



# **Annual Programme Report No.2 Norway Grants 2009-2014**

**Programme CZ15 – Judicial Capacity building  
Cooperation and Correctional services, including Non-  
custodial sanctions**

**Reporting period: 1.1.2014 – 31.12.2014**

**Programme Operator: Ministry of Finance of the Czech Republic**

**Programme Partner: Ministry of Justice of the Czech Republic**

**Donor Programme Partner: Council of Europe**

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## 1. Executive summary

Development within the justice sector in the year 2014 proved that the objectives of the CZ 15 Programme are still relevant and in line with the set strategies. As had been foreseen in the Annual Programme Report No. 1, the average prison occupancy, which was significantly lowered in 2013 thanks to amnesty, was increased again from nearly 80 % to 93 %. The new General Director of the Prison Service of the Czech Republic, who was appointed in April 2014, proposed a new policy regarding reduction of reoffending rate and increase of the professional level and efficiency of management of the Prison Service. The policy will enhance reaching of Programme's objectives. Other new trends in the justice sector include ongoing efforts to improve conditions of inmates in remand prisons and determination to improve correctional services including alternative sentencing, i.e. by re-launching the initiative to implement the system of electronic monitoring.

The Programme Agreement for the CZ 15 Programme was signed on 31 October 2013. At the turn of the year 2013 and 2014 the project promoters were asked for submission of pre-defined project (PDP) applications via information system CEDR. Specific conditions were set in the Programme Agreement for PDP 2 – 7. In line with the conditions, PDP 2 – 7 applications were sent to the Donor Programme Partner (DPP) for comments prior their official submission for verification and as for PDP 4 – 7 (reconstruction of prisons) an independent assessment of their technical and economical feasibility was carried out.

All PDPs were successfully verified and approved for financing in the period from June to September 2014. The Grant Decisions were issued subsequently and implementation of projects started. Objectives of all PDPs are in compliance with the expected outputs and outcomes of the Programme. Even though the progress towards outputs/outcomes can hardly be monitored yet, it is likely that they will be achieved provided the projects are implemented in time. The activities realised within the projects by the end of 2014 included among others preparation of tender documentation and selection of contractors, planning of activities with donor project partner within PDP 2 and PDP 3 and realisation of first bilateral workshops, preparation of training manuals and realisation of first trainings (PDP 2).

Bilateral relationships were further developed both on the programme and project level. The Cooperation Committee amended the status in order to streamline its roles and responsibilities. To strengthen cooperation a new member of the committee was included, the Directorate of Norwegian Correctional Services (DNCS) in the role of the advisor on bilateral relations. The Cooperation Committee meeting was held in Strasbourg in October 2014. The DPP provided its support by commenting applications of PDP 2 – 7 before their official submission to PO for verification. The comments provided by the DPP were reflected in the final versions. As for the project level, two partnership agreements were signed, both with DNCS. It is however expected that other Norwegian institutions will participate in project activities, i.e. Akershus Probation Office, KRUS, Ullersmo prison, Ila prison and Ringerike Prison.

The Programme Agreement, particularly the indicators under section 1 of the Annex II, was reviewed after verification of all PDPs. Other modification concerned description of PDPs 4 – 7. Taking into consideration the current set up and status of the CZ 15 Programme, no major changes to the programme are envisaged.

Even though there is a positive trend in results of the risk analysis made in 2014 in comparison to the year 2013, the risk of the timely completion of the projects is still of high relevance. The risk has currently been associated mainly with procurement procedures within PDPs. In order to ensure smooth implementation and timely completion, the PO closely monitors preparation of tender documentation and realisation of tenders including provision of assistance where needed.

## 2. Programme area specific developments

Annual Programme Report No. 1 described the prospective effects of the prisoner amnesty (announced by former president of the Czech Republic in January 2013) on the Programme CZ 15. The amnesty had a significant impact on the problem of prison overcrowding – the president’s measure reduced the occupancy of Czech prisons from the average of 114 % to nearly 80 %. Throughout the year 2014, however, the average occupancy of Czech prisons increased again to 93 % and it is predicted that this trend will continue in the near future. In reference to point 3.3 Relevance of the Programme of the Programme Proposal, addressing the problem of prison overcrowding is one of the goals of Programme CZ 15 – even though overcrowding does not present a current problem, the described increase in prison occupancy may lead to the identification of this issue as a recurring problem in the coming years.

In April 2014, the Minister of Justice of the Czech Republic appointed a new General Director of the Prison Service of the Czech Republic, which is the final recipient of funds for the projects PDP 3 – 7. The newly appointed General Director has introduced plans for conceptual changes in the Czech prison system. The main objective of the new policy is to revise the methods of treating prisoners with the aim of reducing the reoffending rate, which now stands at more than 60 % in the Czech Republic. Another objective of the new policy is to increase the professional level and efficiency of management of the Prison Service.

The newly envisaged policy is fully in line with the objectives of the Programme CZ 15 and in effect will be conducive to reaching the Programme’s goals. The Prison Service will thus further contribute to the Programme’s objectives with an increased focus on the effective preparation of prisoners for successful return into community. Resocialization activities minimizing the reoffending risks will concentrate on debt resolution, inmates’ work and their ability to find employment. The Prison Service has already intensified the cooperation with the Probation and Mediation Service and with NGOs operating in the field of prisoners’ resocialization.

In accordance with the proposed changes the Prison Service of the Czech Republic has initiated a transformation of its organizational structure during the first half of 2014. All these changes were aimed at the rationalization of the administrative apparatus and at delegating certain competences and responsibilities from the General Directorate to the directors of particular prisons and had no negative effects on the Programme’s objectives.

Other new trends in the justice sector include ongoing efforts to improve conditions of inmates in remand prisons and determination to improve correctional services including alternative sentencing. The Ministry of Justice has recently re-launched its initiative to implement the system of electronic monitoring into the Czech judicial system. This initiative is synergic to Priority area 32 included in the Programme CZ 15 – the electronic monitoring system will contribute to the goal of providing convicted persons with the opportunity to work, study, attend requalification courses and pursue their social and family lives thus enabling them to return to society more easily upon serving their sentence.

Since co-financing of PDPs is secured by the Ministry of Justice chapter of the state budget, no problems with funding the activities related to fulfilment of the Programme’s objectives were reported. Therefore, the main goal of the Programme – to contribute to the increased quality of justice and to improve the Czech prison system by addressing some of its problems and developing of Probation and Mediation Services activities – is being successfully pursued.

On the basis of the annual risk analysis, a primary risk of the Programme has been identified. The risk of possible delay in utilizing all available financial resources has to be taken into consideration. This risk is associated with the firmly fixed projects implementation period – until end of April 2016.

### 3. Reporting on outputs

Within the first half of 2014 all 7 PDPs were officially submitted for verification. Prior to submission, PDPs no. 2 – 7 were sent to the Donor Programme Partner (DPP) for comments and the technical and economical feasibility of PDPs no. 4 – 7 (reconstruction of four prisons) was assessed by an independent expert. The assessment confirmed suitability and feasibility of the proposed construction works. The DPP's comments were reflected in the final version of the project proposals. The verification process was finished in September 2014 (see chapter 5 for details).

PDP 1 - Implementing videoconferencing in the resort of justice was approved for financing in August 2014 and the implementation started with setting up of the implementation team within the IT department of the Ministry of Justice and subsequent preparation of technical specifications and tender documentation for a public contract for delivery of videoconferencing facilities. The contract shall comprise the proposal of the technical solution, supply of requested technologies as well as training of the users. The tender documentation should be finalised and approved by the Ministry of Justice within the first quarter of 2015. During the Steering Committee meeting with the Programme Partner in December 2014, the PO stressed the need for the fastest possible launch of the tender. With respect to the current state of project realisation, no achievements in fulfilment of Programme outputs can be reported. However, the above mentioned public contract covers all Programme outputs related to PDP1, which shall be fulfilled assuming its successful implementation.

PDP 2 - A system of further education for employees of the Probation and Mediation Service of the Czech Republic was approved for financing in June 2014 and the implementation started in July 2014 upon issue of the Grant Decision. By the end of 2014, meetings of the lecturers took place, preparation of manuals for courses within the compulsory and compulsorily optional modules for all specializations started, the first trainings were realised in fourth quarter 2014. The project promoter has drafted tender documentation for selection of supervisors. The tender shall be launched in January 2015. Within the bilateral cooperation with the project partner, Directorate of Norwegian Correctional Service, the first workshop in Norway took place in November 2014. The first study visit of employees of the Akershus Probation Office and KRUS in the Czech Republic is planned in January 2015. The project is aiming to fulfil expected outputs even though they cannot be measured at current stage of implementation.

PDP 3 - Projects for vulnerable groups and further education of employees of the Prison Service was approved for financing in August 2014 and the implementation started immediately. The project promoter started preparation of several tender documentations for selection of contractors that shall deliver services within individual modules of the project (i.e. creation of new intervention programmes, training, manuals etc.). It is expected that the tenders will be launched in first quarter 2015 and will be finalized mostly within second quarter 2015. The first bilateral workshop was held in the Czech Republic in November 2014. The project is aiming to fulfil expected outputs even though they cannot be measured at current stage of implementation.

PDP 4 - Increasing the effectiveness of preparation of prisoners before release from Nové Sedlo Prison, PDP 5 - Increasing the effectiveness of preparation of female prisoners before release from Opava Prison, PDP 6 - Construction of a production and educational hall for retraining courses for prisoners before their release in Příbram Prison and PDP 7 - Increased effectiveness in treating young inmates in Kuřim Prison were approved for financing in September 2014. Within fourth quarter 2014 the project promoter selected the contractor for elaboration of project documentation for construction works. In line with contract, the project documentation shall be drafted by February 2015. In the meantime, the project promoter has drafted other parts of tender documentation in order to speed up the process of launching of the tender for suppliers of construction works. It is expected that the tenders will be launched upon issue of the building permit in March/April 2015 and will be finalized in the beginning of third quarter 2015. Implementation of soft activities shall start in second/third quarter 2015.

All PDPs within the CZ 15 Programme are at an early stage of their implementation and therefore it is impossible to provide factual evidence of fulfilment of Programme outputs. Yet development of all projects, mainly in the second half of 2014, indicates the potential to achieve the outputs successfully. All project promoters show high motivation to implement the projects in requested scope and quality.

#### **4. Reporting on Programme outcome(s)**

As was already indicated in chapter 3, the implementation of projects within the CZ 15 programme is in its initial stage and therefore there is only minor progress towards fulfilment of the expected Programme outcomes.

The most noticeable development may be observed within the outcome “Increased competence of actors within the judiciary”, where trainings aiming to increase competence in probation and mediation skills as well as preparation of related methodologies and study materials have already started. The 5day bilateral workshop organised within the PDP 3 in November 2014, which focused mainly on exchange of experience in the area of treatment of offenders and reintegration programmes (i.e. for drug addicts and violent offenders) may serve as a basis for gradual fulfilment of the outcome “Improved competences of both inmates and prison staff”.

As concerns the risks factors that might threaten successful achievement of Programme outcomes, the time risk remains the most crucial. Even though implementation of all PDPs has already started and the implementation schedules were modified to reflect current situation before final approval of projects, further delays may appear mainly in relation to public procurement. The risk can be mitigated by preparation of high quality tender documentation, monitoring of preparation as well as realisation of tenders and possible assistance to the project promoters throughout the whole procurement process.

##### **4.1. Progress on horizontal concerns**

The CZ 15 Programme is not primarily focused on any of the set horizontal concerns, yet it is expected that implementation of the projects will in general address issues such as fighting hate speech, promotion of tolerance and multicultural dialogue, integration of minorities (including Roma people) or respect of human rights.

Anti-discrimination stance is a natural part of the fundamental principles followed by the resort of justice. The criteria for selection of participants of activities within projects (i.e. trainees of the PMS and prison service, prisoners involved either in reconstruction of prisons or soft activities) will be set on the basis of their professional and training needs without regard to their gender, age, socio-cultural background etc.

Projects aiming at vulnerable groups in prisons, imprisoned foreigners and training of employees of the prison service and PMS will focus among others on wiping out possible intolerance resulting from socio-cultural differences, fighting hate speech through improving reintegration of prisoners into society and improvement of services in line with relevant international human rights instruments.

## 5. Project selection

During the first half of 2014 all 7 PDP applications were drafted. Before their official submission to the PO, in line with Annex II of the Programme Agreement, PDPs 2 – 7 were sent for comments to the DPP and technical and economical feasibility of PDPs 4 – 7 was assessed by an independent expert. Subsequently, applications were officially submitted for verification, which was finished in September 2014.

The verification process was realized by the PO in several steps. Prior to verification all representatives of PDPs were officially requested to submit final project applications through the information system CEDR. All projects were then appraised by the external expert of the specific field. The expert evaluated whether the project is in compliance with the project proposal which was previously submitted to the FMO. Compliance with National and EU legislative was also appraised and confirmed for all projects. Within this stage of verification all projects were recommended for positive appraisal.

The second stage of the verification comprised of internal evaluation by the PO and external technical assistance. In this stage project formal application, budget and technical documentation were appraised especially in terms of their preparedness and consistency. All project applications were commented and project promoters were requested to modify and/or supplement the applications. These changes were mostly based on wrong budget calculation, errors, insufficient information and clarification of certain information. After the projects' modification the PO verified and approved all PDPs.

Every project within the Programme CZ15 was appraised individually and separately. PDP 2 was verified on the 3<sup>rd</sup> June 2014, PDP 1 and PDP 3 were verified on 15<sup>th</sup> August 2014 and PDPs 4 - 7 were verified on 18<sup>th</sup> September 2014. After the verification of projects all Project Promoters were informed by the PO in formal letter about positive appraisal of projects and date of eligibility of expenditures. The FMO was informed about the successful verification before sending of the letter.

In general, the aim of the PO was to carry out verification in such a manner and detail that would enable the least complicated project implementation and monitoring. At the same time PO tried to speed up the verification process in order to have more time for the project implementation itself. Due to the positive change of the fixed exchange rate, the project activities could have been extended in favour of the project goal.

## 6. Progress of bilateral relations

### Project Level

Project partnerships were established within PDP 2 and PDP 3. In both cases, the partnership agreement was signed with the Directorate of the Norwegian Correctional Service (DNCS); however, it is planned that also other entities, i.e. Akershus Probation Office, KRUS, Ullersmo prison, Ila prison and Ringerike Prison will be involved in project implementation under the auspices of the DNCS.

Both projects have initiated bilateral activities immediately after project approval by specifying joint activities and their content in detail, setting of time schedules, participants etc. Within PDP 2, the first workshop in Norway took place on 24<sup>th</sup> – 27<sup>th</sup> November 2014. Main discussed topics were parole and probation, electronic monitoring, and half-way houses. Study visit of Norwegian colleagues in the Czech Republic is planned for January 2015. The visit will focus, among others, on mediation and work with clients. Within PDP 3, the first bilateral workshop was held in Academy of Prison Service of the Czech Republic on 17<sup>th</sup> – 21<sup>st</sup> November 2014. Its main focus was offenders' treatment in Norway and

reintegration programmes based on best practices (treatment of violent offenders, anger management, treatment of drug addicted). There were approximately 90 Czech prison service experts and Norwegian experts from KRUS, Ila and Ringerike prison.

### **Cooperation Committee**

On 30<sup>th</sup> October 2014 the 4th Cooperation Committee meeting was organized at the Council of Europe in Strasbourg, France. Upon the proposal of the Council of Europe, a new member was included in the committee, the Directorate of the Norwegian Correctional Service.

The committee approved revised Status of the Cooperation Committee, which was modified in order to better describe and streamline roles and responsibilities of the committee. The participants had received Guidelines for applicants and beneficiaries for the Bilateral Fund at the programme level – measure B prior and the text of the Open call for this fund in advance and the comments were discussed at the meeting. The PO and the Programme Partner – the Ministry of Justice of the Czech Republic informed about verification process and the status and of PDPs and about the multilateral seminar initiated by the Norwegian National Courts Administration. Other topics included information on set up of the Bilateral Fund at national level and overview of the Council of Europe role in promotion of human rights in the Czech Republic.

Among others it was agreed that the members of the committee will be regularly updated about the progress (both positive and negative development) in the PDPs, they will be provided with short summary of all applications within bilateral fund – measure B. It was agreed that the next Cooperation Committee meeting will be held on 18<sup>th</sup> March 2015 in Prague.

### **Bilateral Fund at Programme Level – Measure B (BFB)**

The PO finalized Guidelines for applicants and beneficiaries for the Bilateral Fund at the programme level – measure B. In line with rules set in the Status of the Cooperation Committee, the guidelines were discussed and agreed with the DPP. A permanent call for proposals within BFB in the programme will be launched in January 2015.

### **Multilateral Seminar “ECHR as integral part of judicial methodology – Motivation of judgements”**

The Norwegian National Courts Administration initiated the idea of organising a series of multilateral seminars with national judicial institutions of Poland, the Czech Republic, Romania and Bulgaria under the Priority Area 31 (herein referred to as PA 31) of Norway Grants 2009–2014. The series of multilateral seminars will be carried out with the aim of facilitating the practical implementation of European Convention on Human Rights (herein referred to as ECHR) by focussing on motivation of judgments and will be primarily intended for judges. The current working title of the series of seminars is: “*ECHR as integral part of judicial methodology – Motivation of judgements*”.

The multilateral seminars will be carried out in collaboration with the Council of Europe’s HELP Programme (herein referred to as HELP) – HELP will fund expenses related to the appointment of the chair of the panel of experts. The expenses related to the hosting of the individual seminars will be covered by bilateral funds either on the Programme level or the National level.

The aim of this multilateral activity is to focus on judicial methodology in the era of supranational development of law. First of all, the seminar will increase the abilities of national judges to integrate international sources of law into their judicial methodology. In order to accentuate judge craft, the proposed series of seminars will aim at facilitating the transition of general ECHR knowledge into practical application by focusing on motivation of judgments. In addition to the direct output of each seminar, the series of seminars shall act as a preparation for a final publication of the findings that were



made throughout the seminars, as well as a practical manual for motivation of judgments. Furthermore, the activity will stimulate cooperation across countries involved in the Norway Grants in the PA 31 – that is, the Czech Republic, Norway, Poland, Romania, and Bulgaria with possible long term effects.

The target group of the multilateral seminars shall consist mainly of court of appeal judges from the common courts. Each seminar will consist of approximately 40-50 participants, with  $\frac{3}{4}$  being National judges from the hosting country, and  $\frac{1}{4}$  being judges from the other involved countries. A panel of experts from the participating countries will moderate the seminar and the working group sessions during the seminar. The panel of experts will be chaired by an expert appointed by HELP. The chair will be responsible for processing the findings from each seminar into the publication of findings/manual after the last held seminar. The composition of the panel of experts may vary from seminar to seminar depending on the focus of each seminar.

The first seminar is planned to be held in Warsaw in March/April 2015. The second seminar will be arranged in Prague in June/July 2015, and the third seminar will be arranged in Bucharest in September/October 2015.

## 6.1. Complementary action

No funds were earmarked for complementary actions within this Programme; however, funds were made available within the BFB to promote activities with the complementary action character. No actions of such type were realised in 2014.

The meeting of the POs and DPPs involved in Programme Area 31: Judicial Capacity-building and Cooperation organised by the Financial Mechanism Office took place in Brussels on 18<sup>th</sup> – 19<sup>th</sup> February 2014. The participants from the Czech Republic, Lithuania, Poland, Bulgaria, Romania, Norway, Council of Europe, European Commission and the Financial Mechanism Office had a chance to share experience and discuss practical challenges related to management and implementation of the programmes within the judiciary sector. At the meeting, The Norwegian National Courts Administration initiated the idea of organising a series of multilateral seminars focused on the practical implementation of European Convention on Human Rights.

## 7. Monitoring

On 12 December 2014 the Programme Operator launched an open tender for technical assistance which shall assist the PO with on-the-spot controls. The deadline for submitting bids is on 29 January 2015. The tender comprises on-the-spot controls of projects and small grant schemes in all 10 programmes in charge of the Programme Operator. There are two basic types of controls which will be carried out – factual/interim control and financial/final control. Moreover, the factual/interim controls will be ordinary, ad hoc and controls of corrective measures' fulfilment.

The Monitoring Plan for 2015 for the pre-defined projects within the CZ15 Programme is enclosed to this report.

The regular monitoring of PDPs by the PO in interim project reports (submitted in 4 months period) has started. The first interim project report of PDP 2 was submitted to the PO at the end of November 2014. The rest of the projects within the CZ 15 Programme will submit their first reports in March 2015.

In February 2015, a seminar for project promoters within EEA/Norway grants will be held informing them about different aspects of project implementation. The themes will cover monitoring (mainly

requirements on the content of monitoring reports), rules related to bilateral funds, publicity, public procurement, project modifications, eligibility of expenditures, irregularities etc.

## **8. Need for adjustments**

Due to the change of the fixed exchange rate (26.50 CZK/EUR) within EEA/Norway Grants in April 2014, the budget of all PDPs in CZK was increased. Modification of budget contributed to improvement of the proposed activities and outputs of the PDPs.

In line with the section 2.1.9 of Annex I to the Programme Agreement, the indicators listed in section 1 of Annex I were reviewed and submitted to the NMFA for approval in November 2014. The indicators were updated on the basis of the PDP applications. The modification concerned target values, no changes to wording of the indicators were made. The indicator value has been increased in most cases, only 2 indicators were decreased, namely the number of prisoners benefitting from the project concerning PDP 4 – 7 and number of contents of courses developed concerning PDP 3. Proper justification of changes was provided as well.

In connection with the review of indicators the PO was asked to submit to the FMO the bilateral indicators and to update information in Annex II of the Programme Agreement regarding PDPs 4-7. The requested information and revision of Annex II were submitted to the FMO in December 2014.

Should the above mentioned amendments be adopted, we do not expect further adjustments to the Programme in the near future.

## **9. Risk management**

Programme Operator in cooperation with the Programme Partner updated the programme risk analysis at the end of August 2014 under the guidance of the NFP, the second updated was carried out by the PO for the purposes of the Annual Programme Report No. 2. In accordance with the outcomes of the analysis, the CZ15 ranks as one of the less risky programmes out of 15 programmes implemented in the Czech Republic.

There is a positive trend in results of the risk analysis made in 2014 in comparison with that made in 2013. Importance of all the programme risks is at the low or middle level except for the time risk, which is still at the high level both in the terms of its importance and impact. Levels of likelihood and impact of the risks relating to setup of the programme implementation and management system were lowered thanks to the fact that the manuals and procedures of the PO were finished and issued within the year 2014.

Time delay in the programme and projects implementation still remains the most significant risk, even though all PDPs were verified and their implementation started in the second half of 2014. Main risk factor currently relating to the time delay are public procurement procedures within the PDPs. Programme Operator therefore closely monitors all tender procedures including drafting of the tender documentation and provides assistance to the project promoters. Procurement time schedule is also updated in the monitoring reports of the PDP, which will be submitted three times per year.

The risk related to bilateral relations remains at the level of middle importance. The partnership with the Council of Europe on the Programme level was set up within the year 2013. Two partnership agreements were signed at project level with the Directorate of the Norwegian Correctional Services. The cooperation will be further enhanced within the bilateral fund on programme level (measure B), which will be launched in January 2015. After setting up of partnerships, the risk relates mainly to

personal and time capacities of partners, availability of experts and clear definition of their roles as well as to low interest in planning of bilateral activities beyond the scope of approved projects. The risks shall be mitigated support of bilateral relations through the websites of all relevant stakeholders, active cooperation and communication among partners or high quality planning of common activities.

As concerns operational risks, the level of their importance was lowered as setting up of all systems was finalised within the year 2014. Currently the risks concern mainly spreading of the knowledge of the systems and rules among relevant stakeholders and compliance with the set rules and procedures. In this regard, the PO will provide to the project promoters training focused on main implementation procedures during first quarter 2014. Support is also provided by the project managers of the PO upon the request of the project promoters on the day-to-day basis.

## 10. Information and publicity

With respect to the current stage of CZ 15 Programme implementation the publicity was ensured mainly by providing information about Programme's development and verification of projects on websites of the PO and the PP in line with the Communication Plan. The detailed and focused publicity of PDPs will be also ensured on the project level.

The information provided by the PO may be found on:

<http://www.eeagrants.cz/en/programmes/norway-grants-2009-2014/cz15-cooperation-in-justice>.

The Programme Partner, the Ministry of Justice of the Czech Republic, is periodically informing the public about the developments in CZ 15 Programme and the PDPs 1–7. This information is mainly presented in Czech language through the website of the Ministry of Justice ([www.justice.cz](http://www.justice.cz)) and official accounts of the Ministry on Twitter and Facebook. A particular section of the Ministry's website is devoted to Norway Grants:

<http://portal.justice.cz/Justice2/MS/ms.aspx?j=33&o=23&k=5893&d=329827>

The Ministry of Justice has also published a number of press releases regarding, for example:

- the signature of the Partner agreement with the Ministry of Finance:

<http://portal.justice.cz/Justice2/MS/ms.aspx?j=33&o=23&k=2375&d=336448>

- the preparation of PDP 1 and its potentially positive effects on Czech justice:

<http://portal.justice.cz/Justice2/MS/ms.aspx?j=33&o=23&k=2375&d=337846> and

<http://portal.justice.cz/Justice2/MS/ms.aspx?j=33&o=23&k=2375&d=339205>

- the planned construction of spaces in prisons for the purposes of education and requalification of inmates in selected prisons (PDP 4-6):

<http://www.vscr.cz/generalni-reditelstvi-19/informacni-servis/aktuality-220/nove-dilny-pro-rekvalifikaci-veznu>

The Czech state TV and radio have both informed about the prospective benefits of Norway Grants in the judicial system and provided interviews with stakeholders:

- Czech Television reported on the Programme CZ 15 in its prime time news on June 13:  
<http://www.ceskatelevize.cz/ivysilani/1097181328-udalosti/214411000100613/obsah/332555-norske-fondy>
- Czech Radio informed about the Programme also on June 13:  
<http://www.rozhlas.cz/zpravy/politika/zprava/1362531> (title: The Ministry of Justice Received 130 Million. It will invest into Videoconferencing)

Other media have informed about the matter as well:

- Parlamentní Listy – MoJ: The Sector Received Tens of Millions from Norwegian Funds  
<http://www.parlamentnilisty.cz/politika/politici-volicum/MSp-Resort-ziskal-desitky-milionu-z-Norskych-fondu-323186>
- První zprávy – Válková Received 130 Million to Educate Inmates  
<http://www.prvnizpravy.cz/zpravy/politika/valkova-ziskala-130-milionu-na-vychovu-recidivistu/>

## 11. Cross - cutting issues

### Good governance

The principles of good governance were observed during planning and drafting of the Programme and PDPs. The Programme as well as projects are managed by a qualified staff that has to a large extent prior experience with managing of similar programmes. Implementation teams responsible for the preparation and management of individual PDPs are fully put in place and working on the projects' implementation. External team members are selected on the basis of open, transparent and competitive selection procedures to ensure the hiring of the most qualified employees.

All institutions involved in management and implementation of the Programme are compliant with relevant Czech and EU legislation. All manuals and guidelines drafted by the NFP/PO include transparent procedures and intend to prevent conflict of interests or corruption practices.

All tenders are implemented transparently in accordance with the Public Procurement Act 137/2006 Coll., as amended, and Instructions of the Ministry of Justice of the Czech Republic, concerning the ministerial system for centralised public procurement. The Directive of the National Contact Point on small-scale public procurement funded from the EEA and Norwegian Funds 2009-2014 valid as of 20 August 2013 also applies during the implementation of tenders.

### Gender equality

Equal opportunities between men and women in terms of their social and professional development, as well as equal opportunities regardless of race, ethnicity, religion or world opinion, disability, etc. are taken in the account both within the Programme and individual PDPs.

Personnel policy within the Czech state administration takes into consideration the principles of gender mainstreaming. The gender policies of the Programme Partner – the Ministry of Justice and its organizational units – project promoters (Probation and Mediation Service, Prison Service) are governed by the Resolution of the Government of the Czech Republic no. 348 of May 16, 2012, which defined the Priorities and procedures of the Government in promoting equal opportunities for women and men. The Ministry of Justice has also set-up the so-called gender focal point, which is responsible for the creation and evaluation of the priorities and procedures of the entire resort of justice in promoting equal opportunities for women and men.

Gender equality was also taken into account during selection of prisons to be reconstructed within the Programme. One of four prisons that were awarded a grant is woman's high-security prison in Opava. Considering the fact that in Opava Prison women are sentenced to high sentences including life sentence, the provision of their employment possibility is very important.

The principles of **sustainable development** are observed during Programme implementation. The attention is paid to efficient and economical use of resources and energy and proper waste management. Environmental sustainability is observed during preparation of project documentation for reconstruction of prisons. The projects support ecological sorting of waste at the workplace of the implementation team and conditions to make sorting of communal waste possible were created. Use of electricity and water is duly supervised, in particular lighting and inefficient heating in winter. Projects records are kept in electronic format where possible; the amount of printed material is limited to the minimum level required by the grant provider.

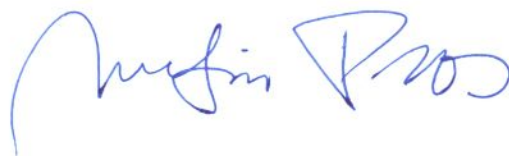
As for the economic sustainability, the final applications and budgets of individual projects as well as assessment of economical and technical feasibility within PDP 4 – 7 proved requirement of higher initial investments that shall be covered mainly from the Norway grant. Maintenance of project results shall not be as costly, and will be provided by the end recipients' existing staff and financed by their budgets. Social sustainability shall be ensured by the employees of the end recipients who will continuously map out target groups and assess their needs in order to adapt and develop the Programme results to new conditions and target groups' needs.

## **12. Attachments to the Annual Programme Report**

Annex 1: Risk assessment of the programme

Annex 2: Monitoring plan 2015

SIGNATURE:



**For Programme Operator**

*I certify that I am duly authorised to sign this Annual programme report and that I have thoroughly reviewed the progress of the programme, reporting on outcomes and outputs, risk management provided in this report and the information are correct and accurate.*

				<i>Optional second signature</i>		
<b>Name</b>	Ms. Zuzana Kudelová			Ms. Martina Bečvářová		
<b>Position</b>	Head of the Department of International Relations			Head of the Monitoring Unit		
<b>Organisation</b>	Ministry of Finance of the Czech Republic			Ministry of Finance of the Czech Republic		
<b>Signature</b>						
<b>Date</b>	Day	Month	Year	Day	Month	Year
	11	02	2015	11	02	2015

**For the National Focal Point**

*The National Focal Point certifies that the status of reporting of the programme described above is accurate.*

				<i>Optional second signature</i>		
<b>Name</b>	Mr. Martin Pros					
<b>Position</b>	Deputy Minister of Finance					
<b>Organisation</b>	Ministry of Finance of the Czech Republic					
<b>Signature</b>	<i>see above</i>					
<b>Date</b>	Day	Month	Year	Day	Month	Year
	13	02	2015			

## Annex 1: Risk assessment of the programme

Type of objective <sup>1</sup>	Risk	Description of risk in the reporting period	Likelihood <sup>2</sup>	Impact <sup>3</sup>	Importance <sup>4</sup>	Mitigation planned/done
Cohesion (Programme) outcomes:	Programme absorption capacity	The PRG contains 7 PDPs pre-financed from the state budget; therefore the risk of lack of the funds is low. On the other hand, taking into consideration the time constraints (the eligibility deadline), there is not much space for project amendments, especially use of savings.	Low	Middle	Middle	<ul style="list-style-type: none"> <li>- oversight of actual state of project realisation (mainly regular monitoring)</li> <li>- timely information on any changes, problems and efficient use of potential savings</li> </ul>
	Legislation changes	PRG is not directly related to implementation of any legislation change. No legislation change related to the PRG occurred during this reporting period.	Low	Medium	Low	<ul style="list-style-type: none"> <li>- sufficient information about PRG and its goals in order to avoid collision with government intention</li> <li>- timely information on any potential legislation changes</li> </ul>
	Time risk - delay in commitment and disbursement of funds	All PDPs were verified, Grant Decisions issued. Implementation of all PDPs started in the second half of 2014. Delays may appear mainly in relation to public procurement. Fulfilment of objectives within the set implementation period may be thus threatened.	Middle	High	High	<ul style="list-style-type: none"> <li>- preparation of high quality tender documentation</li> <li>- monitoring of preparation as well as realisation of tenders</li> <li>- assistance to the project promoters throughout the whole procurement process</li> </ul>

<sup>1</sup> The risks should be categorised in one of 3 ways, depending on whether it poses a risk to the cohesion objective, the bilateral objective, or is more of an operational issue.

<sup>2</sup> Likelihood is described as Low, Middle or High according to its scoring gained in the risk analysis. (Low: 1-2, Middle:3-4, High:5)

<sup>3</sup> Impact is described as Low, Middle or High according to its scoring gained in the risk analysis. (Low: 1-2, Middle:3-4, High:5)

<sup>4</sup> Importance is counted as Likelihood multiplied by Impact and described as Low, Middle or High according to its scoring gained in the risk analysis (Low: 1-8, Middle: 9-15, High: 16-25).

Type of objective <sup>1</sup>	Risk	Description of risk in the reporting period	Likelihood <sup>2</sup>	Impact <sup>3</sup>	Importance <sup>4</sup>	Mitigation planned/done
	Specific risk of the CZ 15 Programme – security risk	The risk concerns PDPs 4 – 7, which are implemented in prisons and may have impact on the set security rules, especially in cases of activities in which direct involvement of prisoners is expected.	Low	Middle	Low	<ul style="list-style-type: none"> <li>- good quality selection of prisoners to be involved in the project</li> <li>- involvement of experienced lecturers and trainers</li> <li>- strict compliance with safety rules</li> </ul>
<b>Bilateral outcome(s):</b>	Bilateral relations	Partnership is promoted both on the programme and project level. Partnership with the Donor Programme Partner was set up. Partnership agreements with Norwegian partners were signed within PDP2 and PDP3. The cooperation shall be further enhanced within the bilateral fund on programme level (measure B). The risk concerns mainly clarity of roles of the partners, time capacity of involved experts and lack of interest in realization of bilateral activities beyond scope of approved projects.	Low	Low	Low	<ul style="list-style-type: none"> <li>- support of bilateral relations through the websites of all relevant stakeholders</li> <li>- clear definition of the roles of the partners, clear specification of common activities (including financing)</li> <li>- good quality planning of activities</li> <li>- active cooperation and communication among partners</li> </ul>
<b>Operational issues:</b>	Management and control structures, programme management	Management and control structure at the national level has been approved by the audit authority and the FMO. PO manuals and procedures were finalized and approved. At this stage, the risk concerns mainly knowledge and compliance with	Middle	Middle	Middle	<ul style="list-style-type: none"> <li>- providing support to all stakeholders regarding rules of programme/project implementation (seminars, trainings, provision of information on web etc.)</li> <li>- regular update of manuals and procedures</li> </ul>



Type of objective <sup>1</sup>	Risk	Description of risk in the reporting period	Likelihood <sup>2</sup>	Impact <sup>3</sup>	Importance <sup>4</sup>	Mitigation planned/done
		the set rules and personal capacities within the management structures.				- ensuring stability of management structures
	Programme implementation set up	Manuals and procedures at national level and PO level (i.e. guidelines for applicants, open calls, small-scale tenders, eligibility of expenditures, etc.) were issued. Major changes in the set up are not foreseen.	Low	Middle	Middle	- continuous evaluation of the system's functionality and possible adjustments - regular update of manuals and procedures
	Reports and irregularities within programme	Programme and PDP implementation is in its initial stage; no irregularities were reported.	Low	Middle	Low	- regular programme monitoring in line with the plan - consistent verification of monitoring reports and on-the-spot controls.
	Programme audits/controls	All PDPs shall be checked on-the-spot by the PO. An extraordinary audit of the PO management structure was carried out by the Audit Authority in August 2014. The audit did not identify any findings. Other audits and controls may be carried out by audit authorities of the Czech Republic etc.	High	Middle	Middle	- set up of audit and control plans - regular monitoring, on-the-spot visits and audits.
	Information system	The information and monitoring system CEDR is in service. Adjustments are ongoing. At this stage the risk relates mainly to the knowledge of the system and abilities to work with it properly.	Middle	Middle	Middle	- adjustments of the system in order to fix all imperfections - intensive cooperation with the contractor to minimize breakdowns and failures - providing support to all stakeholders (manuals, training

Type of objective <sup>1</sup>	Risk	Description of risk in the reporting period	Likelihood <sup>2</sup>	Impact <sup>3</sup>	Importance <sup>4</sup>	Mitigation planned/done
						etc.)
	Corruption risk	Programme implementation set-up is transparent, rules and procedures are clearly stated in manuals and guidelines.	Low	Middle	Low	- transparent Programme implementation set-up - regular controls

## Annex 2: Monitoring plan

Project no.	Name of the project	Planned date of on-site monitoring visit /review	Note
NF-CZ15-PDP-1-003-01-2014	Implementing videoconferencing in the resort of justice	4Q/2015	<p>Programme Operator plans to monitor all projects within CZ 15 Programme on-the-spot during the second and fourth quarter of 2015. The control will be primarily focused on fulfilment of the substantive content of the projects – activities, indicators, projects outcomes, progress towards fulfilment of the expected Programme outputs and outcomes etc. After the project completion, in 2016, there will be a final financial control on-the-spot.</p>
NF-CZ15-PDP-2-001-01-2013	A system of further education for employees of the Probation and Mediation Service of the Czech Republic	2Q/2015	
NF-CZ15-PDP-3-002-01-2014	Projects for vulnerable groups and further education of employees of the Prison Service	2Q/2015	
NF-CZ15-PDP-4-004-01-2014	Increasing the effectiveness of preparation of prisoners before release from Nové Sedlo Prison	4Q/2015	
NF-CZ15-PDP-5-005-01-2014	Increasing the effectiveness of preparation of female prisoners before release from Opava Prison	4Q/2015	
NF-CZ15-PDP-6-006-01-2014	Construction of a production and educational hall for retraining courses for prisoners before their release in Příbram Prison	4Q/2015	
NF-CZ15-PDP-7-007-01-2014	Increased effectiveness in treating young inmates in Kuřim Prison	4Q/2015	