1. **Basic Information**

   1.1 Désirée Number: CZ01-07-03  
      Twinning Number: CZ01/IB/JH/02  
   1.2 Title: **Improving the Professional Level of the Czech prison service**  
   1.3 Sector: Justice and Home Affairs  
   1.4 Location: Ministry of Justice, Czech Republic/Prison Service

2. **Objectives**

   2.1 **Overall Objective(s):**  
   Stability of institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities

   2.2 **Project purpose:**  
   To contribute to the compliance with the European Prison Rules, Recommendation No. R (87) 3 adopted by the Committee of Ministers of the Council of Europe on 12 February 1987 and its Explanatory memorandum; Reports by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment  
   To upgrade professional level of the Prison Service management

   2.3 **Accession Partnership and NPAA priority**  
   The Accession Partnership (December 1999) highlights the following priority:  
   **Medium-term:** further upgrade law enforcement bodies and the judiciary (staff numbers, training and equipment); continue the fight against organised crime, trafficking in women and children, drug trafficking and corruption; ensure better co-ordination between law enforcement bodies  
   The National Programme (June 2000) highlights the following priority:  
   1.1.2.2. **Short term priorities:** Enhancement of the professional capacity of the judiciary

3. **Description**

   3.1 **Background and justification:**  
   Top and middle management of the Prison Service of the Czech Republic meets qualification preconditions for exercising their functions. Exceptions are rare. As far as the level of education is concerned a university education is required. Further condition will be introduced after year 2003 (according to the decision of the Government), i.e. the active knowledge of German, English or French approved by a valid exam.  
   In spite of the fact that absolute majority of management fulfils the condition of the university graduation there are at least three reasons for which their education cannot be assumed as sufficient.  
   1. Only the youngest generation of the university graduates is provided with knowledge and abilities in general and personnel management. Prevailing majority of managing staff belongs to the category “self-made-man” in this respect.  
   2. Special language skills of that majority in the Prison Service are not very well developed due to the former low-profile language education system and the staff concerned often simply does not speak a single foreign language.  
   3. The system of life-long vocational education that could at least partially eliminate the above mentioned deficiencies is just under preparation and its possibilities are limited.  
   To summarise above mentioned – there is insufficient or not well developed management profile of the leading structure of the Prison Service, insufficient or lacking language skills and no possibility to solve these problems efficiently and during some relatively short period of time by means of the Prison Service.
To remedy this deficit, two-stage training is proposed:
1. Language training aimed at deepening the basic knowledge organised by the Prison Service and financed from the state budget precede
2. Training in human rights standards and management skills under direct participation and supervision of lecturers from the EU countries

The 1st stage organised and financed by Czech authorities started on January 1, 2001. The 2nd stage considering the usual time framework for Phare projects is envisaged from 2002 till 2003.

3.2 Linked activities:
No activities in the framework of the Phare programme preceded this project in the field of prison service. On the other hand, the other sectors of the judiciary (judges and state prosecutors) have already received or are about to receive substantial assistance for training, mainly under the project Phare CZ 9810-03-01-02 “Strengthening the Independence and Functioning of the Czech Judiciary – Support to the Association of State Attorneys and Judges” and the project Phare CZ 2000-06-05 “Strengthening the Provision of Life-Long Training for Judiciary”. The training of senior judges and state prosecutors in management skills will be provided under the project Phare CZ 9808-01 “Strengthening of Institutional and Administrative Capacity” for implementation of the acquis communautaire. Judges and state prosecutors also participate in TAIEX “Training the trainers programme” in Community law.

On the other hand there should be mentioned the Phare project of the Ministry of Interior. Within the twinning project CZ 9810-02-01 the first Quality Management fundamentals for the Czech Police until June 2001 were developed in a partial project and tested in one police headquarters. This project is based on the EFQM Excellence Model. It demonstrates the necessity of systematically coping with the question of quality in the police work. After the first steps, whose costs amounted only to approx. 48 500 EUR, a system for the whole Czech Police should be now implemented in the frame of Phare 2001 project of the Ministry of Interior – Introduction of a Quality Management System based on EFQM Excellence Model in the Czech Police.

The Czech Prison Service continues in co-operation with NGOs as Czech Helsinki Committee and European Committee for prevention of torture and other inhuman or degrading treatment or punishment. Findings of those are one of the information sources for the Prison Service about shortcomings in performance of custody and punishment of imprisonment. Except for the above mentioned NGOs there is also co-operation with civil associations Nadeje (Hope), Bílý kruh bezpečí (White circle of safety), Diakonie, Vezenská duchovenská péče (Prison Clerical Care), Charita.

The Prison Service has developed a functioning and working system of staff education:
- **Training of newcomers** (both members of the prison corps and civil servants). It means their essential training in the field of legal regulation, standards and prescriptions. It is being held in a form of a 4 till 8 weeks long external intensive training (in the Institute of Education of the Prison Service at Stráž pod Ralskem).
- **Internal and vocational training** is organised by respective prisons upon the instructions of the Prison Service Secretariat General. It is oriented according to actual needs on updating knowledge acquired and training of special practical techniques. This takes place during normal work time. At present, this form of training is being substantially revised.

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* The European Foundation for Quality Management (founded in 1988 by 14 leading private companies, today more than 600 members) promotes the improvement of quality in different organisations. The therefore developed EFQM Excellence Model is a tool for Total Quality Management (TQM) which can be applied also in non profit organisations and public administrations. The basic idea is that a systematic self assessment in the organisation is the key process, which initialises improvement processes in all areas of management and service aiming to a better performance, more customer (citizens and other partners) satisfaction and more employees satisfaction.
Life-long staff education is considered as the most significant part of the staff education and training system. It is oriented preferably on vocational and management training. However, lack of sufficiently trained high level staff, especially in this field, is evident and therefore the following activities are organised or will be organised in the near future:

- **For the middle and lower management:**
  a) specialised courses oriented at upgrading of the professional level
  b) training courses supporting social and communication skills
  c) special courses on various issues of management in those areas trained persons are responsible for

- **For the top management:**
  a) one week special courses on the EU topics
  b) courses concerning:
     - Management of Public Sector Institutions
     - Human Resources Management
     - Crisis situation management and psychology of work

The system of life long education of personnel is undergoing substantial changes. These problems also represented the main topic for the conference with international participation organised by the Prison Service in June 2000 in Kromeríž, Czech Republic.

### Results:

The following results will be achieved via the project:

- professional knowledge of the Prison Service concerning European human rights standards strengthened
- management competencies of the Prison Service strengthened
- management of organisational units of the Prison Service upgraded
- skilled trainers of trainees

Results will contribute to the compliance with the European Prison Rules, Recommendation No. R (87) 3 adopted by the Committee of Ministers of the Council of Europe on 12 February 1987 and its Explanatory memorandum; Reports by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment.

### Activities:

The assistance will be provided through a **Twinning Package**

- A 1-year Pre-Accession Advisor (PAA) located at the Prison Service Directorate General in Prague, with a minimum of 5 years experience as manager in a similar institution (prison service) in an EU Member State. He/she will provide inputs focused on:
  - organisation of training and lecturers-short-term experts;
  - lecturing;
  - consulting and advisory activities in the course of creation, implementation and adaptation of Prison Service conceptual intentions;
  - mediation of abroad experience and possibilities of their implementation in the Czech penitentiary system.

- **Short-term experts** (6 lecturers) providing training as lecturers in following topics:
  - Human rights (international and European conventions and acts) – General declaration on human rights, Declaration on rights of child, Convention against torture and other atrocious, inhuman or degrading treatment or punishment, Convention on protection of human rights and fundamental freedoms;
  - Standard rules of prisoners treatment, European prison rules and its implementation within the EU;
  - European Union – basics of the EU legal system, institutions, principles;
- Public administration management;
- Basic management principles – time management, administration of objectives and organisational units, personnel administration, theory of management and motivation techniques, process of control and control standards;
- Training in management skills including social and especially communication components.

- **A two-week study visit** of future trainers for each group (app. 16 persons - employees of the Prison Service Directorate General and prison directors) as a part of their training. The study visit will concern the multi-lingual training in professional matters to be acquainted with the implementation of the European Prison Rules and to be able efficiently to transfer the knowledge to employees of the Prison Service.

To achieve the results the below mentioned groups will be trained:

- **all 34 Prison directors** and **all 16 chief executive officers of the Prison Service** divided in three groups according to language knowledge will be trained in 8 weeks multi-lingual courses in professional matters (i.e. 24 weeks of courses). Foreign lecturers will provide the training. Language training deepening the basic knowledge will be ensured from the state budget (fully covered by Prison Service) and will finish by the end of the year 2001
- **240 senior officials of the middle management of the Prison Service** (approx. 50% of total number) will be trained in 4 weeks courses in professional matters in eight groups (i.e. 32 weeks of courses). Foreign lecturers will perform the training with translation into Czech. Topics of the training will be analogous as stated above.
- **A group of app. 16 persons** will be trained to be trainers after the finishing of the project

### 4. Institutional Framework

Beneficiary of the project will be the Prison Service as a part of the justice sector. The Ministry of Justice is a central body of the state administration for courts, state prosecutor offices and prison service. The Prison Service is an autonomous part of the justice sector. It was established by a special Act (Act no. 555/1992 Coll., on Prison Service and Judicial Guard as amended by Acts no. 293/1993 Coll., no. 169/1999 Coll. and no. 30/2000 Coll.)

Project of the education of the top and middle management of the Prison Service is focused on the issue of management abilities and knowledge enhancement of 34 Prison Directors, 16 Top Managers of the General Directorate and 240 Senior Officers on the level of the middle management, who:

- manage nearly 11,000 of personnel and provide living conditions for 22,500 prisoners;
- administrate state property of 7 billion CZK of accounting value, with a real value of app. 80 billion CZK however. The whole Prison Service administers the property with the value of app. 2 billion EUR. Every Prison Director administers the property of 55.7 MEUR in average and app. 4 MEUR budgetary means pro year; it is clear that appropriately trained staff can manage more efficient exploitation of these resources;
- manage the process of enforcement of law, organise professional treatment of offenders, define economically and organisationally their living conditions, manage production units

There is a two-level structure of the Prison Service management. On the top, there is the Directorate General which manages 39 organisational units (inter alia 34 prisons and 1 educational centre). The project will be managed by Prison Service Directorate General under supervision of the Ministry of Justice and with the assistance of the Educational Institute of the Prison Service.
5. **Detailed Budget (in M€)**

<table>
<thead>
<tr>
<th></th>
<th>Phare Support</th>
<th>Support</th>
<th>Total Phare (=I+IB)</th>
<th>National Cofinancing*</th>
<th>IFI*</th>
<th>TOTAL</th>
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*The contribution from the national budget for the twinning will be in form of provision of offices, working environment etc.

**National co-financing 0,4 M€
- Advancement of language skills 0,3 M€
- Language cabinet and library equipment 0,1 M€

6. **Implementation Arrangements**

6.1 **Implementing Agency**

The CFCU will be the Implementing Agency responsible for tendering, contracting and accounting. Responsibility for technical aspects related to preparation, implementation and control will rest with the Prison Service as the beneficiary institution and will be co-ordinated by the Ministry of Justice.

6.2 **Twinning**

The beneficiary institution will be the Prison Service.

The contact person is **Mr Bohuslav Burkiewicz**, First Deputy Director General, Soudní 1672/1a, 140 67 Prague, tel: + 420 2 6103 4405, fax + 420 2 420 158, e-mail: BBurkiewicz@grvs.justice.cz

6.3 **Non-standard aspects**

The "Practical Guide to Phare, Ispa & Sapard contract procedures" shall be followed.

6.4 **Contracts**

1 contract - Twinning Package: 0,6 M€

7. **Implementation Schedule**

7.1 Start of tendering/call for proposals: 3Q/2001
7.2 Start of project activity: 1Q/2002
7.3 Project Completion: 4Q/2002

8. **Equal Opportunity**

Equal opportunity principles and practices in ensuring equitable gender participation in the project will be guaranteed.

9. **Environment:** N/A

10. **Rates of return:** N/A

11. **Investment criteria:** N/A
12. Conditionality and sequencing

- The penal policy will come to the change as the follow-up of the judicial reform.
- Transformation of the Czech penitentiary system will be maintained.
- There will be sufficient financial resources from the state budget.
- The Reform of the internal vocational staff training will be implemented.
- The Concept of the life-long staff education will be elaborated and implemented.

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 (including disbursement period)
**LOGFRAME PLANNING MATRIX FOR**

<table>
<thead>
<tr>
<th>Overall objective</th>
<th>Objectively verifiable indicators</th>
<th>Sources of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Stability of institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities</td>
<td>Acknowledgement by the EU</td>
<td>• EC Regular Report</td>
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<tr>
<td>• Concept of the Czech Penitentiary System Development</td>
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</table>

**Project purpose**

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Contribution to the compliance with the European Prison Rules, Recommendation No. R(87)3 adopted by the Committee of Ministers of the Council of Europe on 12 February 1987 and its Explanatory memorandum; Reports by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment</td>
<td>Results of analyses elaborated by Prison Service Directorate General</td>
<td>• Transformation of the penal policy as the follow-up of the judiciary reform</td>
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<tr>
<td>• To upgrade professional level of the Prison Service management</td>
<td>Statistical Yearbook of the Prison Service</td>
<td>• Continuation in transformation of the Czech penitentiary system</td>
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<tr>
<td>• Reduction of a fluctuation of the Prison Service management by 30% by 31/12/2005</td>
<td>Findings of the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment</td>
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<tr>
<td>In 2000 the fluctuation factor was 18.33% in the category of higher management (i.e. 22 employees of 120)</td>
<td>Findings of NGOs (Czech Helsinki Committee Annual Report, etc.)</td>
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**Results**

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
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<th>Assumptions</th>
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<tbody>
<tr>
<td>• Professional knowledge of the Prison Service concerning European human rights standards strengthened</td>
<td>Project reports</td>
<td>• Sufficiency of financial budget resources</td>
</tr>
<tr>
<td>• Management competencies of the Prison Service strengthened</td>
<td>Prison Service Directorate General</td>
<td>• Adequate quality of training courses</td>
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<td>• Management of the organisational units of the Prison Service upgraded</td>
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<tr>
<td>• Skilled trainers of trainees</td>
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<td>• All 34 directors of prisons trained</td>
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<td>• All 16 chief executive officers of the Prison Service trained</td>
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<tr>
<td>- 50 persons mentioned above divided into three groups (according to language knowledge) will pass 8–week multilingual courses in professional matters each (i.e. 24 weeks of courses)</td>
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<tr>
<td>• 240 senior officers of middle management of the Prison Service trained (i.e. approx. 50% of total number)</td>
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<td>- 240 persons divided in eight groups will</td>
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<tr>
<td>Activities</td>
<td>Means</td>
<td>Assumptions</td>
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</table>
| • Training in human rights standards, management competencies and professional skills for:  
  - cca16 future trainers (employees of the Prison Service Directorate General and prison directors)  
  - all 34 directors of prisons in foreign language  
  - all 16 chief executive officers of the Prison Service Directorate General in foreign language  
  - middle management (240 persons) of the Prison Service (foreign lecturers, translation into Czech)  
• Training in management of organisational units of the Prison Service for the same target groups as above  
• Multi-lingual training of future trainers for each group (app. 16 persons) in professional matters (to be acquaint with implementation of European Prison Rules) and to be able efficiently to transfer the knowledge to employees of the Prison Service | I contract – Twinning – 0,6 M€:  
• Profile: 1 year PAA (0,2 M€) will be located at the Prison Service Directorate General;  
  he/she must have minimum 5 years experience as a manager in a prison service;  
Inputs of PAA:  
  - ensure the organisation of training and lecturers - short-term experts;  
  - lecturing;  
  - consulting and advisory activities in the course of creation, implementation and adaptation of Prison Service conceptual intentions;  
  - mediation of abroad experience and possibilities of their implementation in the Czech penitentiary system.  
• Short-term experts ensured by PAA (6 lecturers, 56 weeks) to provide training and lectures  
• A two-week study visit of future trainers for each group | • Implementation of the Reform of the Internal Vocational Staff Training of the Prison Service  
• Implementation of the Concept of the Life-long Staff Education of the Prison Service  
• Language training for the participants deepening the basic knowledge (0,3 M€) and provision of language cabinet and library equipment (0,1 M€) covered solely by the Prison Service co-financing will precede  
• The Czech Prison Service continues co-operation with NGOs as Czech Helsinki Committee and European Committee for prevention of torture and other inhuman or degrading treatment or punishment; further with various civil associations as Nadeje, Bílý kruh bezpečí, Diakonie, Vezenská duchovenská péče, Charita. |

Topics of the training:
- Human rights (international and European conventions and acts);  
- Standard rules of prisoners treatment, European prison rules and its implementation within EU;  
- European Union – basics;  
- Public administration management;  
- Basic management principles;  
- Training in management skills incl. communication components
**Preconditions**
- Elaboration of the Concept of life-long staff education of the Prison Service
- The participants of the project have basic knowledge in foreign languages

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**Detailed Implementation Chart for the Project**

<table>
<thead>
<tr>
<th>Year</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
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**Institution Building**
- Launch Twinning request to Member States
- Selection of MS(s) for twinning
- Elaboration of twinning covenant
- Submit Twinning covenant to Commission & Steering Committee for approval
- Twinning Package commences
- Training activities
### Cumulative Contracting and Disbursement Schedule for the Project (M€)

#### Annex 3

**Cumulative Quarterly Contracting Schedule (M€)**

<table>
<thead>
<tr>
<th>Project</th>
<th>2Q/01</th>
<th>3Q/01</th>
<th>4Q/01</th>
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**Cumulative Quarterly Disbursement Schedule (M€)**

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