

**FINAL PROGRAMME¹ NARRATIVE REPORT
REPORTING PERIOD: FROM FEBRUARY 2014 TO FEBRUARY 2015**

<p align="center">Programme Title & Project Number</p> <ul style="list-style-type: none"> Programme Title: Support to the consolidation of the reform of the penitentiary system and the protection of human rights of people deprived of liberty with an emphasis on adolescents, women and children. Programme Number (if applicable) <i>n/a</i> MPTF Office Project Reference Number:³ 00087087 	<p align="center">Country, Locality(s), Priority Area(s) / Strategic Results²</p> <p><i>(if applicable)</i> Country/Region Uruguay/ Latin America</p> <hr/> <p>Priority area/ strategic results: <i>Human Rights, prison reform</i></p>
<p align="center">Participating Organization(s)</p> <ul style="list-style-type: none"> Organizations that have received direct funding from the MPTF Office under this programme <p>UNDP</p>	<p align="center">Implementing Partners</p> <ul style="list-style-type: none"> National counterparts (government, private, NGOs & others) and other International Organizations OCHCHR, UN Women, UNICEF, UNODC (Associated agencies)
<p align="center">Programme/Project Cost (US\$)</p> <p>Total approved budget as per project document: MPTF /JP Contribution⁴: USD 100,000</p> <ul style="list-style-type: none"> by Agency (if applicable) <p>Agency Contribution</p> <ul style="list-style-type: none"> by Agency (if applicable) <p>Government Contribution (if applicable)</p> <p>Other Contributions (donors): (if applicable)</p> <p>TOTAL: USD 100,000</p>	<p align="center">Programme Duration</p> <p>Overall Duration (months) <i>24 months</i> Start Date⁵ (dd.mm.yyyy) <i>1st Feb. 2013</i></p> <p>Original End Date⁶ (dd.mm.yyyy) <i>1st Feb. 2015</i> Actual End date⁷ (dd.mm.yyyy) <i>1st Feb. 2015</i></p> <p>Have agency(ies) operationally closed the Programme in its(their) system? Yes No X <input type="checkbox"/></p> <p>Expected Financial Closure date⁸:</p>

¹ The term “programme” is used for programmes, joint programmes and projects.

² Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;

³ The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as “Project ID” on the project’s factsheet page on the [MPTF Office GATEWAY](#).

⁴ The MPTF/JP Contribution is the amount transferred to the Participating UN Organizations – see [MPTF Office GATEWAY](#)

⁵ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

⁶ As per approval of the original project document by the relevant decision-making body/Steering Committee.

⁷ If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see [MPTF Office Closure Guidelines](#).

⁸ Financial Closure requires the return of unspent balances and submission of the [Certified Final Financial Statement and Report](#).

Programme Assessment/Review/Mid-Term Eval.

Evaluation Completed

 Yes No Date: *dd.mm.yyyy*

Evaluation Report - Attached

 Yes No Date: *dd.mm.yyyy***Report Submitted By**

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EXECUTIVE SUMMARY



The Project developed a wide range of activities aimed to consolidate some of the improvements achieved in the prison reform process in Uruguay. Diverse institutional actors were called to participate in training instances, dialogues and workshops related to the daily management of prisons, staff training, human rights promotion, awareness raising of the new Penal Process Law, prevention of corruption in the penitentiary administration and social protection and support of children of persons deprived of liberty.

The Project also developed a social research product, related to prison conditions of women and also developed a set of recommendations on how to ensure the social capacities and

rights of children whose parents are imprisoned.

Assuming that one of the needed factors to make prison reform possible is to ensure the participation of a critical number of key institutions and related actors, the Project made it possible to have an open platform for discussions, interchanges and innovations in this field.

I. Purpose

1. The focus of this proposal is comprised by: i) the elaboration of highly qualified technical inputs; ii) diagnosis of the situation of specific segments of persons deprived of liberty (women and youth), iii) sensitization of decision makers and training modules on human rights. These actions will therefore, target directly and indirectly, the human rights of imprisoned people, developing catalytic actions to protect political, social and cultural rights of the adult population, and designing a monitoring mechanisms for children and youth under security measures of the juvenile justice system.

2. The Government has repeatedly stated that prison reform is one of its highest priorities. This is clearly reflected in the Budgetary Law (five-year expenditures), in annual budgetary amendments, in a series of administrative decisions (open calls for new personnel and professionals, infrastructure investments, management changes, *inter alia*) and in legal initiatives send to Parliament. In this sense, legal changes have been submitted to Parliament tending to create an autonomic prison administration, a specialized penitentiary agency and other transformation related to crime prevention.

3. The leading role has been assumed by the Ministry of Interior, but the very diverse nature of issues that are part of the penitentiary reality have also called for the participation of other ministries (Health, Education, Health, Labor, Social Development) and Agencies (National Board for Drugs, Inmate Patronage). It is worth mentioning that the former President of Uruguay and many Ministers, including the Minister of Interior are ex-prisoners who have been held in Uruguayan prisons and they have a strong personal as well as political commitment to improving prison conditions.

4. Although the Government is investing an increasing amount of financial resources for the needs of the prison reform in matter of infrastructure and human resources (USD 55,000,000 for the 2009-2011 period), the specific design of a new penitentiary system and its supporting pillar are still needing of technical inputs. Additionally, the Government has expressed its concern regarding corruption in the penitentiary system as a structural problem that needs to be faced with specific and targeted measures.

5. Government officials, and in particular the Ministry of Interior as leading actor of the reform, have stated that the role of the United Nations is of central importance to support the transformation, since it allows to update the national system with the best international practices.

6. From a UN perspective, it is of strategic importance to be helpful in this area, since it is directly related with the protection of human rights and has been defined as a priority by the Government and by all the political system. These issues are directly reflected in system wide documents since 2010-2011.

II. Assessment of Program Results



i) Narrative reporting on results:

The developed activities were an important step to the consolidation of many issues involved in the reform process that is being implemented in the country since 2010. Although the State has provided a significant amount of resources to this matter, strategic interventions as the ones included in the Project “Support to the consolidation of prison reform” strengthen the existence of an institutional framework capable of making changes possible. In this sense, the activities have given the State actors strategic lines on the next stages to be followed in some of the main issues involved in prison reform.

- **Outcomes:**

UNDAF 2011-2015 Outcome 4.1 The State, with broad participation of civil society, will have progressed in the design and implementation of human rights-based policies and instruments for the promotion and comprehensive protection of human rights, with special focus on most vulnerable groups.

- **Outputs:**

Output 1: Technical inputs for the design and implementation of a monitoring and rehabilitation system for adolescents who are under the juvenile justice system elaborated.

With the support of UNICEF, technical support was provided to the National Institution of Human Rights for the implementation of monitoring system for the follow up of the situation of the Juvenile Justice System. The activities included an overall diagnosis of all the centers for juveniles and the designing of a Visiting Protocol to implement in the inspection. As part of the activities, all the centers were visited and their conditions thoroughly studied. A report was released as part of the activities of the National Human Rights Institution-National Mechanism of Prevention of Torture. This document contained recommendations calling for a deep transformation of the system, opening a national discussion about a new model for treatment of children under the Juvenile Justice System.

Output 2: Analyses concerning the situation and context of women in prison, as an input for specific public policies elaborated.

A social research on the profile and background of women in prison was developed in the Metropolitan Center for Women (Unit Number 5) providing a situational diagnosis on the matter. A poll was carried out among the women. The results highlighted relevant issues for the designing of specific and protective policies for women in prison.

Output 3: Guidelines for the social work with women deprived of liberty who have children implemented.

A social research on how the visits of the families of inmates were held in the prison centers was carried out. This survey –that covered the 70% of women in prison- signaled a set of recommendations to create a new policy for the institutional relationship of the penitentiary system with the families and address the social background of the inmates. A resolution of the Ministry of Interior assumed this recommendations and created a Working Group for its implementation.



Output 4: Decision makers, political system and legislators sensitized, with technical inputs concerning the penal process code reform.

Three workshops were held with the objective of raising awareness among social actors and institutional counterparts on the importance and innovations involved in the implementation of the new Penal Process Law. Judges, prosecutors, Law enforcement agencies and politicians participated in the activities in which the new regulations were discussed.



Output 5: Penitentiary operators trained on human rights and technical inputs designed for a practical training module.

Seven workshops –five of them in penitentiary centers outside the capital city of the country- were held to support the training of penitentiary operators and security personnel. This three day courses were based on human rights and promoted the use of human rights and the UN Rules for prisons as a common basis for work.



Output 6: Actions in order to prevent and eradicate corruption in penitentiary centers designed and implemented.

A workshop with high rank administrators of the National Penitentiary System was held to clarify the diverse ways in which corruption can invade the penitentiary administration. Prevention measures, protective mechanisms and good practices were discussed, whilst the draft of an ethical code was presented during the activity.

- **Qualitative assessment:**

The activities required and intense level of interagency articulation. Coordination of meetings of the Project's Board provided relevant perspectives and inputs for the coordination and management of the activities.

The designing of the activities and its contents were also carried out through dialogue instances with civil society organizations and other counterparts. The involvement of civil society in the dialogues, the training instances and the open presentations, were also an outstanding feature of the Project.

The strategic role of the UNDP and the RCO within the UN System was enhanced, since the Project pointed out specific transformation steps and innovation for a key issue of the national agenda. A very important result of the activities, that illustrates the impact of the Project, are the decisions taken by the Ministry of Interior which took into account many of the recommendations made during the process. In particular, we should highlight the creation of a working group in the Ministry of Interior to implement a rights protection program for the children and families of inmates.

The overall results of the Project have been evaluated by many participants as a platform that should be continued and deepened with similar methodology and counterparts.

ii) Indicator Based Performance Assessment:

Using the **Program Results Framework from the Project Document / AWP**s - provide details of the achievement of indicators at both the output and outcome level in the table below. Where it has not been possible to collect data on indicators, clear explanation should be given explaining why.

	<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification
<p>Outcome 1⁹ Consolidation of prison reform Indicator: Prison reform evaluation reports Baseline: Ministry of Interior Annual Reports of Reform achievements Planned Target: Continuity and deepening of prison reform</p>	<p>Outcome achieved. The Ministry of Interior announced the continuation of prison reform and the developments of a new set of policies regarding its goals, taking into account the inputs included in this Project.</p>		<p>Ministry of Interior Third Annual Report “Los caminos de la libertad” 2014</p>
<p>Output 1 Technical inputs for the implementation of a monitoring mechanism of the Juvenile Justice System, as a part of the NPM (National Prevention Mechanism of torture) of the NHRI. Indicator: Existence of a NPM mechanism. Baseline: Non existence of monitoring mechanisms. Planned Target: NPM defined</p>	<p>Output achieved. The MNP was settled and a strategic plan designed.</p>		<p>Annual Report of the NHRI</p>

⁹ Note: Outcomes, outputs, indicators and targets should be **as outlines in the Project Document** so that you report on your **actual achievements against planned targets**. Add rows as required for Outcome 2, 3 etc.

<p>Output 2 Diagnosis of familiar and social situation of imprisoned women as an input for the design of specific public policies</p> <p>Indicator: Existence of an integral study on the socio demographic profile of women in prison from a human rights and gender perspective.</p> <p>Baseline: Academic and civil society limited reports about the social profile of women in prison.</p> <p>Planned Target: Methodological proposal designed and implemented through a national survey of women in prison.</p>	<p>Output achieved. The methodological proposal was designed with governmental and civil society participation and implemented through a recognized public opinion and social science agency.</p>		<p>Diagnosis report about the socio demographic profile of imprisoned women elaborated and disseminated among counterparts and institutional actors</p>
<p>Output 3 Guideline proposal for innovative social policies for the protection of children with imprisoned parents</p> <p>Indicator: Existence of a guideline for child protection in relation to their imprisoned parents</p> <p>Baseline: Partial civil society studies about the situation of children with imprisoned parents. Not existence of a specific guideline for protective actions.</p> <p>Planned target: Guideline with recommendations for public policies for children with imprisoned partners elaborated and distributed among penitentiary operators.</p>	<p>Output achieved. A guideline was elaborated and presented to the public with a set of recommendation for the creation of a public policy for the protection of children with imprisoned parents.</p>		<p>Public launching of the Guideline for the implementation of innovative social policies for the protection of children with imprisoned parents.</p>
<p>Output 4 Policy officials trained on the criminal process code functioning.</p>	<p>Outcome achieved. About 160 police officers and commanders trained.</p>		<p>Reporting in the Annual Project Report.</p>

<p>Indicator: Training activities developed for police officers.</p> <p>Baseline: Limited knowledge of the police officers about the implications of the criminal code reform</p> <p>Planned target: Policy officers sensitized and trained about the contents of the new criminal process code.</p>			
<p>Output 5 Training of penitentiary personnel and technical inputs provided for the designing of a human rights training model.</p> <p>Indicator: Amount of penitentiary operators trained on human rights.</p> <p>Baseline: 1.1.000 penitentiary operators were incorporated, the Penitentiary School is preparing a new curricula and training instances for them.</p> <p>Planned target: 400 penitentiary operators trained and a human rights training model designed.</p>	<p>Outcome achieved. 400 penitentiary operators trained in human rights courses.</p>		<p>Registration of training courses in the Penitentiary School.</p>
<p>Output 6 Sensitizing of penitentiary officers about corruption prevention in the penitentiary <i>mileu</i>.</p> <p>Indicator: Ethical Code elaborated.</p> <p>Base line: Penitentiary personnel does count with an Ethical Code.</p> <p>Planned target: Sensitizing activities for the preparation of an Ethical Code</p>	<p>Outcome achieved. A workshop for the defining of risk factors of corruption in the penitentiary system was held and a Draft Ethical Code was elaborated and presented to the national authorities.</p>		<p>Registration of the workshop about corruption prevention in the penitentiary <i>mileu</i>.</p>

iii) Evaluation, Best Practices and Lessons Learned



The Project Schedule was strictly implemented.

After five years in office, the Ministry of Interior underlined in its third Management Report on Prison Reform the support received from the United Nations System and, in particular, from the Project “Support for the consolidation of prison reform”.

Training instances of human rights for penitentiary operators, many of them held on prison premises, were taken by the National Penitentiary School as a good practice to be multiplied in future instances. In some cases (i.e Rivera Prison, north Uruguay, border with Brasil) the training represented the first human rights

sensitizing for the personnel, who highly appreciated the presence of the Project.

In the same sense, the Project tackled the issue of children with imprisoned parents. The innovative approach of this theme, which included a field research and an open dialogue with the authorities and civil society, positioned the matter in the public agenda: the Ministry of Interior and several NGOs are now involved in a joint effort to define specific steps to assist and protect children with imprisoned parents.



The social research developed on one of the main target groups of the Project –imprisoned women -was the technical platform for the assessment of recommendations for innovative policies.

A remarkable good practice was that while the Project developed its specific activities –training, national dialogues, social research- communication activities were held in parallel. In this sense, the contents of the Project allowed the UN System to show its involvement in human rights and its operative capacity in a very sensitive issue as justice administration and penal reform. In this sense, public communication played the

role of dissemination information and an enriching human rights perspective for prison matters so as to strengthen cultural values aimed at social integration and inclusion.

As a conclusive issue, it is quite remarkable the role of the United Nations System as a unique open instance where all social and institutional actors can discuss about very political sensitive matters: prison conditions, public human rights policies, violence prevention, community based programs, rehabilitation programs, social control institutional alternatives. From governmental and State authorities (Ministry of Interior, National Rehabilitation Institute, Judicial Power, Parliamentarian Commission of Human Rights) to independent organization and civil society (National Human Rights Institution, Parliamentarian Commissioner for Prisons, human rights NOGs) all actors agreed that the “United Nations field” was an excellent instance to share concerns, discuss ongoing matters and to draft actions and programs.

iv) A Specific Story (Optional)



As a notable result, as a closing activity of the Project, copies of the Universal Declaration of Human Rights and the UN Minimum Rules for prisons were printed and massively disseminated in all the 28 penitentiary system of the country. This action allowed to distribute one copy of each document to all the persons deprived of liberty (10.000 persons) and to all the penitentiary officials (2.500 functionaries) to promote their involvement in a human rights perspective. This activity was also a public signal for all actors involved about the importance of a human rights approach in the transformation of the penitentiary system.

In a public conference and with a media coverage that covered a massive audience, the Ministry of Interior

made public this action and underlined the importance of the Human Rights Approach as the cornerstone for the transformation of the penitentiary system.