



**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX I**

**to the Commission Implementing Decision on the Annual Action Plan in favour of Türkiye for 2023**

**Action Document for Strengthening Rights and Conditions of Women in Prisons in Türkiye**  
**in line with International and EU Standards**

**ANNUAL ACTION PLAN**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, an annual action plan in the sense of Article 9 of IPA III Regulation and Article 23(2) of NDICI - Global Europe Regulation.

**1. SYNOPSIS**

**1.1. Action Summary Table**

<b>Title</b>	<b>Strengthening Rights and Conditions of Women<sup>1</sup> in Prisons in Türkiye in line with International and EU Standards</b> Annual Action Plan in favour of Türkiye for 2023
<b>OPSYS</b>	OPSYS business reference: ACT-62301
<b>ABAC</b>	JAD.1311172
<b>Basic Act</b>	Financed under the Instrument for Pre-accession Assistance (IPA III)
<b>Economic and Investment Plan (EIP)</b>	No
<b>EIP Flagship</b>	No
<b>Team Europe</b>	No
<b>Beneficiary(y)/(ies) of the action</b>	The action shall be carried out in the Republic of Türkiye
<b>Programming document</b>	IPA III Programming Framework
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>Window and thematic priority</b>	Window 1: Rule of law, fundamental rights and democracy Thematic Priority 5: Fundamental Rights
<b>Sustainable Development Goals (SDGs)</b>	Main SDG: 5: Achieve gender equality and empower all women and girls Other significant SDGs: SDG 10: Reduce Inequality within and among Countries SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

<sup>1</sup> For the purpose of this project, the term ‘women’ shall be considered to include women and juveniles (girls aged between 12-18)

<b>DAC code(s)</b>	Main DAC code – Legal and Judicial Development (15130) and Prisons (15137) 151 – Government and Civil Society-general 15130- Legal and Judicial Development – 20% 15137 – Prisons – 60% 15160 – Human Right – 10%  Sub-code 2 – 113 Secondary Education 11330 Vocational Training – 10%			
<b>Main Delivery Channel</b>	Recipient Government 12000			
<b>Targets</b>	<input type="checkbox"/> Climate <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity			
<b>Markers (from DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	EIP	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	EIP Flagship	YES <input type="checkbox"/>	NO X	
	Tags:	YES	NO	
	Transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Environment and climate resilience	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Digital	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Economic development (incl. private sector, trade and macroeconomic support)	<input type="checkbox"/>	<input checked="" type="checkbox"/>		

**Internal markers and Tags**

Human Development (incl. human capital and youth)	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Health resilience	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Migration and mobility	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Agriculture, food security and rural development	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Rule of law, governance and Public Administration reform	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Other	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Digitalisation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Tags	YES		NO	
digital connectivity	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
digital governance	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
digital entrepreneurship	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
digital skills/literacy	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
digital services	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
Connectivity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Tags	YES		NO	
digital connectivity	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
energy	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
transport	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
health	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
education and research	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Reduction of Inequalities	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
COVID-19	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

### BUDGET INFORMATION

<b>Amounts concerned</b>	<p>Budget line: 15.02 01 01.01</p> <p>Total estimated cost: EUR 4 444 450</p> <p>Total amount of EU budget contribution EUR 4 000 000</p> <p>This Action is co-financed under joint funding by the entrusted entity, the Council of Europe, for an amount of EUR 444 450</p>
<b>MANAGEMENT AND IMPLEMENTATION</b>	
<b>Implementation modalities</b>	<b>Indirect management</b> with the Council of Europe in accordance with the criteria set out in section 4.3
<b>Final Date for conclusion of Financing Agreement</b>	At the latest by 31 December 2024
<b>Final date for concluding contribution / delegation agreements, procurement and grant contracts</b>	3 years following the date of conclusion of the financing agreement, with the exception of cases listed under Article 114(2) of the Financial Regulation
<b>Indicative operational implementation period</b>	72 months following the conclusion of the financing agreement

<b>Final date for implementing the Financing Agreement</b>	12 years following the conclusion of the financing agreement
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## 1.2. Summary of the Action

According to the international norms, and specifically referring to the European Prison Rules, all persons deprived of their liberty shall be treated with respect for their human rights.<sup>2</sup> Following the principles of equality of care while in prisons, respecting the dignity and the rights of all prisoners and acknowledging women rights as stipulated in international norms and guidelines, this Action will contribute to improving the treatment and management in prisons by enhancing the protection of women offenders’ rights in Türkiye while addressing the core issues of human rights. It will further strengthen the capacity of the Turkish authorities in the overall administration of the penitentiary system and enhance their institutional know-how and skills in rehabilitation of women prisoners, so to facilitate their reintegration back into the society, with emphasis on improving their access to employment.

The needs of women in a correctional setting pose unique challenges for operational practices that may have been designed without their gender differences in mind. As women have distinctive biological and gender-specific needs and particular vulnerabilities due to their social situation and cultural roles, the Action aims to establish a “Gender sensitive prison management” in Türkiye addressing gender specific needs of women and integrating them within existing strategies, plans and proceedings governing women’s treatment and rehabilitation in prisons. Gender based analysis of the current situation, training of prison staff and managers, monitoring framework prison action plans and mentoring are envisaged to address, revise and upgrade the systemic gaps under the following: safety and security procedures in prisons, healthcare provision, including pregnancy, childcare and mental health, contact with the outside world, treatment/rehabilitation programmes and preparation for release, and vocational training provision. The Action will further address some of the long-standing issues consistently raised by EU, the Council of Europe (CoE) and UN, such as improving access to legal assistance and putting in place an effective complaint system for women prisoners.

The Action aims to enhance the rights of women prisoners and women rights under Thematic Priority 5: Fundamental rights in Instrument for Pre-Accession Assistance (IPA III) Programming Framework for the period 2021-2027. The Action will also contribute to the Sustainable Development Goal (SDGs) 5: “Achieve gender equality and empower all women and girls”, SDG 10: “Reduce Inequality Within and Among Countries”, and SDG 16: “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.” The Action will support Türkiye’s efforts to protect and improve fundamental rights including women’s rights and increasing the effectiveness of the criminal justice system in line with the European Convention on Human Rights (ECHR) and European Court of Human Rights (ECtHR) case law, as well as the standards and the recommendations issued by the European Committee for the Prevention of Torture and Inhumane or Degrading Treatment or Punishment (CPT) standards.

## 1.3 Beneficiary of the Action

The action shall be carried out in the Republic of Türkiye.

## 2. RATIONALE

### 2.1. Context

Conditions in prisons are in general an area of concern frequently mentioned by international human rights mechanisms and the country reports on Türkiye. The 2022 Türkiye Report noted allegations of lack of

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<sup>2</sup> Recommendation [Rec\(2006\)2-rev](#), adopted by the Committee of Ministers of the Council of Europe

effective investigations into of human rights violations, including allegations of arbitrary restrictions on the rights of detainees, denial of access to medical care, mistreatment, limitation on open visits and solitary confinement. The report also notes allegations of lack of investigations into suicides, strip search and discriminatory behaviour by prison guards. This action will focus on the improvement of conditions for women and girls (aged 12-18) in prison; specifically targeting women-only prisons. In Türkiye, there are 122 prisons with a total prison population of 356,790, of which 14,605 are women and girls (aged between 12-18) (4.09 %).<sup>3</sup> Most of these women and girls are incarcerated in the 19 women-only prisons, i.e. 10,054 or 68%.

Women and men prisoners have different needs, demands, constraints, perceptions, social statuses and social positions, often unequal access to the so called “neutral services and programmes”, but it is the responsibility of the penitentiary system including its institutions to provide the same rights, resources, opportunities, and protection. CPT requests that the authorities shall equally pay attention to the requirements of women such as their physical, vocational, social, and psychological needs when making decisions that affect any aspect of their detention. Women prisoners should enjoy their human rights at the same time they should have opportunities to access to employment of all kinds and are not limited to forms of work traditionally regarded as the province of women.

The CPT factsheet published in 2018 and the 10th General Report of the CPT published in 2000 aim to present the CPT’s standards on key issues relating to women in prisons. These will be guiding principles in the implementation of the Action when it comes to improving the conditions of women in prison and supporting their rehabilitation process in line with CPT recommendation to Türkiye in 2019 to adopt measures to facilitate the reintegration into society of persons who have been deprived of their liberty. Furthermore, in line with WHO recommendations<sup>4</sup>, a whole prison approach to promoting and improving the wellbeing and rehabilitation of women in prison should be established. This approach should engage at all levels of prison life: personal, social, and organisational, recognising their interdependence in relation to the treatment, healthcare, and the safety of women in prisons. The Council of Europe European Prison Rules (EPR)<sup>5</sup> and the United Nations Bangkok Rules have given special importance to women in prisons. The EPR requires the implementation of gender-sensitive approaches, and for positive measures to be taken in all areas to meet the needs of women in prison. Therefore, the EPR articles applicable to women and other groups with specific needs will be taken into consideration during the implementation of the Action, with overall aspiration to enhance their integration into domestic regulations and practice, thus contributing to their application within the Turkish prison context. The EPR requests that the authorities shall pay particular attention to the requirements of women such as their physical, vocational, social, and psychological needs when making decisions that affect any aspect of their detention. Finally, it is important that women prisoners have access to employment of all kinds and are not limited to forms of work traditionally regarded as the role of women. Regarding foreign prisoners, in this case foreign women prisoners who will be also an important target group during the implementation of the Action, the Committee of Ministers Recommendation CM/Rec(2012)12 concerning foreign prisoners will be taken into consideration throughout the implementation and when designing the deliverables. Foreign prisoners shall be treated with respect for their human rights and with due regard to their particular situation and individual needs.

Both UN and Council of Europe bodies consider women prisoners as a vulnerable group which needs to be protected in penitentiary institutions along with other vulnerable groups such as children, elderly, disabled, sick and foreigners. Having special needs and requirements in penitentiary institutions compared to men, the administration of the penitentiary institutions should be sensitive to these special needs of women and should consist of managers and personnel who are highly aware of this issue and equipped with specific trainings. As internationally accepted, this will be achieved by establishing a “gender sensitive prison management”.

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<sup>3</sup> Official data provided by DGPDH in May 2023

<sup>4</sup> Baybutt M, Acin E, Hayton P, Dooris M. (2014) in *WHO (2014) Health in Prisons* (eds. Enggist S, Møller L, Galea G, Udesen C)

<sup>5</sup> [Recommendation Rec\(2006\)2-rev of the Committee of Ministers to member States on the European Prison Rules \(revised and amended by the Committee of Ministers on 1 July 2020\)](#)

Gender sensitive prison management is expected, among other things, i) to introduce a gender-specific framework for provision of health care in women's prisons, including reproductive, sexual and mental health ii) to provide for enhanced safeguards against ill-treatment, including effective complaint mechanism; iii) to adopt measures and rules that match the particular needs of women for contact with their families and children since the contact with the outside world is a key component for future reintegration in the society, iv) to enhance multi-agency co-operation with governmental and non-governmental organisations to design comprehensive and co-ordinated rehabilitation programmes and pre-release plans for women. Furthermore, v) when providing vocational training opportunities and meaningful activities for inmates, to consider different interests and needs of women and men, including non-stereotypical training opportunities, vi) taking into account the particular challenges faced by many women in accessing justice, to ensure that access to service has enhanced and legal assistance is provided to address specific situation and vulnerability of women prisoners, and vii) to provide training to staff working in the penitentiary system on gender sensitiveness, including cultural sensitiveness and discrimination issues. A gender sensitive prison management will provide for an appropriate, proportionate, woman-centred and integrated approach, which takes into account gender-specific requirements and this can therefore reduce the risk of reoffending and lessen the likely impact on the woman prisoner's family and children. This type of management will allow prison authorities to consider all contributing factors when adopting decisions on whether to concentrate women prisoners in facilities specifically built for them (aiming to better meet their physical needs) or to disperse them in specialised wings for women in men-dominated prisons (aiming to facilitate contact with family and children).

This approach is also in line with the national context in Türkiye. The Action Plan on Human Rights of Türkiye (2021) identified aims at achieving higher standards in terms of the accommodation conditions of convicts and detainees, strengthening their right to health, and liveable environment, and increasing the rehabilitative features of the sentence execution system. In addition to that, the Plan also targets protection of vulnerable groups and strengthening social wealth as well as further expanding the rights of convicts and detainees, developing special execution procedures, and being mindful of the vulnerable groups in penitentiary institutions. This action will complement the activities of the Action Plan on Human Rights.

## **2.2. Problem Analysis**

The problems of women prisoners in Türkiye coincides with the problem faced at the global level such as women criminals are generally socially and economically fragile and mostly victimized by their family members and relatives. Many of the women prisoners appear to have suffered from physical, emotional and sexual violence before conviction. Women are often convicted on charges such as theft and drug-related crimes due to financial difficulties, they have a high rate of substance abuse, and their family ties are weak. On global level, the disadvantages faced by women prisoners, in comparison to their male counterparts, are even more acute in the case of girls, due to the negligence caused by their very small numbers in most prison systems. Furthermore, juvenile girl prisoners are likely to have even less access to gender-sensitive health care or counselling and suitable educational or vocational training facilities when compared to adult women. In this respect, there is a visible need to establish and implement specific strategies and practices for the juvenile girl prisoners to ensure a proper treatment and rehabilitation for this category.

In Türkiye, one of the main challenges of the penitentiary system is the lack of systemic, effective and tailored approach to managing women offenders in prisons. There is urgent need to strengthen the protection of the rights of women prisoners by adapting imprisonment conditions and treatment to their specific needs, improving rehabilitation tools and programmes and providing for better reintegration opportunities for women prisoners. In addition, women face various health problems specific to women such as menstrual irregularity, vaginal infections well as the health problems that women may endure regarding pregnancy and maternity. Moreover, for the mixed prisons (with a women population of 4.551), women cannot properly benefit from many rights, such as utilising the common area, sports activities and working. Women in prison often involve in legal processes such as divorce, alimony demands, custody of their children etc. In many cases, women involved in these processes need legal aid. After imprisonment, women face social stigmatization and generally lose the social support, even the support of family members. Stigmatization also negatively effects

women's participation in social life after release, imposing difficulties in finding a residence, employment, leading to violence and harassment. As a result of all these, they face psychiatric problems and even suicide.

The Directorate General of Prisons and Detention Houses (DGPDH) of the Ministry of Justice is already tasked to deal with the specific needs of women prisoners but needs support in terms of increasing awareness and adopting necessary measures regarding a gender sensitivity-based aspect in prisons in line with the international standards.

These problems will be addressed by the Action through activities defined in line with the recommendation of CPT, the European Commission's Türkiye Reports and international standards. In this regard, the detailed assessment of the conditions of women prisons will be conducted, a gender sensitive and human rights-based prison management will be developed and implemented in pilot prisons, awareness of the staff of penitentiary system will be increased, social and economic rehabilitation programmes will be strengthened in pilot prisons and probation directorates, vocational training facilities will be equipped. Gaps identified will result in drafting of new primary and secondary legislation.

This Action will target 19 prisons (17 women's prisons, 2 mixed prisons) in Türkiye. 10 closed prisons (2 mixed and 8 women's prison) out of 19 will be selected as pilots for vocational activities. The remaining target prisons already have vocational facilities. The geographical distribution as well as the women population in prisons are taken into consideration for the identification of target and pilot prisons. The population of women offenders staying in closed institutions is higher compared to the remaining facilities. It is expected that the DGPDH, assisted by the CoE, will roll out the deliverables and the results of the pilot prisons to the mixed prisons, as well as to the remaining women prisons, in line with the expectation on the sustainability of the Action. Additionally, the Action will target 10 probation directorates in order to strengthen women probationers socially and economically for supporting them in their reintegration process.

**Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action**

Target groups of the Action will be:

**Primary Target Groups:**

**Staff of the Directorate General of Prisons and Detention Houses (DGPDH)** of the Ministry of Justice (MoJ) at central and local levels - The DGPDH is responsible for the execution of sentences, encouraging the prisoners for the reintegration with the society and supporting them throughout their rehabilitation process, strengthening the factors of preventing recidivism, protecting the society against crime and facilitating the adaptation of prisoners to a responsible lifestyle that is productive and in compliance with laws, regulations and social rules. Prior to further implementation of various programmes in the penitentiary system, there is a need for the DGPDH first to examine institution and capacity building needs, gaps and challenges in the regulative and organisational frameworks and conditions in prisons, assess the professional level of and occupational needs of prison staff, and examine gender-specific training needs of prison officers, as well as in areas such as violence against women and girls, gender equality etc. In addition to meet the gaps in the system, the DGPDH also necessitates guidance and assistance to respond to the specific needs of women prisoners (final beneficiaries) and to better protect and safeguard their fundamental rights in line with the international standards and the EU rules and practices. In this way, a concrete roadmap, action plans and a comprehensive set of tools, methodologies and activities will be developed for better policy formulations, recommendations and to test their early measures in the pilot provinces as well as raising awareness at national, regional, and local levels.

**Prison management, staff, and multi-disciplinary teams** of ten (10) women prisons and mixed prisons including healthcare staff and related staff of ten (10) probation directorates.

The primary target group is in daily contact with women offenders, responsible for managing penitentiary facilities, prisoners' safety, their psycho-social treatment, vocational activities, leisure and healthcare, thus all

these specific aspects will be tackled by the project, so to provide for holistic approach in women prisoners' rehabilitation and preparation for release and will further facilitate their reintegration back into society. With it, the staff of probation directorates monitors the probation measures of the probationers, carry out studies for their psychological development and reintegration into the society.

### **Secondary Target Groups:**

#### *Focusing on prison conditions (Specific Objective 1)*

- **Ministry of Health (MoH)** – As MoH is responsible for providing quality healthcare to all prisoners, MoH staff should be closely consulted and involved in the review and revision processes that would ultimately ensure that multiple medical, healthcare and well-being needs of women prisoners are met (including the specific needs of women prisoners). Close cooperation and consulting will be targeted by this Action by a specific protocol, already settled between the MoJ and the MoH to provide for a methodology in enhancing health examination and medical check conducted by the MoH.
- **Civil Monitoring Boards (CMBs)** - Considering CMBs mandate to monitor the penitentiary system in Türkiye through conducting on-site visits since 2001, they will be closely consulted and cooperated in the relevant activities related with monitoring purposes.
- **Union of Turkish Bar Associations and Civil Society Organisations** will participate as active members of consultation mechanisms at national and provincial level in carrying out gender-sensitive and awareness-raising activities. They will be part of informal legal forums and re-integration facilities taking into account the particular challenges faced by many women prisoners in accessing justice and fundamental rights.

#### *Focusing on economic and social rehabilitation (Specific Objective 2)*

- **Ministry of National Education (MoNE)** – As MoNE is responsible for the content and the delivery of education and vocational training within the prison context, this Ministry needs to be closely involved in the Action. The Vocational Training Curriculum will be designed in close cooperation with the MoNE to provide marketable skills for women prisoners in Türkiye and to enable the women break the cycle of incarceration and social exclusion as well as delivery of balanced programme with “skills development” and “knowledge increase”. The modules of the Public Training Centres – Halk Eğitim Merkezleri<sup>6</sup> (affiliated and operated by the procedures of the MoNE) will be advanced to develop specialised vocational training programmes for women prisoners and girls in line with the cooperation protocol already settled between the MoJ and the MoNE.
- **Ministry of Labour and Social Security (MoLSS) and Turkish Employment Agency (İŞKUR)** - Considering responsibilities of the MoLSS (in the area of creating qualified human resources, employment and labour market) and of the İŞKUR (to assist in the protection of employment and prevention of unemployment activities in Türkiye), both institutions will be closely consulted and invited to cooperation in activities of the Action.
- **Ministry of Industry and Technology, Small and Medium Enterprises Development Organisation (KOSGEB) and Regional Development Agencies** – These institutions may play a beneficial role to expand the employability chances of women prisoners. They will be invited for relevant activities of the Action.
- **Private Sector** – Employability of women prisoners will need to be matched with private sector needs. It will also be the key stakeholder for development of vocational training programmes, curricula, and services in accordance with the technological developments and needs of the labour market in the regions/provinces, including green jobs, vocational programmes which will be revised or developed,

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<sup>6</sup> Public Training Centres, which are provincial units affiliated to the General Directorate of Apprenticeship and Non-formal Education of the Ministry of National Education, are non-formal education institutions that provide vocational and social-cultural knowledge and skills to the public, enable people to use their spare time with positive activities and increase their income.



preventing any prejudices and outmoded stereotypes of the social role of women, at the same time stimulating “innovative, sustainable and technology-oriented fields”, while matching the needs of the private sectors and well responding to the needs of women and women entrepreneurs.

The MoNE, the MoH, the MoLSS and IŞKUR will be the key stakeholders to be consulted and invited in the implementation of the foreseen activities.

**Final beneficiaries** of the Action will be women prisoners and juvenile girls (aged 12-18), including the most vulnerable groups of women prisoners with children, pregnant and breastfeeding women prisoners, Roma and foreign prisoners, and women probationers. As the final end beneficiaries, the women prisoners are in need of safe and secure places in prisons, provision of specific needs related to their reproductive and sexual health, mental health, substance abuse, counselling victims of violence, involvement in targeted rehabilitation and vocational training programmes, existence of proper mechanism of access to legal rights and complaints, enhance provision of family visits, and provision of relevant equipment and materials. Moreover, women probationers are in need of support in their employment and reintegration process. Since facing stigmatization in their employment process, lack of knowledge on how to seek work, lack of necessary skills in order to apply for a job are the main problems they might struggle.

### 2.3. Lessons Learnt

Based on the problem analysis, the main lessons learnt are:

- There is need to focus on improving physical conditions and social well-being of women prisoners, thus providing for economic empowerment of women prisoners to break the recidivism and re-offending cycle in women prisoners;
- There is need for special attention to healthcare provision in prisons, including mental health, ensuring all women specific needs are well integrated into related policies and procedures, easing their access to healthcare services;
- There is need for a comprehensive and multi-sectoral approach to ensure gender-sensitive and human rights compliant prison management;
- Continuous commitment from the DGPDH should be secured throughout the project’s implementation, including prison management and staff, as well as healthcare staff;
- It is important that stakeholders’ involvement during all phases of the project is ensured, including design, preparation and implementation;
- Decision on choice of vocational training will be based on assessment of women prisoners’ interest, and not based on gender-stereotypes about their expected role in society;
- Technical training of prison staff should be practical, focused on leading to actual change in attitude and skills. It also needs to differentiate between capacity needs of prison staff and prison management;
- Building on deliverables of previous Projects/Practices aiming to improve prison conditions, vocational training or women empowerment. This refers to Projects, such as:
  - *Dissemination of Model Prison Practices and Promotion of the Prison Reform in Türkiye*: This Project supported the establishment of a professional, effective and efficient prison service through dissemination of model prison practices and promotion of prison reform in Türkiye by upgrading the prison services and improving detention conditions, including those of women, and was implemented 2009-2012. The Project was an EU/CoE Joint Programme with a total budget of EUR 4.175.000.
  - *Enhancing the Effectiveness of the Civil Monitoring Boards (CMBs) in line with European Standards*: was implemented 2019-2022. The project strengthened the institutional and operations framework and capacities of the CMBs, enhancing the prison monitoring system by applying the CoE standards and best European practices. This project focused on the special needs of women prisoners. Namely, the prison monitoring toolkit was developed and included separate chapters on certain categories of vulnerable groups of inmates, including women. The project was funded by Sweden, Switzerland, The Republic of Türkiye, Human Rights Trust Fund and Canada, with a total budget of EUR 1.637.000.
  - *Enhancing the Disciplinary and Reward Procedures for Prisoners in Türkiye* is being implemented by the CoE in the period from 1 November 2022 until 31 October 2025, in close cooperation and

partnership with the DGPDH. The project will develop and ensure the application of a standardised and efficient discipline and reward system that contributes to prisoners' rehabilitation, through numerous activities. Specific needs of women are being taken into consideration throughout the development/revision of existing procedures, methodologies and tools related to the main topics of the project. It is currently being co-funded by the Human Rights Trust Fund of the Council of Europe, Norway, Belgium, and the Netherlands. It has an overall budget of EUR 1.500.000.

- During the implementation of the DGPDH Project on *Developing an Institutional Model for Children who are Staying with Their Mothers in Penal Institution*, a special mother-child unit was built as a separate part of Diyarbakır Women Closed Prison where the women and their children have an opportunity to stay together in a unit that provides children a more child-friendly living space with his/her mother. Besides, a training programme on motherhood was developed for women prisoners in order to raise their awareness and inform them about parenting skills and child development.
- Delivered training to the staff and the convicts who have children under 18, within the framework of the programme entitled '*Family Education for 0-18 Ages*'.
- Developed seven Offender Behaviour Programmes within the framework of '*Judicial Modernisation and Prison Reform Project*', to proceed in systematic and structured works in penal institutions such as Anger Management, Dealing with Alcohol and Drug Addiction, Raising Staff Awareness of Suicide and Self-Harm, Pre-Release Prisoner Progress, General Offending Behaviour (Think First) Program, Sex-Offenders Program and CALM Program (Controlling anger and learning how to manage it).
- Within *Technical Assistance for Improvement of Enforcement Services in Prisons*, interventions programmes are formed such as; Control of Impulsivity, Psychopathology Intervention, Solution Based Therapy, Post-Traumatic Stress Disorder Intervention Programme, Women Offenders Intervention Programme and Intervention Programme to combat Domestic Violence. These intervention programmes focus on specific issues in order to support prisoners psychosocially.
- Additionally, thanks to the other DGPDH practices, a special curriculum for prison staff working with women and juvenile girls was developed to give staff a gender perspective while working with them.

These initiatives need to be supported by a comprehensive Action to protect and safeguard the human rights of women in prison which require the implementation of specific gender-sensitive approaches, and for positive measures to be taken in all areas to meet the needs of women in prison. More specifically, this Action proposes a systemic and comprehensive approach in addressing the situation through gender equality lenses.

The activities, due to the *multi-sectorial* and *multi-disciplinary* nature of the rights of the women prisoners, require bringing together professionals from different sectors and disciplines as a primary condition for improving the rights of the women prisoners. The Action will be implemented using a multi-sectorial approach. Furthermore, a *whole-system focus* means using organisational development to introduce and manage change throughout the prison, with a concern to: i) ensure living and working environments that promote well-being and effectively rehabilitate people in prison; and ii) integrate specific needs within the policies and the core business of the prison.

*Stakeholder engagement* stands at the core of the Action's design and is considered as one of the guarantees for sustainability. The proposed interventions are tailor-made based on actual needs of women prisoners clearly identified and prioritised by the beneficiaries. This was proven to be the right path for ensuring ownership and sustainability during the ongoing and previous actions. Previous experience has shown that another important element to sustainability is the formal and documented endorsement of Action's initiatives at the policy and legislative level. Non-systemic measures which are not followed up, failing to secure the endorsement of the hierarchy are likely to be abandoned by the operational level.

As a final lesson learnt, gender-responsive policies, regimes, routines and practices in prisons should be developed based on few principles:

- safety: women should feel physically and emotionally safe;
- collaboration: input from women in prisons and other agencies should be invited and encouraged;
- empowerment: services are developed to maximise women's empowerment, recognising strengths and building skills that will enable a successful transition to the community

### 3. DESCRIPTION OF THE ACTION

#### 3.1. Intervention Logic

The **Overall Objective (Impact)** of this Action is to strengthen the protection of and further advance women's rights within the penitentiary system in Türkiye.

The **Specific Objectives (Outcomes)** of this Action are:

1. To improve prison conditions for women prisoners in Türkiye while respecting their human rights through the implementation of gender sensitive and human rights-based prison management policies and practices, in line with the international standards and EU best practices.
2. To strengthen the economic and social rehabilitation of women prisoners and probationers in Türkiye with the aim to facilitate their reintegration back in the society (breaking the cycle).

The Action covers the priorities of the IPA III Strategic Response on protection of vulnerable groups specifically ensuring equality between women and men including eliminating discrimination and bias against women and girls, enhancing women's rights, and to fight violence against women. More specifically, strengthening women's rights and conditions in prisons in Türkiye is important to provide gender equality between men and women in terms of having access to equal rights within the society as already mentioned in the IPA III Programming Framework. Therefore, the Action implements specific gender-sensitive approaches with overall aspiration to enhance women's integration into domestic regulations and practice, thus contributing to their application within the Turkish prison context.

The Action includes vocational trainings for women for their improvement in employment after their release, namely for women prisoners to be well trained, skilful, and productive workforce. In terms of women's access to employment, the Action envisages to support the equipment of vocational-training workshops (such as textile, IT technologies, climatization, environmental protection, etc) at 10 pilot prisons (2 mixed and 8 women only). It should be noted the vocational trainings are among the fundamental rights of the prisoners and core elements of rights-respecting prisons. Furthermore, proposed interventions are conducive to women's economic empowerment and better access to employment and resources which is one of the core elements of gender equality strategies including EU Gender Equality Strategy 2020 – 2025. The action aims to have a trigger effect within the penal system, strengthening the ill-treatment countering efforts and increasing the rehabilitation of prisoners, but also to assist the prison management, members of the DGPDH and all relevant stakeholders.

The **Outputs** to be delivered by this Action are as follows:

*Contributing to Specific Objective 1:*

**Output 1:** An integrated model of Gender Sensitive and Human Rights-based Prison Management is developed and implemented in Türkiye

**Output 2:** The institutional framework and the capacities of the staff of the penitentiary system on Gender Sensitive Prison Management is improved

*Contributing to Specific Objectives 1&2:*

**Output 3:** The multi-sectoral cooperation between public (central, regional and local) institutions, private sector, civil society on women prisoners' rehabilitation and reintegration is improved.

**Output 4:** The economic and social rehabilitation of women offenders is strengthened in pilot prisons and probation directorates.

The underlying intervention logic for this Action is based on a theory of change developed based on the problem analysis outlined above. The hypothesis of the Action is as follows: If the overall capacity of the DGPDH, the prison management and prison personnel is supported with improved gender sensitive and rights-

based prison management in line with the CoE and other international and EU standards (including tailored centres, tools (such as workshop curricula), mechanisms and services) and the DGPDH, the prison management and prison personnel cooperates closely among themselves to generate knowledge and build-up the capacity of relevant professionals then the overall cross-sectoral coordination (required for various services), as well as the situation of the women's rights in women's penitentiary system, will be improved.

### **3.2. Indicative Activities**

**The project will be implemented, and foreseen results achieved through the implementation of the following main activities, but not limited to:**

#### **Indicative activities related to Output 1**

- Conduct comprehensive gender analysis, assessments, baseline studies, comparative studies on the current situation, programmes, policies and services provided to women in prisons, on gender-sensitive prison management and on human rights-centered services for women prisoners in selected EU MSs.
- Develop policy formulations, recommendations provided for the improvement of the regulatory and institutional framework in cooperation with CSOs to enhance the conditions and rights of women in prisons in accordance with international human rights standards, including the presence of an effective complaint mechanism and proper access to health services and legal assistance. On this basis, necessary amendments in regulatory and institutional framework prepared.
- Develop a Handbook on Implementation of Integrated Model of Gender Sensitive and Human Rights-based Prison Management and Quality Control Mechanism (Checklists);
- Develop Prison Action Plans for Gender Sensitive Prison Management for women in prisons.

#### **Indicative activities related to Output 2**

- Develop/revise prison proceedings through a gender-sensitive perspective in cooperation with CSOs.
- Strengthen capacities of prison management and prison personnel with regards to gender-sensitive prison management and to further enhance awareness of women rights through training programmes.

#### **Indicative activities related to Output 3**

- Develop an Awareness Raising and Communication Plan as a roadmap for launching the pilot of the Integrated gender-sensitive prison management model to target effective coordination and communication with relevant stakeholders, including CSOs. In line with the Plan, production of awareness raising materials and communication videos, public spots, etc.
- Develop/revise and implement Healthcare Provision Protocols and Procedures through a gender sensitive perspective in cooperation with the Ministry of Health, conduct awareness-raising and capacity building sessions on proper access to healthcare services and the importance of preventive measures and screening.
- Enhance the cooperation with bar associations, CSOs and universities in provision of access to legal assistance through establishment of Informal Legal Forums and conferences on Informal Legal Forums.
- Capacity building to further increase knowledge and awareness of civil prison monitoring board members on women's rights and needs and gender sensitive prison management.
- Revise and implement existing intervention/rehabilitation programmes regarding women-specific psychosocial assistance programmes.
- Design, implement and review "meaningful activities"<sup>7</sup> for women and juvenile girls (aged 12-18) designed/reviewed, with involvement of CSOs.
- Cooperation with other stakeholders for organisations on preventing foreign women prisoners' difficulties in accessing services due to language barrier (e.g. provision on interpretation services, language courses).

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<sup>7</sup> Meaningful activities in the terminology refer to a range of 'out of cell' activities that should support the well-being of the prisoners and prepare them for reintegration into the community.

- Deliver training to prison staff, in particular to those involved in the admission process and health-care services, while dealing with foreign women prisoners with due attention and care on their specific difficulties and cultural diversities.

#### **Indicative activities related to Output 4**

- Conduct a comparative assessment on policies and practices of women’s socio-economic empowerment in prisons and probation services.
- Organise regional conferences, roundtables in the field of women's empowerment.
- Develop supervision facilities for empowerment and re-integration of women prisoners and probationers.
- Occupational mapping and matchmaking studies of Women Prisoners/Probationers.
- Equip vocational training ateliers/workshops in 10 women prisons taking into account of the environmental protection, climate change issues, sustainability, technological developments and needs of labour market<sup>8</sup>.
- Deliver the vocational training programmes in line with the workshops established, in cooperation with the relevant stakeholders, i.e. the MoNE through the cooperation protocol already enacted.
- Design and pilot coaching and mentoring services for women prisoners/probationers.

### **3.3. Mainstreaming**

#### **Environmental Protection, Climate Change and Biodiversity**

Environment-friendly materials and equipment will be used throughout the implementation of the Action. Vocational workshops will be set-up using environmentally friendly materials, to the extent possible. Whenever possible, hybrid events will be organised, to avoid unnecessary travel. In addition to that, the vocational training ateliers/workshops that will be set-up in pilot prisons will tackle the topic of biodiversity, environment and climate change, such as ateliers on renewable energy technology, organic farming, greenhouse cultivation, repairing/recycling of clothes and items. It is expected the newly gained skills to have positive impact on the rehabilitation of women prisoners and their successful reintegration into society.

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this Action is labelled as G2. This implies that Action’s target group are women prisoners, with the aim of establishment of a “gender sensitive prison management”. Initial activities will be gender-based analysis of the current situation, followed by the training for women prison staff, development gender-sensitive training programmes, gender responsive indicators, targets, as well as activities supporting women in equal access to employment through establishment of vocational training ateliers in prisons that are not limited to forms of work traditionally attributed to women in society. The initial assessment is the correct and best way ahead to identify and consider an appropriate, proportionate, women-centred and integrated approach, which takes into account gender-specific requirements and can therefore reduce the risk of reoffending and lessen the likely impact on the woman prisoner’s family and children. The assessment reports should provide a specific focus on the situation of women prisoners, the existing regulatory and institutional framework and the practical implementation of initiatives according to their needs. Furthermore, when providing vocational and educational training opportunities for inmates, different interests and needs of women and men will be considered, including non-stereotypical opportunities. In many cases women face more challenges (stigmatisation) when reintegrating into their communities after the release. The aim is to provide female prisoners equal access to work, vocational training and education as men.

Taking into account the particular challenges faced by many women in accessing justice, the Action will ensure that assistance is provided to female prisoners to contact lawyers, paralegal services and relevant NGOs, as well as provide facilities for meeting with them. Special attention will be given to pregnant women and women with children as well as to juveniles in prison (12 to 18 years old). The prison administration will

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<sup>8</sup> The cost of equipment of the vocational training ateliers/workshops may not exceed 10% of the Action’s overall budget.

be encouraged to develop a multidisciplinary institutional culture based on principles of gender equality and non-discrimination. Such principles should guide the work of all staff creating a gender sensitive working culture in all institutions, an equal treatment of women and men at work, and ensure the health, safety and well-being of all women and men workers. The Action will assist the authorities in developing and delivering gender responsive vocational training course for both women and men, that could include administrative skills, bookkeeping, computer skills, web design, interior design, painting and decorating, electro-technology, cooking/catering, gardening, embroidery, managing family income, etc. The Action will also encourage the prison administration (during capacity-building activities) to pay attention not only to gender-sensitive employment, but also to ensure that women are represented at all levels, including senior managerial levels. Build the capacity of female staff and provide them and male prison officers with special training on the needs of female prisoners. Moreover, the Action will encourage and promote participation of women prison staff in the working groups assigned to develop standards/training and curricula/procedures and their preparation and involvement as lead trainers, so they can play an important role in the development of the prison system and to be an example for the whole prison staff community.

DGPDH will apply a gender-responsive budgeting process, at times of budget planning and budget execution. The purpose is to ensure funding for prison’ facilities that allow a gender-balanced professional and education training programme and production workshop and activities, including provision of dedicated rooms, labs, the purchase of tools and raw materials needed. In addition, the DGPDH shall invest and establish an internal system of data collection, exchange, analysis, and reporting and communicating all data disaggregated by sex. Gender-specific indicators shall be established and included in programming and reporting.

### Human Rights

Good practices and shortcomings regarding gender sensitive prison management are to be identified, taking into consideration the respect of the human rights of the inmates. The developed tools will take into considerations specific needs of women offenders, including juveniles (12-18 age) who stay in prisons and who would benefit from legal forums and vocational counselling in prisons. The Council of Europe standards, best EU practices and regional recommendations will be followed and incorporated in the developed materials. The training programme and manuals are to be gender-sensitive and human rights-based, developed as comprehensive and objective tools for development in line with the needs for intervention.

### 3.4. Risks and Assumptions

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1- the external environment	Unwillingness / lack of interest and commitment of the target groups and beneficiaries	<b>M</b>	<b>H</b>	With the awareness raising activities to be carried out access to target groups/final beneficiaries will be provided.
3- to people and the organisation	Workload of the prison staff	<b>M</b>	<b>M</b>	Realistic and up-to-date determination of the needs will be identified with the prison staff’s tasks and training programmes to be arranged in accordance with their workloads .
2- planning, processes and systems	Lack of cooperation with stakeholders – MoH, MoNE, ISKUR etc.	<b>L</b>	<b>M</b>	A Cooperation Protocol and multi-stakeholder consultation mechanism on the roles and responsibilities will be discussed and agreed at an earlier phase of implementation, also eliminating contradictory and/or overlapping responsibilities of the key stakeholders in line with international standards.

2- planning, processes and systems	Complexity of needs and difficulties in implementing a uniform model in the selected prisons	<b>M</b>	<b>M</b>	Realistic and up-to-date identification of the needs of women offenders will be identified in close connection with the needs of women in mixed prisons.
5-to communication	Prejudices and stereotypes of the social role of women	<b>H</b>	<b>M</b>	Special techniques and awareness activities will be implemented to combat with prejudices and stereotypes, even if the probability of short-term positive results is low.
1- to the external environment	Reluctance and scepticism of the private sector to employ ex-convicts	<b>H</b>	<b>M</b>	Occupational mapping study and matchmaking activities will be designed and implemented with the participation of representatives of relevant private sectors. They will also be consulted in coaching and mentoring services in career planning activities of women offenders.

The **assumptions** are as follows: Commitment at high level to ensure compliance with the CoE, other international and EU standards; Stakeholders' dedication to participate and cooperate throughout the process; Willingness of women inmates and prison staff to take part in assessment studies and to undertake surveys; Willingness of prison staff and key stakeholders' representatives to contribute to the development of the deliverables; Continued adequate and effective interest shown by the representatives of public authorities and secured commitment of prison staff; Continued adequate interest of the relevant public institutions, local authorities, CSOs in participation to the communication and awareness raising activities; Continued adequate interest of private sector, relevant public institutions, local authorities for cooperation and women inmates to participate in vocational training programmes; and Equipment and materials installed on time and purchased according to current needs.

### 3.5. Indicative Logical Framework Matrix

<i>Results</i>	<i>Results chain</i>	<i>Indicator</i>	<i>Baseline (value &amp; reference year)</i>	<i>Target (value &amp; reference year)</i>	<i>Current value*</i>	<i>Sources of data</i>	<i>Assumptions</i>
<i>Impact (Overall objective)</i>	To strengthen protection of and further advance women’s rights within the penitentiary system in Türkiye	<ul style="list-style-type: none"> <li>• Better assessment in the Country Reports with regard to the prison conditions</li> <li>• Rate (%) of Satisfaction levels of women prisoners in pilot prisons with their access to fundamental rights in prisons</li> </ul>	Data will be collected during the Activity	-  Data will be collected/verified during the final monitoring visit	-  -	<ul style="list-style-type: none"> <li>• EU Country Reports</li> <li>• Institutional Reports of the MOJ</li> <li>• External reports</li> <li>• Surveys</li> </ul>	<i>Not applicable</i>
<i>Outcome (s) (Specific objective(s))</i>	<p><b>Outcome 1</b> Prison conditions for women prisoners in Türkiye improved, while respecting their human rights through the implementation of gender sensitive and human rights-based prison management policies and practices, in line with the international standards and best EU practices</p>	<ul style="list-style-type: none"> <li>• Number of prisons adopting and implementing gender sensitive and human rights-based prison action plans</li> <li>• Number of women prisoners that would benefit from the new gender sensitive and human rights-based prison model</li> <li>• Percentage of change in perception of women prisoners related to human rights and gender sensitive measures</li> <li>• Percentage of change in perception of prison staff related to human rights and gender sensitive measures</li> </ul>	0 (2023)  0 (2023)  Data will be collected  Data will be collected	10 (2028)  At least 3500 (2028)  Data will be collected /verified  Data will be collected /verified	-  -  -	<ul style="list-style-type: none"> <li>• Institutional Reports of the MOJ</li> <li>• Project Progress Reports</li> <li>• Perception and Attitude Surveys Reports</li> <li>• Other external reports</li> </ul>	Commitment at high level to ensure compliance with the CoE and other international standards and EU best practices
	<p><b>Outcome 2</b> Economic and social rehabilitation of women</p>	<ul style="list-style-type: none"> <li>• Number of newly adopted services (Courses &amp;</li> </ul>	0 (2023)	At least 10 (2028)	-	<ul style="list-style-type: none"> <li>• Institutional Reports of the MOJ</li> </ul>	Stakeholders’ dedication to participate and



	prisoners and probationers in Türkiye strengthened with the aim to facilitate their reintegration back in the society (breaking the cycle)	workshops) offered women prisoners <ul style="list-style-type: none"> <li>• Number of women prisoners that benefited from vocational training and workshop activities</li> <li>• Number of women probationers that benefit from coaching and mentoring</li> <li>• Percentage of women certified after attending workshops, thus increasing skills-knowledge</li> </ul>	0 (2023)	At least 500 (2028)		<ul style="list-style-type: none"> <li>• Project Progress Reports</li> <li>• Certification</li> </ul>	cooperate throughout the process
<i>Outputs</i>	<b>Output 1</b> An Integrated Model of Gender Sensitive and Human Rights-based Prison Management is developed and implemented in Türkiye	<ul style="list-style-type: none"> <li>• Integrated Model of Gender Sensitive and Human Rights-based Prison Management is in place.</li> <li>• Number of Prison Action Plans designed/revised and adopted in line with the Model</li> <li>• Number of policy formulations and recommendations on the improvement of the regulatory and institutional framework</li> <li>• Number of key regulatory documents developed and adopted</li> </ul>	0 (2023)	Model in Place (2028)	-	<ul style="list-style-type: none"> <li>• Mission Reports</li> <li>• TNA</li> <li>• Progress Reports</li> <li>• Field Visit (monitoring) Reports</li> <li>• Consultation Mechanism Report</li> <li>• Training Programmes Reports</li> </ul>	Willingness of prison staff and stakeholders to contribute to development phases of the Model.
			0 (2023)	10 (2028)	-		
			0 (2023)	At least 10 (2028)	-		
	<b>Output 2</b> The institutional framework and the capacities of the staff of the penitentiary system on	<ul style="list-style-type: none"> <li>• Number of Training Programme on Gender-sensitive prison management and treatment of women offenders</li> </ul>	0 (2023)	One comprehensive Training programme		<ul style="list-style-type: none"> <li>• Field Visits (monitoring) Reports</li> </ul>	Continued adequate and effective interest shown by the public authorities

	Gender Sensitive Prison Management is improved	<ul style="list-style-type: none"> <li>• Number of prison staff trained on the Integrated Model of Gender Sensitive and Human Rights-based Prison Management (aggregated by sex, profession and geographic location)</li> <li>• Percentage of prison staff acquired skills relevant to Integrated Model of Gender Sensitive and Human Rights-based Prison Management</li> </ul>	<p>0 (2023)</p> <p>0 (2023)</p>	<p>(different modules) (2028)</p> <p>45 trainers and up to 350 participants in the Cascaded training programmes) (2028)</p> <p>%80 (2028)</p>		<ul style="list-style-type: none"> <li>• Consultation Mechanism's Reports</li> <li>• Project Progress Reports</li> <li>• Training Programmes Reports</li> <li>• Pre/post Questionnaires</li> </ul>	and ownership of prison staff throughout pilot implementation
	<p><b>Output 3</b></p> <p>The multi-sectoral cooperation between public (central, regional and local) institutions, private sector, civil society on women prisoners' rehabilitation and reintegration is improved</p>	<ul style="list-style-type: none"> <li>• Number of Cooperation Protocols signed with the relevant stakeholders</li> <li>• Number of Legal Forums organised</li> <li>• Number of Meaningful Activities/Interventions of Women and Girls revised/newly developed, disaggregated by type of activity</li> <li>• Number of women offenders participated in pilot Psycho-Social Assistance Service Programmes</li> </ul>	<p>0 (2023)</p> <p>0(2023)</p> <p>0 (2023)</p> <p>0 (2023)</p>	<p>2 (2028)</p> <p>30 (2028)</p> <p>N/A (determined at inception phase)</p> <p>42 (2028)</p>		<ul style="list-style-type: none"> <li>• Project Progress Reports</li> <li>• Field Visits (monitoring) Reports</li> <li>• Consultation Mechanism's Report</li> <li>• Social Media Coverage Results</li> </ul>	Continued commitment and adequate interest of the relevant public institutions, local authorities, CSOs in participation to cooperation activities.
	<p><b>Output 4</b></p> <p>The economic and social rehabilitation of women offenders is strengthened in pilot prisons and probation directorates.</p>	<ul style="list-style-type: none"> <li>• Number of women prisoners benefited from Vocational Training Programmes</li> <li>• Number of women probationers benefited from coaching and mentoring</li> </ul>	<p>0 (2023)</p> <p>0 (2023)</p>	<p>500 (2028)</p> <p>120 (2028)</p>		<ul style="list-style-type: none"> <li>• Field Visits (monitoring) Reports</li> <li>• Consultation Mechanism's Report</li> </ul>	Continued interest of private sector, relevant public institutions, authorities for cooperation and

		<ul style="list-style-type: none"> <li>• Number of pilot prisons equipped with vocational training supplies and materials and used by women prisoners.</li> </ul>	0 (2023)	10 (2028)		<ul style="list-style-type: none"> <li>• Project Progress Reports</li> <li>• Training Programmes Reports</li> </ul>	of women inmates to participate in vocational training programmes. Equipment and materials installed on time and purchased according to current needs.
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## **4. IMPLEMENTATION ARRANGEMENTS**

### **4.1. Financing Agreement**

In order to implement this Action, it is envisaged to conclude a financing agreement with the Republic of Türkiye.

### **4.2. Indicative Implementation Period**

The indicative operational implementation period of this Action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### **4.3. Implementation Modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the Action with EU restrictive measures<sup>9</sup>.

#### **4.3.1. Indirect Management with a pillar-assessed entity**

This Action will be implemented in indirect management with the Council of Europe (CoE). The envisaged entity has been selected using the following criteria:

- (1) mandate related to the protection of human rights, including in relation to prisons;
- (2) technical expertise in the field of gender sensitive prison management;
- (3) have strong relationships both with public bodies and civil society organisations in the field of penitentiary in Türkiye.

The implementation entails strengthening protection of and further advance women's rights within the penitentiary system in Türkiye. It aims at not only improving prison conditions for women prisoners while respecting their human rights through the implementation of gender sensitive and human rights-based prison management policies and practices, in line with the international standards and EU best practices but also strengthening the economic and social rehabilitation of women prisoners and probationers with the aim to facilitate their reintegration back in the society.

The CoE is the leading European intergovernmental organisation with an extensive and recognized standing and in-house expertise in the area of human rights' protection, including in relation to prisons, probation and the police. The Council of Europe's work in these areas is based on the established synergy between the relevant Council of Europe standards; the monitoring mechanisms put in place to supervise their implementation by the member states (European Committee for the Prevention of Torture and Inhuman and Degrading Treatment or Punishment (CPT) and the technical assistance activities provided to help countries in need to improve the work of the police, prison and probation staff, detention conditions and the treatment of prisoners. The European Prison Rules (EPR) of the Council of Europe, as well as other recommendations of the CoE and the United Nations forms the basis of the European Union's penitentiary policy.

The CoE has experience and expertise with gender-sensitive approaches in the review of regulatory penitentiary framework, developing and implementing training and treatment programmes that put particular

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<sup>9</sup> [EU Sanctions Map](#). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

emphasis on the needs of women in prisons, enhancing prison oversight mechanisms and introducing gender-sensitive monitoring tools, as well as adapting healthcare related procedures and programmes, including mental health, to the specific needs of women offenders. The CoE has the necessary structure put in place to ensure for proper implementation of the project, both from logistical as well as management viewpoint. It implements numerous projects in the field of police, probation, prisons, and other closed institutions where people were held deprived of their liberty. It works directly with the national authorities, international organisations and relevant civil society organisations, with an aim to identify the most emerging needs, provides tailored measures to address shortcomings and gaps, all with aim to bring a change in regulation and practice through its technical assistance projects. A vast majority of its projects are financed by the European Union.

Since 2007, the Council of Europe has supported the Turkish government in the implementation of various projects aiming to improve the rights of prisoners. The Council of Europe has a long-standing history and experience in implementing projects in support to the prison reform process in Türkiye and in further enhancement of the rights of prisoners and detained persons in line with CoE standards. The work of the organisation in this field is well respected by the national authorities, such as the Directorate General of Prisons and Detention Houses (DGPDH) and prison managers, practitioners, monitors, and other relevant stakeholders.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

#### 4.4. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Indicative third-party contribution, in currency identified
<b>Methods of implementation</b> – cf. section 4.3		
<u>Specific objectives (outcomes):</u> <ol style="list-style-type: none"> <li>1. To improve prison conditions for female prisoners in Türkiye while respecting their human rights through the implementation of gender sensitive and human rights based prison management policies and practices, in line with the international standards and best EU practices.</li> <li>2. To strengthen the economic and social rehabilitation of women prisoners and probationers in Türkiye with the aim to facilitate their reintegration back in the society (breaking the cycle)</li> </ol>		
Indirect management with a pillar assessed entity cf. section 4.3.1	4 000 000	444 450
<b>Evaluation</b> – cf. section 5.2  <b>Audit</b> – cf. section 5.3	Evaluation cost will be covered under the IMEE contract  Audit cost may be covered by another Decision.	N.A.
<b>Strategic Communication and Public Diplomacy</b> – cf. section 6	will be covered under the IMEE contract	N.A.

<b>Contingencies</b>	N.A.	N.A.
<b>Totals</b>	4 000 000	444 450

#### **4.5. Organisational Set-up and Responsibilities**

The intermediate body for policy management (IBPM) of this Action is Directorate General for Prisons and Detention Houses (DGPDH) of the Ministry of Justice. The Ministry of Foreign Affairs - Directorate for European Union Affairs Department for Political Affairs will be the main focal point for coordination since the Directorate has the responsibility to harmonise Türkiye's policies on fundamental rights to EU.

A Project Steering Committee (PSC) will be established and will include representatives from the Ministry of Justice, the selected International Organisation (entrusted entity), Delegation of European Union to Türkiye (EUD), Directorate for EU Affairs and National IPA Coordinator (NIPAC) office, and Presidency of Strategy and Budget as observer. Where and when relevant other stakeholders, namely Ministry of Labour and Social Security, Turkish Employment Agency (İŞKUR), Ministry of Health, Ministry of National Education and civil society will also be included in the Steering Committee. Regular PSC meetings will take place to ensure a smooth management of the project. To this end, Steering Committee Meetings will take place quarterly for regular exchange of information on all matters arising out of the Agreement/Contract. The PSC will discuss the progress of the project, verify the timely achievement of the outputs and mandatory results (as per Logical Framework and Indicative Action Plan) and discuss and decide actions to be undertaken for the successful implementation and it will address major risks and problems that the Action might face.

The selected International Organisation (entrusted entity) will provide inter-sectoral coordination among all stakeholders; provide the secretariat for the steering committee; provide technical assistance and support to the Ministry of Justice in the mobilisation of required technical expertise; inform about project implementation; organise implementation of project activities in close coordination with Ministry of Justice, manage and disburse funds as per budget for project activities and in line with the International Organisations financial rules and procedures; and, prepare progress and final reports. As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

#### **4.6. Pre-conditions**

N/A

### **5. PERFORMANCE MEASUREMENT**

#### **5.1. Monitoring and Reporting**

The day-to-day technical and financial monitoring of the implementation of this Action will be a continuous process, and part of the implementing partner/beneficiary country's responsibilities. To this aim, the implementing partner/beneficiary country shall establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the Action, difficulties encountered, changes introduced, as well as the degree of achievement of its outputs and contribution to the achievement of its outcomes, and, if possible, at the time of reporting, contribution to the achievement of its impact, as measured by corresponding indicators, using as reference the logframe matrix. The Commission may undertake additional Action monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Arrangements for monitoring and reporting, including roles and responsibilities for data collection, analysis and monitoring:

- Monitoring tasks undertaken by the implementing partners/ beneficiary country, under the coordination of NIPAC Office, and NAO Office for financial monitoring, will consist of collecting and analysing data aiming at informing on the use of resources and progress towards planned results, feeding the management of the Action's decision-making processes. In that respect, the institution(s) responsible from the intervention are required to share all the relevant information and documents prepared during all phases of the Action with the NIPAC and NAO, when requested.
- Monitoring tasks undertaken by the EU Delegation shall complement the implementing partners'/ beneficiary country's monitoring system, especially in key moments of the Action cycle. It will also support follow-up of recommendations stemming out of external monitoring and will be used for informing EU management. This monitoring could take different forms and methodologies (meetings with implementing partners, action steering committees, on the spot checks ...), to be decided based on specific needs and resources at hand. Reporting will be done according to methodologies and tools included in DG NEAR guidelines on linking planning/programming, monitoring and evaluation, including the use of standard checklists.

Both types of internal monitoring are meant to inform and provide support to external monitoring:

- External monitoring / Results Oriented Monitoring (ROM)

The Commission and/or NIPAC may undertake additional Action monitoring in line with the European Commission rules and procedures set in the Financing Agreement through independent consultants recruited directly by the Commission/NIPAC for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission/NIPAC for implementing such reviews). These reviews might be composed of monitoring of the Action, results data collection or any other task that is identified in the most recent EC guidelines.

## 5.2. Evaluation

Having regard to the importance of the Action, a mid-term and a final evaluation will be carried out through independent consultants via an implementing partner. The mid-term evaluation will be carried out for problem learning purposes and identification of potential shortcoming, lessons learnt and gathering recommendation for improvement, while the final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision). The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the Action.

## 5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this Action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## 6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the 2022 guidance document [Communicating and raising EU visibility: Guidance for external actions](#) (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a

reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and contribution agreements.

## 7. SUSTAINABILITY

The Action will be made sustainable after completion through the following measures:

**Financial and operational sustainability:** A Dissemination Plan will be prepared to extend the experience and knowledge gained from 10 pilot prisons to other pilots. The proposed interventions having ‘strong relevance’ (building blocks over the previous experiences) are ‘tailor-made’, based on the actual situation, address domestic priorities and real needs clearly identified and prioritised by the beneficiaries. This was proven to be the right path for ensuring ownership and sustainability during the ongoing and previous Actions implemented in the Turkish penitentiary system by the CoE, and it should be retained as a good practice during this Action.

**Institutional sustainability:** The model of gender sensitive prison management established within the Action will continue to be mainstreamed and, if necessary, further developed/revised by the end beneficiary to make the Handbook as living document feeding from facts, findings, and achievements from the monitoring process. The relevant documents and information obtained during the Action will be made accessible, editable and usable for the staff at various level in a multi-stakeholder composition responsible for this maintenance and development. ‘Active participation and stakeholders’ engagement’ stand at the core of the Action’s design and is considered as one of the guarantees for sustainability. It must be recognised that stakeholders’ involvement will be taken into account for the efficiency of the Action’s implementation as well as its long-term effects. All documents and thematic papers will be prepared with the full participation of international and national consultants and other relevant stakeholders. A Consultation Mechanism will be materialised in the form of ‘Working Group’ and ‘Workshops’/‘Brainstorming Meetings’ which will provide feedbacks and contributions as well as raising the voices of key stakeholders.

ToT will also be carefully delivered to ensure sustainability accompanied by cascaded sessions to be delivered by trained pool of national trainers within the prison facilities to all selected prisons, as well as to all prisons with female population, to the extent possible. The end beneficiary will develop training provision outreach plan that will ensure national roll-out to other prisons accommodating women prisoners, beyond the project end. As part of the follow-up activities, regular refreshment training sessions should be provided for the pools of national trainers established by the project. These activities should form part of the annual training plan of the penitentiary system. It will be the End Beneficiary responsibility to ensure long-term sustainability of the developed training materials and modules, by incorporating them within the penitentiary training curricula. In that direction, the Action will send request the DGPDH with concrete steps to be undertaken to ensure the developed training programme is incorporated as part of the Prison Staff Training Centers’ training strategy, thus ensuring its sustainability. Moreover, the vocational training curriculum planned to be developed is under the responsibility of MoNE and Ministry of Justice, so similar official request will be sent to these institutions, jointly with the DGPDH, to ensure its inclusion in their respective training strategies and annual plans. Provision of counselling, career planning services and developing partnerships with industry will also be critical factor to build a link between vocational training and labour market as well as a key success factor for the sustainability.

**Policy level sustainability:** Previous experiences in the Turkish penitentiary system have shown that another important element to sustainability is the formal and documented endorsement of Action’s initiatives at the policy and legislative level - be those new ‘Integrated Model of Gender Sensitive and Human Rights-based Prison Management’ in Türkiye, work practices or large-scale reforms. Non- systemic measures which are not followed up, failing to secure the endorsement of the hierarchy are likely to be abandoned by the operational level. A *Dissemination and Sustainability Plan* will be prepared within the scope of this Action to maximise the impact of interventions, to elaborate steps of roadmap for the sustainability and to identify the roles and responsibilities of the knowledge-capitalisation. The Plan will cover measures to reach a wider key audience, including policymakers at different administrative levels, donor organisations, prison staff and administrations, custodial staff, prison healthcare staff, women prisoners, and general public. The Plan will also outline the future activities of the DGPDH to monitor the level of satisfaction of women prisoners with the services installed during the implementation of the Action.



## Appendix 1: IDENTIFICATION OF THE PRIMARY INTERVENTION LEVEL FOR REPORTING IN OPSYS

A Primary intervention<sup>10</sup> (Action/programme) is a coherent set of results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

- ✓ Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);
- ✓ Articulating Actions and/or Contracts according to an expected common chain of results and therefore allowing them to ensure a more efficient and aggregated monitoring and reporting of performance;
- ✓ Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

The present Action identifies as:

<b>Action level</b> (i.e. Budget support, Blending)		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
<b>Group of actions level</b> (i.e: i) top-up cases, ii) second, third, etc. phases of a programme)		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
<b>Contract level</b> (i.e. Grants, Contribution Agreements, any case in which foreseen individual legal commitments identified in the budget will have different log frames, even if part of the same Action Document)		
<input checked="" type="checkbox"/>	Single Contract 1	<foreseen individual legal commitment (or contract)>
<input type="checkbox"/>	Single Contract 2	
<input type="checkbox"/>	Single Contract 3	
	(...)	
<b>Group of contracts level</b> (i.e: i) series of programme estimates, ii) cases in which an Action Document foresees many foreseen individual legal commitments (for instance four contracts and one of them being a Technical Assistance) and two of them, a technical assistance contract and a contribution agreement, aim at the same objectives and complement each other, iii) follow up contracts that share the same log frame of the original contract)		
<input type="checkbox"/>	Group of contracts	

<sup>10</sup> For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonized 5 key terms, including 'Action' and 'Intervention' where an 'Action' is the content (or part of the content) of a Commission financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention \[to access the link an EU Login is needed\]](#).