tender procedure based on the technical specifications elaborated under Component 1., Sub-project 1.
- Activity 1.2: Supply of hardware/software.
- Activity 1.3: Training on the newly supplied hardware/software.

**SUB-PROJECT 2. Technical equipment for the probation service**

- Activity 2.1: Tender procedure based on the technical specifications elaborated under Component 1., Sub-project 2.
- Activity 2.2: Supply of technical equipment for probation services delivery.
- Activity 2.3: Supply of technical equipment for the training of staff.
- Activity 2.4: Training on the newly supplied technical equipment.

- Tender procedure
- Equipment supply and installation

**Preconditions**
Annex 2. Detailed Implementation Chart

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Annex 3. Contracting and Disbursement Schedule by Quarter for Full Duration of Programme (in EUR)

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<tbody>
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<td>1 000 000</td>
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<td>Disbursed</td>
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<td>900 000</td>
<td>900 000</td>
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<tr>
<th>Contract 2 (Supply)</th>
<th>2Q 2008</th>
<th>3Q 2008</th>
<th>4Q 2008</th>
<th>1Q 2009</th>
<th>1Q 2009</th>
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<tr>
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<td>867 000</td>
<td>867 000</td>
<td>867 000</td>
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<td></td>
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<tr>
<td>Disbursed</td>
<td>529 200</td>
<td>780 300</td>
<td>867 000</td>
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*total: 867 000 = 650 000 (EU) + 217 000 (national co-financing)
Preliminary needs analysis
for further support of the probation system in Bulgaria

Component 2. INVESTMENT

The investment component is intended to assist the probation service to develop and deliver essential technical skills and materials required for effective assessment and intervention with offenders.

SUB-PROJECT 1. Developing of probation service learning and communication intranet

The first sub-project will deliver a learning and communications intranet. The intranet will replace the present system of General Directorate’s communication with districts and regions by paper with an electronic system. This will permit the regular efficient and cost-effective updating of materials such as legislative and practice guidance and ensure that all staff wherever they are located have access to this information. This will also provide much improved opportunity for staff to learn, from access to intranet materials and by communications with each other. In addition, the intranet will provide an efficient mean for document flow including General Directorate’s requirements of local managers and their response back on performance delivery.

The allocated amount is 600,000 Euro

For developing a probation service learning and communications intranet the necessary sum is 400,000 Euro. It will be used for:

- Server
- Desk tops for intranet team
- Printers for intranet team
- Scanners
- Digital camera
- Cabling connection to enable communication with all probation offices
- Development, supply and installation of intranet and publishing software in centre, regional and district offices
- Training of staff in use and maintenance of the intranet

SUB-PROJECT 2. Technical equipment for the probation service

The second sub-project will deliver technical equipment in support of the probation services core business of assessment and intervention work with offenders. In particular, this will provide for the support of the development of an accurate offender assessment tool through delivering a validation process (validation requires the accurate collection of a large amount of detail on offenders circumstances and offending, the development of software for analysis of data, data entry and skilled interrogation of the database over a period of several months. Also this sub-project will allow for the accurate assessment of the technical preconditions for electronic monitoring of offenders and the preparation of an initial provision for pilot delivery.

The allocated amount is 267,000 Euro
For technical equipment for the probation services the necessary sum is 200,000 Euro. It will be used for:

- Equipment and materials for the delivery of probation measures
- Equipment for training staff
- Training staff in use of the equipment and materials

**NOTE:** A comprehensive needs analysis and technical specifications for sub-project 1 and a plan for further equipment support to the probation system and technical specifications for sub-project 2 will be elaborated under PPF: the tendering will be executed in 1Q 2007 and the implementation will be in 2Q 2007.
Annex 5. Reference List of Relevant Laws and Regulations

I. EU legislation
   - Council of Europe standards on community measures

II. National legislation
   - Constitution of Republic of Bulgaria
   - Law on Judiciary
   - Penal Code
   - Law on Execution of Penalties

Annex 6. Reference List of Strategic Plans and Studies

- Updated Strategy for Reform of the Bulgarian Judiciary

Annex 7. List of Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>JHA</td>
<td>Justice and Home Affairs</td>
</tr>
<tr>
<td>OASys</td>
<td>Offender Assessment System</td>
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