



Co-funded by the Criminal Justice
PROGRAMME OF THE EUROPEAN UNION



MINISTERO DELLA GIUSTIZIA
Dipartimento Amministrazione Penitenziaria
Nucleo Progetti FSE



ME.D.I.C.S.



MEntally Disturbed Inmates
Care and Support

Project ME.D.I.C.S.

Mentally Disturbed Inmates Care and Support

Final evaluation

16 May 2016



External evaluator: Simona Cavaglieri

“The degree of civilization in a society
can be judged by entering its prisons.”

(Fyodor Dostoyevsky)

Lead partner	Ministry of Justice – Department of Penitentiary Administration (D.P.A.)	
Project location	Emilia Romagna, Piedmont, Sicily	
Funder	European Social Fund	
Duration	24 months + 4 months extension	
Starting date	01.02.2014	
Closing date	31.05.2016 (extension included)	
Budget	€ 239.023,00	
Funding from D.P.A.	€ 49.890,36	
European funding	€ 189.132,64	
Partner	Not profit organisation SIMSPE (Italy), D.G.S.P. (Catalonia), N.O.M.S. (UK); Ngo “Healthy City” (Croatia)	
Time period covered by the evaluation	1 February 2014 – 30 April 2016	
Name of the external evaluator	Simona	Cavaglieri

CONTENTS

Executive summary	4
1. Introduction	7
1.1 <i>Objectives and scope of the evaluation</i>	7
1.2 <i>Structure of the evaluation report</i>	7
2. Methodology	8
2.1 <i>Methodological approach</i>	8
2.2 <i>Resources deployed</i>	8
3. Context and rationale of the Project	9
3.1 <i>Field of intervention</i>	9
3.2 <i>Project background</i>	10
3.3 <i>Project description</i>	10
3.4 <i>Financial data</i>	13
4. Evaluation findings	14
4.1 <i>Relevance</i>	14
4.1.1 <i>Relevance of the intervention logic</i>	14
4.1.2 <i>Relevance of the problems</i>	14
4.1.3 <i>Relevance of the partnership</i>	15
4.1.4 <i>Italian and European institutional relevance</i>	15
4.2 <i>Effectiveness</i>	16
4.3 <i>Efficiency</i>	23
4.3.1 <i>Internal organisation and external consultants</i>	23
4.3.2 <i>Financial execution</i>	23
4.3.3 <i>Project execution</i>	25
4.4 <i>Sustainability</i>	29
4.4.1 <i>Economic sustainability</i>	29
4.4.2 <i>Changes triggered by the Project</i>	29
4.4.3 <i>Institutional sustainability</i>	29
4.4.4 <i>Operational sustainability</i>	29
Conclusions	30
Recommendations	32
List of acronyms	33
Annexes	34

Executive summary

ME.D.I.C.S. was born after a preliminary survey by the Italian Department of Penitentiary Administration (D.P.A.) on the detention conditions affecting the Italian mentally disturbed inmates. The Project was given a European funding in the framework of the European Commission Specific Program on Criminal Justice (*Call for proposals JUST/2013/JPEN/AG Action grants*).

The right to health without discrimination represents the underlying principle of the Project which addresses the need of getting an overview of Italian inmates with mental troubles in order to know both real and perceived data of mental illness in prisons as to propose a shared model of treatment and care.

ME.D.I.C.S. envisaged a wide range of activities covering two types of actions: (1) research and best practices exchanges on mental illness in prisons both in Italy and in Partner Countries; (2) training for prison personnel and vocational training for mentally disturbed inmates in three targeted Regions (Emilia Romagna, Piedmont and Sicily). National and transnational researches aimed at exploring mental troubles in prisons through the working experience of the different professionals (prison officers, health operators, teachers and volunteers) operating within correctional facilities, while the best practices exchanges with the European Countries aimed at international comparison on the management of mentally disturbed inmates as to enhance the most efficient ones.

This activities represented a scientific framework allowing the Project to enter its operational phase with the multiprofessional training for prison officers and healthcare professionals serving at the Prison of Bologna, Palermo and Tourin and with the vocational training for mentally disturbed inmates hosted in the same facilities. The project partnership involved institutional bodies and non governmental organisation in order to enhance the international cooperation for the protection of mental health in prisons: the D.P.A. as a lead Partner was supported by N.O.M.S. (UK), D.G.S.P. (Catalonia) the Ngo "Healthy City" (Croatia) and the non profit organisation SIMSPE (Italy)

ME.D.I.C.S. carried-out an organic set of activities that showed a clear and coherent correlation with the needs of the beneficiary group. Although during the implementation of the transnational research on mentally troubled inmates in Italy, UK, Catalonia and Croatia the Project experienced the withdrawal of the British Partner (National Offender Management Service, N.O.M.S.), the pattern of activities remained consistent with the original design.

Even if the Project partnership was weakened, D.P.A. managed to reorganise the activities requiring the involvement of the British Partner without affecting the original intervention strategy. The choice of penitentiary personnel and inmates with mental troubles as target groups remained also pertinent; indeed, the involvement of penitentiary staff was relevant to explore the operations of a new Protocol on care and treatment for mentally disturbed inmates developed within the Project, whereas the inclusion of inmates with mental troubles addressed the need of providing them with improved detention conditions and a better access to social reintegration.

In addition to the withdrawal of N.O.M.S, the Project faced delays in implementing the Workstream 1 and 2 devoted to national and transnational research on mentally troubled inmates in Italy, Catalonia and Croatia. The development of questionnaires to be used to collect data for the domestic and transnational researches proved to be a complex and time-consuming task which resulted in a delay of questionnaires administration. Also the data collection was delayed by the scarce diligence of the sample population in returning questionnaires duly completed. Such drawbacks prompted D.P.A. to apply for an extension to the European Commission who granted 3 further months to the Project deadline.

Despite starting difficulties, the research activities on mental disabilities in prisons have been finalised both by the Italian and European Partners pursuant to the conditions provided in the Project Proposal and within the terms mentioned in the new project timetable developed by D.P.A. shortly after the extension. The transnational comparative research on mentally disturbed inmates in Italy, Catalonia and Croatia which was expected to provide a brief analysis of the research tasks carried-out by each Partner has not yet been finalised. Such research could have been usefully inserted as a teaching material in the Training Courses for prison officers and healthcare

professionals, as to enhance the Project's international dimension; furthermore it could constitute a valuable supporting material for the Joint Document on mental troubles in prisons to be submitted to the European Parliament, which is currently being implemented.

Interestingly, when the Project had already started a new statistical survey that marked completion of the first domestic research on mentally troubled inmates was introduced. While the first research focused on the real and perceived mental illness as noted by prison officers, healthcare operators, pedagogical workers and volunteers serving at the Prisons of Bologna, Palermo and Turin, the new survey aimed to explore the numerical size and type of mental troubles by accessing the information in possession of the referral Local Health Unit (LHU). However, the confidentiality covering such information represented a difficulty in the proper implementation of the survey that has not been completed so far.

The new Protocol on treatment and care for mentally disturbed inmates was implemented on time and promptly included in the teaching materials of the Training for prison operators and healthcare professionals serving at the prisons of Bologna, Palermo and Turin.

The 3 planned Training Courses involved 26 prison officers, 4 medical doctors, 7 nurses, 3 psychiatrists, 8 professionals of the juridic-pedagogical area and 4 experts by resorting to a teaching method designed to enhance the integrated training between prison administration and healthcare administration

Some problems arose when the participants were untrusting with the development of a document proposal on treatment and care for mentally troubled inmates to be carried-out within 9 Joint Working Groups (3 for each training course). In the progress of this work a generalised lack of cooperation between healthcare staff and the prison officers clearly emerged. With the exception of Palermo working groups which showed their readiness to cooperate by completing their work on schedule, Turin working groups did not accomplish the task at all, while Parma participants managed to finalise their document proposal, albeit in a relatively slow and difficult manner.

According to the new timetable developed by D.P.A. after the 3 months extension granted by the European Commission, the Vocational Training Courses for mentally disturbed inmates should have been delivered in the period from October 2015 to March 2016 with a financial coverage ensured by *Cassa delle Ammende (Fine Cash)* as a D.P.A.'s own contribution to the Project. Despite the recognition of the strategic importance of the activity in achieving the specific objective 1 and 3, at the end of April it was still at the preparatory stage. An explanation for that delay is that according to the original intervention strategy the vocational training was not included in the set of activities directly funded by the European Commission since it was expected to be covered by a D.P.A.'s own contribution from the *Cassa delle Ammende*. Therefore it is likely that D.P.A. preferred to focus on those activities directly funded by the European grant and for which accountancy obligations are mandatory.

Given the above analysis of outputs and deliverables, the Project proved to be relatively effective: the non-completion or only partial completion of some outputs and activities precluded the full achievement of the expected results. Internal organisation and financial execution were precise and highly efficient despite some difficulties in implementation that can not be traced back to the Project Steering Committee. M.E.D.I.C.S. was able to rely both on a fairly economic sustainability and a good operational sustainability. Since training for prison officers and healthcare professionals is the only component for which a potential replication is expected, it can be funded through expenditure headings concerning staff training, while the inclusion of a "training for trainer" component into the teaching methodology is likely to encourage an interesting "spill-over" effect in other Prisons.

Summary of the evaluation

	<i>Relevance</i>	<i>Effectiveness</i>	<i>Efficiency</i>	<i>Sustainability</i>
Italian research on mentally disturbed inmates	A	A	A	---
Appendix to the Italian research on mentally disturbed inmates- A statistical survey at referral Local Health Units	A	C	C	---
British research on mentally disturbed inmates	A	not realised because of the withdrawal of the british Partner		
Catalan research on mentally disturbed inmates	A	A	A	----
Croatian research on mentally disturbed inmates	A	A	A	---
Transnational comparative research on mentally disturbed inmates	A	C	C	---
New Protocol on treatment and care for mentally disturbed inmates	A	A	A	----
Study-visit in Great Britain	A	not realised because of the withdrawal of the british Partner		
Study-visit in Catalonia	A	A	A	----
Study-visit in Croatia	A	A	A	----
Joint Document to the European Parliament on detention conditions of mentally disturbed inmates		currently under way		
Training for prison officers and healthcare professionals and (First edition -Parma)	A	A	A	B
Training for healthcare professionals and prison officers (Second edition-Palermo)	A	A	A	B
Training for healthcare professionals and prison officers (Third edition-Tourin)	A	A	A	B
Parma-Group work on the development of a document proposal on treatment and care for mentally disturbed inmates		A	C	C
Palermo-Group work on the development of a document proposal on treatment and care for mentally disturbed inmates	A	A	A	----
Tourin-Group work on the development of a document proposal on treatment and care for mentally disturbed inmates	A	D	D	----
Vocational training for mentally troubled inmates (First edition-Bologna)	A	not realised		
Vocational training for mentally troubled inmates (Second edition-Palermo)	A	not realised		
Vocational training for mentally troubled inmates (Third edition -Tourin)	A	not realised		

Key: A: very good; B: good C: difficulties; D: serious difficulties

1. Introduction

1.1 Objectives and scope of the evaluation

The Report was produced on compliance with the External Evaluation Services Agreement by and between the Department of Penitentiary Administration (Ministry of Justice) and Ms. Simona Cavaglieri (external evaluator) in relation to the European Project entitled ME.D.IC.S. (Mentally Disturbed Inmates Care and Support).

The purpose of the evaluation is assessing achieved results in accordance with the Funding Contract by the European Union and in line with the intervention logic. Furthermore implementation system as well as pertinent indicators associated with relevance, effectiveness, efficacy and sustainability were taken into examination.

Through this Project analysis the external evaluator provided observations and recommendations on the period from 1 February 2014 to 30 April 2016. The final evaluation aims at determining the extent to which objectives were achieved and at contributing to future programming, policy making and overall organizational learning.

The evaluation process undertook an analysis of progress in achieving expected results by identifying delays with respect to the approved time-frame and the reasons thereof. The compliance of Project activities with the initial forecasts were also duly assessed. In particular the following criteria were taken into account:

Relevance: Correspondence and coherence of the training activities with the needs of the target groups (1. healthcare professionals and prison officers; 2. mentally troubled inmates)

Effectiveness: (a) Project ability to deliver changes to the management of mental illness in the targeted prisons through training activities for penitentiary personnel and mentally troubled inmates (b) the ability to affect the attitudes of European Partners in managing mental troubles in prisons.

Efficiency: proper management of Project activities within time and budget constraints.

Sustainability: institutional support for the Project towards its conclusion with a particular focus on the following elements: (a) transposition on national basis of the new Protocol on treatment and care for mentally disturbed inmates developed by the Project; (b) financial coverage in order to guarantee the continuation of training activities for the prison personnel.

1.2 Structure of the evaluation report

The preparation of the report followed 2 stages: in the first one an analysis was carried-out into the available documentation and evaluation questionnaires were administered both to the teaching staff of the training for prison officers and healthcare professionals and to the researchers acting as focal point for the Italian, Catalan and Croatian researches on mentally troubled inmates. In the light of the results of this analysis, a draft report was produced and submitted to the attention of D.P.A. and the Italian Partner. During the second stage the evaluator, following the comments made by the interested parties, drafted the final report. The English version was promptly forwarded to the European Partners in order to seek their observations and contributions. The evaluation report contains: (1) executive summary, (2) introductory chapter on the intervention sector in relation to the issues to be addressed (3) methodology and deployed resources, (4) review of expected results and the compilation of evaluation findings. Finally conclusions and recommendations were inserted. The report ends with some Annexes documenting the main features of the evaluation process.

2. Methodology

2.1 Methodological approach

In order both to review the structure of ME.D.I.C.S. and identify any progress towards achieving the expected results, the Project proposal, budget and timetable were thoroughly considered. Modifications to the budget and changes in the Project activities were carefully reconstructed. The mission Reports drawn-up by the D.P.A. in the context of study-visits to Catalonia and Croatia as well as the researches on mentally troubled inmates by the Italian, Catalan and Croatian Partners were also reviewed. Concerning the training component, the evaluator examined the teaching program aimed at prison officers and healthcare professionals and reviewed the results of the training evaluation questionnaires administered to the participants by the Institute for Prison Studies (IPS) and the Reports issued by the tutors and facilitators attending all the training courses.

For the purpose of identifying shortcomings during the Project implementation, some on-line questionnaires were used; at the end of each training course a questionnaire was administered to the teaching staff in order to set-out the features of all individual course while meeting changes in relation to the previous one. From the second training course the questionnaires were enhanced by a new series of questions aimed at tracking changes compared to the first training course.

On-line questionnaires were also delivered to researchers involved in the compilation of the Italian, Catalan and Croatian research; they were asked to supply information on organisational elements, clarify problems faced and provide information on any relevant dissemination activities put in place. It was finally decided not to distribute on-line questionnaires to training participants with a view of preventing their double compilation of questionnaires delivered by both the external evaluator and the IPS.

2.2 Resources deployed

In accordance with the conditions of the External Consultancy Agreement, the evaluation process was carried-out by a single consultant who arranged and organised the various stages of the evaluation service.

3. Context and rationale of the Project

3.1 Field of intervention

ME.D.I.C.S. Project fits into the process of overcoming Judicial Psychiatric Hospitals (J.P.H.) determined by the Decree Law 31 March 2014, n.52. Under this process initiated by the Decree of the President of the Council of Ministers 1 April 2008, three different stages can be identified: a first stage with the downsizing of the still operating facilities¹, the second stage coinciding with the regrouping of the Italian Regions into large catchments areas each of which referred to the nearest J.P.H.; finally the third (and last) stage consisted in the taking in charge by local psychiatric services of those patients coming from their authority areas. Although the planned path was left largely incomplete, in 2011 the Legislator imposed in 1 February 2013 the time limit for the J.P.H. overcoming process started with the Annex C (art. 3 ter) of the Law Decree 22 December 2011, n.211² Since the deadline indicated by the Legislator appeared too close, other 2 expiry dates were set-up: 1 April 2015 and 31 March 2015³.

The process of overcoming J.P.H. was under the management of an appropriate coordinating Body⁴ which clearly identified 2 critical issues regarding the divestiture of such facilities: firstly the discharge of interned dischargeable individuals and their referral to the Local Mental Health Departments located in the Region where the patients live; secondly the shelter and assistance into dedicated structures (Residences for the carrying-out the security measures) of those interned who are not dischargeable. In this regard the quarterly Reports to the Parliament produced in compliance with Art.1 of the Law Decree 31 March 2014, n.52⁵ provide a useful overview on the programs put in place by the Italian Regions in order to address such issues.

Mental conditions of inmates are currently assessed within a special service devoted to new detainees as introduced by a D.P.A. Memorandum.⁶ When a detainee first enters the prison an expert assess his/her level of risk of committing self-harm behaviors or being subjected to violence and harassment by other inmates; following the examination the expert provides directions for the prisoner placement. In 2000 the D.P.A.'s Memorandum presented the Guidelines on enhancing the system for preventing suicides as to put in place an effective treatment and care by both prison officers and the healthcare professionals. According to the Memorandum, no later than 36 hours after a new detainee enter the prison, interventions from psychologists and all needed specialists should be ensured, with a particular focus on a psychiatric advice. Following the transition of prison healthcare system to the National Health Service in 2008, the Guidelines to prevent suicide and self-harm behaviors did not included further prevention tools; it only provided that new inmates undergo examinations detecting their health and mental conditions at different times and "for appropriate observation periods".

3.2. Project background

ME.D.I.C.S. came about after a preliminary survey by the Department of Penitentiary Administration (D.P.A.) on detention conditions affecting Italian mentally disturbed inmates. The Project was financed by a European grant in the framework of the European Commission Specific Program on Criminal Justice (*Call for proposals JUST/2013/JPEN/AG Action grants*) aimed at fostering judicial cooperation among Member States in different policy areas, such as supporting victims of crime, procedural rights for suspected and accused persons, European Judicial training of

1 (i) Aversa, (ii) Barcellona Pozzo di Gotto; (iii) Castiglione delle Stiviere; (iv) Montelupo Fiorentino; (v) Naples; (vi) Reggio Emilia

2 Decree converted with modifications by the Law 17 February 2012, n. 9

3 Art.1 of the Law-Decree 25 March 2013, n. 24, converted with modifications by the Law 23 May 2013, n. 57, containing "Urgent health provisions"

4 Law 30 May 2014, n. 81

5 Decree converted with modifications by the Law 30 May 2014, n. 81

6 D.P.A.'s Memorandum 3233/5683

European legal practitioners, networking and exchanging best practice among practitioners, improving conditions relating to detention and e-Justice.

ME.D.I.C.S. focused on mental health in prisons, by acting in support of improved detention conditions. The right to health without discrimination represented the underlying principle of the Project which addressed the need of getting an overview of Italian inmates with mental troubles in order to know both real and perceived data of mental illness within prisons as to propose a shared model of treatment and care.

The lack of that model sometimes frustrated a coordinated action between different professionals so delivering poorly coordinated and, therefore, ineffective interventions. ME.D.I.C.S. contribute to remedy the situation by putting in place an intervention strategy that worked both at domestic and European level through different project components; research activity and best practices exchange were accompanied by more operative actions such as training for prison officers and healthcare professionals employed in 3 Italian prisons and vocational training for mentally disturbed inmates hosted in the same facilities.

3.3 Project description

The project coordinated by D.P.A. aimed at improving the knowledge on type of mental troubles characterizing the Italian and Partner Countries' prisons and their rates of spread. For the implementation of the activities ME.D.I.C.S., was supported by an international partnership which included members from Italy, Catalonia, Croatia and UK.

The partnership

Leading organisation	Department for Penitentiary Administration (D.P.A. - Italy)
European partners	Direccio' General de Serveis Penitenciaris – Directorate General for Penitentiary Administration (D.G.S.P. - Catalonia)
	National Offender Management Service (N.O.M.S. - UK)
	European Penitentiary Training Academies (EPTA)
Italian partner	Ngo “Health City” (Croatia)
	Società Italiana di Medicina e Sanità Penitenziaria – Italian Society of Medicine and Prison Health (SIMSPE-Italy)

The Project began with a domestic research targeting the detention conditions of mentally disturbed inmates in Italy. To this end 7 types of different questionnaires were developed, tailored to the various professionals taking part in the research (prison directors, educators, prison officers, medical doctors, nurses, teachers and volunteers) and employed at the 3 prisons located in 3 targeted Italian Regions (Emilia Romagna, Piedmont and Sicily). In order to start a confrontation with the European Partners they were asked to produce a their own research on mentally disturbed inmates by using the Italian questionnaires duly translated in English. The researches by Italian, British, Catalan and Croatian partners would have to be followed by a comparative analysis document of the 4 partner's deliverables; this analysis was expected to create a knowledge platform on mentally disturbed inmates in different international contexts in order to collect proposals for improving the management of mental illness in prisons both in Italy and in Partner Countries.

The start of the transnational research coincided with the withdrawal of the British Partner (N.O.M.S.); by way of justification N.O.M.S. referred to the scarce interest in participating in further research activities exploring mental illness in prisons since similar surveys had already been implemented at national level. Henceforth N.O.M.S. contributes to the Project by making available relevant material and documentation on the management of mentally disturbed inmates in UK.

The Italian research concluded in August 2015, while the Croatian and Catalan Partners proceeded in compiling their own researches which were finalised in January 2016. After the conclusion of the Italian research on mentally disturbed inmates, the Project started the study-visits that originally

should have been realised in Italy, Catalonia and UK. While the study-visits to Italy and Catalonia took place as scheduled in September 2014 and in October 2015 respectively, the withdrawal of N.O.M.S. led to the replacement of the study-visit to UK with a new one to Croatia (29 February-3 March 2016). The study-visit to Catalonia produced relevant findings which, in addition to the Italian research and the draft of the new Protocol, formed part of the teaching material for the training component addressed to the healthcare professionals and prison officers. The three training courses delivered by ME.D.I.C.S. were organised in such a way as to enhance a multi-professional involvement in the management of mental troubled inmates by fostering cooperation between prison administration and health administration. The first course was hosted at the Parma School of Penitentiary Police and the other two, originally to be realised at the regional Schools of Penitentiary Police in the city of Cairo Montenotte and Catania, because of logistic problems were hosted within the Palermo and Tourin's prison premises. The training was attended by different professionals such as prison officers, doctors, nurses, psychiatrists, mental health experts, legal and pedagogical professionals.

Each training was held during 2 days with an overall duration of 16 hours; the teaching method included a combination of lecturers and group works aimed at simulating situations from the prison day-to-day working routine. A distance group work was also included; the participants for each training course were been asked to develop a document proposal on treatment and care for mentally troubled inmates; such proposal required 16 working hours during which participants met 4 times in order to perform the untrusted task. All the proposals laid down will be presented and discussed during the final conference to be held in Rome at the end of the Project (24-25 May 2016). In the teaching program a special module for potential trainers was also included with a one-day seminar prior to the final conference in order to treat more deeply skills and competences to be developed, such as teaching techniques and training programming. Alongside the training for prison officers and health professionals, from October 2015 to March 2016 a vocational training for mentally disturbed inmates should have been made, but it is still at preparatory stage.

Training for healthcare professionals and prison officers

Professional profile	Location of the training			Totale
	Parma	Palermo	Torino	
Prison officers	9	6	11	26
Medics	2	1	3	6
Nurses	2	3	2	7
Psychiatrists		1		1
Legal and pedagogical professionals	1	5	2	8
Mental health experts		1	3	4
Total	14	17	21	52

Prisons involved in the transnational research

Italy	1. Prison "Dozza" (Bologna)
	2. Prison "Lorusso-Cotugno" (Tourin)
	3. Prison "Pagliarelli" (Palermo)
Croatia	1. Penitentiary of Glina
	2. Prison of Split
	3. Prison of Sibenik
	4. Prison of Zadar
	5. Prison of Zagreb

Catalonia	1. Brians Homes (Barcelona)
	2. Brians Women (Barcelona)
	3. Youth Prison Centre (Barcelona)
UK	Withdrawn from the Project without participating in the research activity

3.4 Financial data

<i>Costs</i>	<i>Original budget</i>	<i>Approved budget</i>	<i>Modified budget</i>
Direct costs-Staff A:	€ 227.530,00	€ 56.000,00	€ 67.180,00
Direct costs-Travel B:	€ 30.550,00	€ 89.353,00	€ 89.343,00
Direct costs-Equipment C:	€ 4.000,00	-----	-----
Direct costs-Disposable D:	€ 8.000,00	-----	-----
Other direct costs E:	€ 47.668,00	€ 81.200,00	€ 70.000,00
Total direct costs (A+B+C+D+E):	€ 317.748,00	€ 226.553,00	€ 226.523,00
Indirect costs F:	€ 10.500,00	€ 12.500,00	€ 12.500,00
Total direct costs	€ 328.248,00	€ 239.053,00	€ 239.023,00
Other income (own contribution)	€ 68.500,00	€ 49.890,36	€ 49.890,36
EU contribution	€ 259.748,00	€ 189.132,64	€ 189.132,64
Percentage	79,13%	79,13%	79,13%

4. Evaluation findings

4.1 Relevance

4.1.1 Relevance of the intervention logic

A review of the relevant project documentation showed an intervention logic broken down into 4 workstreams and aimed at achieving 3 specific objectives and 7 expected results respectively. The origin of the Project is clear and so is the needs assessment leading to the project formulation; however, the intervention logic is effected by some uncertainties: specific objectives, project workstreams, expected results and activities often overlap. Despite such uncertainties the Project realised an organic set of activities that are found to be clearly and coherently correlated with the target group needs. The type of activities involved remains true to the original rationale, despite during the Workstream 1 devoted to the transnational research on detention conditions of mentally troubled inmates in Catalonia, Croatia and UK, the British Partner (N.O.M.S.) withdrew from the Project.

Although that withdrawal was not due to the Project Steering Committee but to internal choices by N.O.M.S' top management, the partnership was partially undermined. The departure of the project Partner also reduced the original relevance of the transnational research, while the best practices exchange which should have benefited from a study-visit to UK was re-organised by including an unplanned study-visit to Croatia. The consequences with respect to the departure of the British Partner were promptly dealt with by the D.P.A. which only reshaped those activities originally involving N.O.M.S. but leaving the intervention strategy untouched. The planned training for prison officers and healthcare professionals as well as the researches on mentally disturbed inmates issued by the Italian and European Partners were realised as scheduled, in line with the original intervention logic. The choice of beneficiaries remains pertinent as well: the involvement of penitentiary personnel is significantly relevant to explore the applicability of the new Protocol on the treatment and care for mentally troubled inmates developed within the Project, while the participation of detainees with mental illness is absolutely pertinent to better detention conditions pursued by the Project.

4.1.2. Relevance of the problems

ME.D.I.C.S. proved to be also significant in relation to the issues to which the Project has been designed. The lack of a unique and shared Protocol was addressed by delivering different project components each of which contributed to solve the identified issues. In particular, the domestic research provided an overview on mental troubles in the Italian prisons, whereas the transnational research had the task of collecting the documentation and information from the Project's Partners in order to allow a comparison between the different practices adopted by them in managing mentally troubled inmates. Lastly the best practices exchange through the study-visits further enhanced ME.D.I.C.S'. knowledge platform by bringing the Project into its operational phase consisting of the training for prison officers and healthcare professional. Such training path is pertinent to the need to develop a Protocol on treatment and care for mentally troubled inmates which is not only updated but also shared between relevant stakeholders. The Project is therefore relevant to the identified issue since it realised a new Protocol and at the same time identified training paths as an immediate channel to assess their applicability.

4.1.3. Relevance of the partnership

The partnership originally responded to the need to set-up a working group which was able to share competences and develop a new Model of treatment and care for mentally troubled inmates that can be applied in Italy and eventually exported in Partners Countries. Partnership proved to be successful in creating a knowledge platform on mental trouble within different European detention contexts. However the withdrawal of the British Partner reduced the European relevance of the partnership by depriving the Project of an important institutional counterpart and restricted the scope of the transnational research as well. The capacity of triggering cooperation between governmental institutions (D.P.A e D.G.S.P.) and civil society (SIMSPE and the Ngo “Healthy City”), as favoured by the Call for Proposals, remained intact instead. The role played by EPTA resulted to be modest as it was not directly involved in the Project activities but only contributed by sharing its consolidated training modules on the management of mentally disturbed inmates.

4.1.4 Italian and European institutional relevance

The Project fits into the process of overcoming the J.P.H. and -more broadly- has its origins in the complex debate on the protection of mental health in prisons. The presence of D.P.A. as lead partner gave institutional prominence to the Project by enhancing its commitment in promoting a better understanding of the dynamics characterising mental illness in prisons through training paths addressed to the prison personnel. M.E.D.I.C.S. appeared to be relevant to the purpose of rebuilding a prison mental health service which is less focused on emergencies and more responsive to the integration with the rest of national territory. The involvement of D.G.S.P. and the Ngo “Healthy City” provided the Project with an institutional relevance both at centralised and decentralised level, while training courses for healthcare and prison operators were enriched by the contribution of EPTA during the Workstream 4 devoted to training. Furthermore the involvement of prison officers in the Italian, Catalan and Croatian researches underlined their role in identifying mental illness within prisons and managing it through new ways. Prison officers have been considered as a “change agent” in line with the European Prison Rules⁷ that in the section dedicated to personnel pointed-out that “prison personnel should be encouraged through training, consultative procedures and a positive management style to aspire to human standards, higher efficiency and a committed approach to their work”.

7 Recommendation Rec.(2006)2 of the Committee of Ministers to member states on the European Prison Rules¹ (Adopted by the Committee of Ministers on 11 January 2006 at the 952nd meeting of the Ministers Deputies)

4.2 Effectiveness

The effectiveness assessment was structured on the basis of the expected results each of which was referred to one of the 4 project workstreams. As pointed out above, there are uncertainties with regard to the specific objectives, expected results and activities. Since such elements often overlap it was not simple to track the results chain that links project activities with intended outputs and deliverables. With the exception of Result 1, which is not referring to any of the project workstreams, Result 2 was partially achieved, while the Results 3, 4, 5 and 6 were accomplished in terms of activities. The Result 7 was not attained since the vocational training for mentally disturbed inmates must still take place. The following are the findings of the evaluation referring to the 4 Project workstreams.

Workstream 1: Mentally troubled inmates management in some EU jurisdictions and in Croatia prisons

During this first workstream the project activities were slowed down by the departure of the British Partner (N.O.M.S.). Such unexpected development forced D.P.A. to re-organise the activities involving N.O.M.S., while the following outputs and deliverables linked to its participation remained unrealised:

- study-visit to UK has been deleted and replaced by an unplanned visit to Croatia (output)
- British research on mentally disturbed inmates was not been realised (deliverable)

The Catalan and Croatian researches on mentally troubled inmates were successfully fulfilled by the European Partners despite some problems characterising the early stage of the work: in particular the Croatian researchers suffered difficulties in accessing the prisons involved in the survey while the Catalan research team experienced a certain mistrust among prison officers who considered the questionnaire to be a tool to assess their work. However the presentation of Catalan and the Croatian researches was not followed by a comparative analysis on the management of mentally troubled inmates in Italy and in partner Countries by the Italian Partner SIMSPE. Finally, the planned Joint Document to the European Parliament to urge it to adopt recommendations on mental illness in prisons is still being implemented.

<i>Expected outputs and deliverables</i>	<i>Finalised outputs and deliverables</i>	<i>% finalisation</i>
Collection of documentation	Collection of documentation	100%
Catalonia: 1 research	Catalonia: 1 research	66,6%
Croatia: 1 research	Croatia: 1 research	
UK: 1 research	UK: research non realised	
Transnational comparative research	Not still realised	0
Joint European Report to the European Parliament	On going	50%
2 study-visits	2 study-visits	100%
% finalisation		63,3%

Workstream 2: Domestic research on mentally troubled inmates

The workstream was successfully carried-out, in line with the new time-line. The domestic research methodology aimed at identifying both the real and perceived mental illness took some time in the development of questionnaires which were able to capture such nuances Furthermore the surveyed population within the 3 target prisons delayed in hand-over the questionnaires. A statistical survey on mentally troubled inmates in the Local Health Units (LHU) which was included in the activities after the Project has begun, was hampered by the difficult access to sensitive data in possession of LHU because of the applicable privacy Law. At the moment the survey is still on-going.

<i>Expected output and deliverables</i>	<i>Finalised outputs and deliverables</i>	<i>% finalisation</i>
7 questionnaires	7 questionnaires	100%
460 questionnaires administered	460 questionnaires administered	100%
1 domestic research	1 domestic research	100%
1 statistical survey at LHU	On going	50%
% total of finalisation		87,5%

Workstream 3: Establishment of a treatment and care model for mentally troubled inmates

The activities of this workstream achieved the expected results: the Italian non profit organisation SIMSPE developed a new Model on treatment and care for mentally troubled inmates so contributing to the accomplishment of the Specific objective 2; in order to better treat the mental illness in prisons SIMSPE produced new guidelines defining competences and collaborations between healthcare professionals and prison officers.

<i>Expected outputs and deliverables</i>	<i>Finalised outputs and deliverables</i>	<i>% finalisation</i>
1 protocol on treatment and care for mentally troubled inmates	1 protocol on treatment and care for mentally troubled inmates	100%
% finalisation		100%

Workstream 4: Regional training courses for healthcare and penitentiary professionals in charge of dealing with mentally troubled inmates. Vocational training courses for mentally troubled inmates.

This workstream represented a teaching framework under which mutual trust and cooperation between health professionals and prisons officers were developed. The training for prison and healthcare operators foresaw 3 different editions that were held in Parma, Palermo and Tourin. Courses meet a generalised satisfaction from participants while the teaching staff made a favourable assessment of the training experience. Teaching activities have been successfully concluded according to the expected results; training courses were the occasion for presenting the new Protocol on treatment and care for mentally disturbed inmates to participants as to explore their applicability. Participants were also asked to develop a their own proposal on treatment for mentally troubled inmates by identifying changes and modification of the protocol drafted by SIMSPE. Such task to be accomplished by distance working modalities involved the organisation of 4 weekly meetings which were carried-out with the assistance of the project scientific personnel.

During the implementation of the task some difficulties occurred; some working groups found it difficult to organise the 4 planned meetings, while others showed a little inclination to work together. This is the case of Tourin working groups which did not delivered any document proposal because of the lack of cooperation between health professionals and prison officers. Some difficulties occurred also in Parma where training participants, however, managed to produce a proposal on the mental health assessment process for incoming detainees in the prison of Bologna. Palermo working groups instead, showed their readiness to cooperate and did not face difficulties to meet.

The vocational training scheduled from October 2015 to march 2016 has not been realised. Despite D.P.A. has long contacted the prisons of Bologna, Palermo and Tourin in order to explore possibilities to support a job placement for 30 mentally disturbed inmates, only between the end of April and the beginning of May three detailed proposals arrived at the Project Steering Committee. An explanation for that delay is that according to the original intervention strategy the vocational training was not included in the set of activities directly funded by the European Commission since it was expected to be covered by a D.P.A.'s own contribution from the *Cassa delle Ammende*. Therefore is likely that D.P.A. preferred to focus on those activities directly funded by the European

grant and for which accountancy obligations are mandatory.

Despite the absence of shortcomings regarding accounting obligations towards the European Commission, a strategic activity in the achievement of the project specific objectives was left incomplete.

<i>Expected outputs and deliverables</i>	<i>Finalised outputs and deliverables</i>	<i>% finalisation</i>
1 training for prison officers and healthcare professionals (Parma)	1 training for healthcare and prison operators (Parma)	100%
1 training for prison officers and healthcare professionals (Palermo)	1 training for healthcare and prison operators (Palermo)	100%
1 training for prison officers and healthcare professionals (Tourin)	1 training for healthcare and prison operators (Torino)	100%
First Edition-Parma: 1 proposal document on treatment and care for mentally troubled inmates	First Edition -Parma: document drafted and delivered	100%
Second Edition-Palermo: 1 proposal document on treatment and care for mentally troubled inmates	Second Edition-Palermo: document drafted and delivered	100%
Third Edition-Tourin: 1 proposal document on treatment and care for mentally troubled inmates	Third Edition-Tourin: document not realised	0
1 vocational training for mentally disturbed inmates (Bologna)	Not implemented	0
1 vocational training for mentally disturbed inmates (Palermo)	Not implemented	0
1 vocational training for mentally disturbed inmates (Tourin)	Not implemented	0
% finalisation		55,5%

Workstream-based effectiveness

Workstream 1	63,3%
Workstream 2	87,5%
Workstream 3	100%
Workstream 4	55,5%
% finalisation	76,6%

Specific objective 1: improving detention conditions of those inmates suffering from a mental disorder, while elaborating a reception, care and treatment pilot pattern to be implemented in penal institutions, also aiming at their social and job resettlement during and after detention period.

Specific objective 2: improvement and the enhancing of mutual trust between prison staff and healthcare professionals in the reception, care and treatment of mentally disordered inmates following provisions envisaged in a joint pilot operational pattern, between the Ministry of Justice and the Healthcare System.

Specific objective 3: job resettlement pathways for inmates with mental disorders, while encouraging local associations and social co-operatives, already working inside the Italian prison context, in upholding the applicant in the project objectives and implementation.

Result 1 Improvement of the detention conditions of inmates suffering from mental disorders, from the point of view of interpersonal relationships with the staff, of the healthcare treatment program, of their possibilities of job resettlement and coming back to the free society at the end of their sentence		
---	--	--

The Result 1 represents an aggregate of the Specific objectives 1 and 2; moreover its content is the same of the Result 4, Result 5 and Result 7. Therefore Result 1 cannot refer to any project workstream and to any activities, outputs and deliverables. It is a question of “macro-objective” that cannot be reliably measured and not qualitatively assessable.

Result 2 Creating a transferable pilot pattern of intervention for the reception, care and treatment of inmates with mental disorders which could be transferred, adapted and applied in other EU Countries and in the candidate country	WORKSTREAM 1 Mentally troubled inmates management in some EU jurisdictions and in Croatia prisons	Activities: (1) data collection, (2) gathering information and documentation Outputs: (a) first study-visit (Catalonia); (b) second study-visit (UK)
	WORKSTRAEM 3 Establishment of a treatment and care model for mentally troubled inmates	Deliverables: (i) questionnaires; (ii) replies to the questionnaires; (iii) transnational comparative research; (iv) Joint Report to the European Parliament

According to the logic of the Project, Result 2 refers to Workstream 1 which is dedicated to the transnational research. It is interesting to note the overlap between Result 2, Workstream 3 and the activity under the Result 5: all three elements focus on the development of a Model of treatment and care for mentally troubled inmates. Therefore, Result 2 has been assessed under the activities, outputs and deliverables related to it. In particular:

- data gathering as well as the collection of relevant documentation on the management of mental illness in prisons in the Partner Countries (Catalonia and Croatia) started in the first six-month period of 2015 and concluded in January 2016. The Catalan and Croatian Partners were requested to compile a their own statistical research on mental troubles in prisons by resorting to the same questionnaires previously used by the Italian Partner when preparing the domestic research on mentally disturbed inmates. A single standardised survey tool was expected to ensure a uniform interpretation when analysing and comparing data. In this stage the withdrawal of the British Partner was observed and henceforth its involvement limited to provide relevant documentation on the management of mental illness in UK prisons. The Catalan and Croatian Partners carried-out their research which should have been used as supporting documentation to draft of a comparative study on the management of mentally disturbed inmates in Italy, Catalonia and Croatia.
- the study-visit to Catalonia took place as planned (October 2015)
- the study-visit to the UK was cancelled and replaced by a new visit to Croatia
- the above mentioned comparative transnational study on the practices adopted by Italy and Partner Countries on mental illness in prisons has not yet been realised
- The Joint Document to the European Parliament on mental illness in prisons has yet to be concluded

At the moment the following deliverables have been finalised: (1) a collection of documentation on the management of mental illness in the Partner countries; (2) 2 researches developed by the Catalan and Croatian Partners

Commento [1]: OBJECTIVE 2

... [1]

Commento [2]: OBJECTIVE 3 –
Coincide con il miglioramento delle condizioni penitenziarie dei detenuti con disagio mentale dell'obiettivo 1; potrebbe essere un RISULTATO

... [2]

<p>Result 3 Knowing the exact dimension of the number of inmates with mental disorders in three targeted Italian Regions (Emilia Romagna, Piedmont and Sicily)</p> <p>Result 4 Rationalisation and optimization of the psycho-pharmacological and psychological clinic treatments targeting different typologies of diagnosis, of the evolution of requests and the specificity of needs</p>	<p>WORKSTREAM 2 – Domestic research on mentally troubled inmates</p>	<p>Activities: (1) statistical and scientific inquiry to collect data about the number of prisoners with mental problems and about the nature of said problems. (2) identification of existing specific approaches/models/protocols of care and treatment either by the healthcare service or by the prison service for that category of offenders. (3) assessment of the transferability of one or more of said existing approaches/models/protocols</p> <p>Outputs: (a) knowledge about number of inmates with mental troubles; (b) knowledge about what kind of mental troubles affect inmates; (c) identification of successful approaches to mental care in some Italian prisons; (d) assessment of transferability of said positive approaches</p> <p>Deliverables: (i) statistical report ; (ii) scientific report; (iii) descriptive Report; (iv) assessment Report; (v) statistical survey on mentally troubled inmates carried-out at the Local Health Units⁸</p>
--	---	---

Both Results were attributed to the Workstream 2 dealing with the domestic research on mentally disturbed inmates. Despite an overlap between activities and outputs is still found, Result 3 and Result 4 have been partially achieved. Albeit with some delay partially made-up by a 3 months extension granted by the European Commission, activities were carried-out according to the Project Document while outputs and deliverables, excluding the statistical survey at the Local Health Units, were completed as well. The domestic research methodology was oriented in order to highlight both real and the perceived data on mental troubles in prisons. A research sample consisted of 460 individuals distributed in three target prisons (Prison “Pagliarelli”, Palermo; Prison “Dozza”, Bologna; “Lorusso-Cotugno”, Turin). The respondents were 368 of which 235 were prison officers, 34 were employed in the Italian Ministry of Justice, and 99 employed at the Italian National Health System. The domestic research was finalised at the end of August 2015 and according to an evaluation questionnaire administered to researchers, the main shortcomings that arose during the compilation work concerned the delay in returning the questionnaires from the sample. Other difficulties regarded:

- insufficient information both on questionnaires and on ME.D.I.C.S. goals
- scarce participation from the sample population

The Project coordination groups who were present within all 3 target prisons fulfilled the following duties: (a) administer and gather questionnaires, (b) provide information on research goals; (c) provide information on ME.D.I.C.S. goals. ME.D.I.C.S. staff not able to rely on dedicated workstations where could be readily found, while there is no information to suggest that they were contactable in stated days and hours. Despite such issues, with an answering percentage of 80%, the domestic research provided useful remarks on mental illness in prisons with its actual figure (Result 3); and identified intervention strategies useful to improve the psycho-pharmacological and psychological clinic treatments targeting different typologies of diagnosis (Result 4). Three months after starting activities, a new statistical survey which would be expected to enhance the already planned domestic research was inserted. Since the survey should have been done at the reference Local Health Units (LHU) in the Bologna, Palermo and Turin Prisons, it faced severe difficulties in gaining access to LHU databases because of the applicable law on privacy protecting detainees personal data. These difficulties have not yet been overcome and the survey is stalled at present.

8 The statistical survey on mentally disturbed inmates to be carried-out at the LHU was not included in the Project Document as it has been added to the planned activities when the Project has already been started

<p>Result 5 Strengthening the necessary relationship of mutual trust between the healthcare service in prison and penitentiary workers of each rank;</p>	<p>WORKSTREAM 3 Establishment of a treatment and care model for mentally troubled inmates</p>	<p>Activities: (1) draft of a model of treatment and care for mentally troubled inmates; (2) new Protocols between Healthcare Services and Penitentiary Administration; (3) establishment and/or strengthening networks in the community; (4) job placement of some mentally troubled prisoners Outputs: (a) draft of a model of treatment and care for mentally troubled inmates; (b) new Protocols between Healthcare Service and Prison Management; (c) establishing and/or strengthening networks; (d) job placement of some mentally troubled prisoners Deliverables: (i) Joint circular letter of guidance; (ii) Protocols/Agreements</p>
<p>The identity between Workstream and activity (1) has been found; moreover there is a full correspondence between Activities and Outputs. Finally Activity (4) is the same as Result 7 and Workstream 4. In this case the evaluation focused on outputs and deliverables; after the Italian partner SIMSPE concluded the domestic research, developed a new protocol on treatment and care for mentally disturbed inmates which advocated possible collaborations between healthcare professionals and prison officers.</p>		
<p>Result 6 Enrichment of the training education of the staff</p>	<p>WORKSTREAM 4 Regional training courses for healthcare and penitentiary professionals in charge of dealing with mentally troubled inmates. Vocational training courses for mentally troubled inmates.</p>	<p>Activities: (1) identification of training needs of penitentiary and healthcare workers-during Workstream 2; (2) planning of the training course of penitentiary and healthcare workers; (3) delivering the training course to penitentiary and healthcare workers; Outputs: (i) teaching modules; (ii) 3 training courses Deliverables: (a) learning modules; (b) learning materials</p>
<p>Result 7 Experimentation of the possibilities of job resettlement of some inmates with mental disorder at the end of the rehabilitation process also providing vocational training courses</p>		<p>Activities: (1) vocational training courses for 30 mentally troubled prisoners in three Italian Regions Outputs: 3 vocational training courses for 30 mentally disturbed inmates Deliverable: learning modules</p>

The training courses organised in cooperation with the Institute for Prison Studies (IPS) were held in Parma, Palermo and Tourin while involving prison staff employed in the prison of Bologna, Palermo and Tourin. After the conclusion of the first training, D.P.A. and SIMSPE reshaped the teaching modules in order to better address participant needs according to key-demands emerged during the lectures. An evaluation questionnaires administered to the teaching staff by the external evaluator showed that modifications on subjects and a different distribution of hours taught were introduced.

These are the most striking general conclusions that are to be drawn from the evaluation questionnaires regarding to each training course:

- *First Edition (Parma, 2-3 December 2015)*

- Participants' attention: good
- Level of understanding by participants of issues taught: good
- Level of participation: good
- Quality of group works: satisfactory
- Distance group works on the development of a document proposal on treatment and care for mentally disturbed inmates: finalised and delivered
- Training organisation in the opinion of the teaching staff: satisfactory but open to improvements
- Participants' interest towards management methodologies of mentally troubled inmates in Partner Countries: high
- References by the teaching staff to Partners' best practices for managing mental health in prisons: not frequent

- *Second Edition (Palermo, 27-28 January 2016)*

- Participants' attention: very good
- Level of understanding by participants of issues taught: good
- Level of participation: very good
- Quality of group works: very good
- Distance group works on the development of a document proposal on treatment and care for mentally disturbed inmates: finalised and delivered
- Training organisation in the opinion of the teaching staff: satisfactory but open to improvement
- Participants' interest towards management methodologies of mentally troubled inmates in Partner Countries: high
- References by the teaching staff to Partners' best practices for managing mental health in prisons: not frequent

- *Third Edition (Tourin, 9-10 February 2016)*

- Participants' attention: good
- Level of understanding by participants of issues taught: quite good
- Level of participation: good
- Quality of group works: satisfactory
- Distance group works on the development of a document proposal on treatment and care for mentally disturbed inmates: not realised
- Training organisation in the opinion of the teaching staff: satisfactory but open to improvement
- Participants' interest towards management methodologies of mentally troubled inmates in Partners' Countries: high
- References by the teaching staff to partner best practices for managing mental health in prisons: rather frequent

In order to review training's strengths and weaknesses, the following is the summary of the questionnaires distributed to participants by the Institute of Prison Studies (IPS) at the end of each training:

- *First Edition (Parma, 2-3 December 2015)*

Strengths: (1) cooperation between different professionals, (2) inclusion of role plays and simulations in the teaching process; (3) practical approach; (4) useful concepts to improve other prisons

Weaknesses: (1) poor knowledge of research methodology techniques and research findings only partially presented; (2) insufficient time for the Participants to discuss each other; (3) lack of information on the importance of presenting the Projects at European level; (4) low representativity of the sample

- *Second Edition (Palermo, 27-28 January 2016)*

Strengths: (1) skilled teachers; (2) interaction between teachers and learners; (3) areas of discussion on the management of mentally troubled inmates; (4) teachers with technical skills; (5) group works; (6) exchanges between different professionals

Weaknesses: (1) insufficient time; (2) absence of Social Services Officials; (3) inadequate technical support.

- *Third Edition (Tourin, 9-10 February 2016)*

Strengths: (1) exchanges between different professionals; (2) dialogue and cooperation between different professionals; (3) new competences and skills; (4) interaction between different professionals working in the prison environment; (5) pointing-out difficulties between Ministry of Justice and Ministry of Health

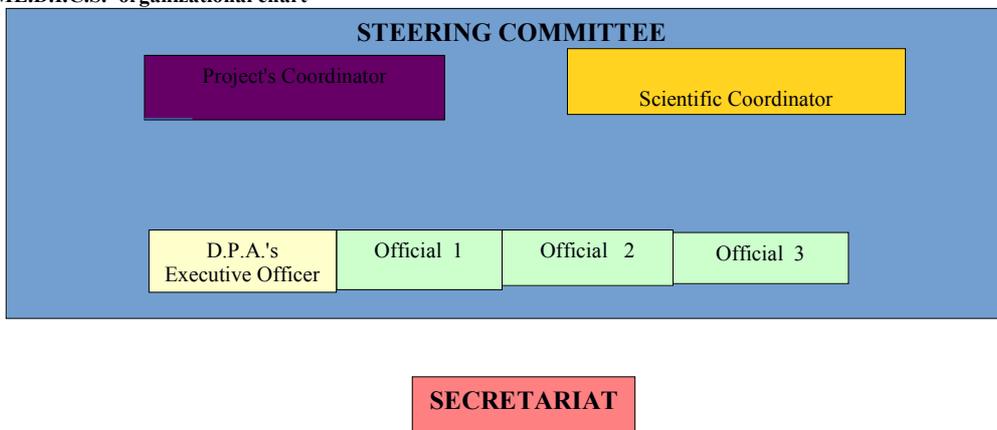
Weaknesses: (1) not innovative topics for health professionals; (2) need for enhanced involvement of local realities; (3) lack of training needs sharing; (4) insufficient time; (5) poor knowledge of current situation characterising the targeted prisons.

4.3 Efficiency

4.3.1 Internal organisation and external consultants

The project management was assumed by a Steering Committee coordinated by the Director of the D.P.A.'s Office for Studies, Research, Legislation and International Relations. Project Coordinator was supported by a Scientific Coordinator who supervised all study-and-research-related activities. ME.D.I.C.S.'s implementation was managed by three officials and by a D.P.A.'s executive officer, while 6 employees provided administrative and operational support within the Project's Secretariat. Since both members of the Steering Committee and the components of Secretariat were employed at the Italian Ministry of Justice, their contribution to the Project implementation has been offered free of charge. The external staff employed on the Project was composed by medical doctors and researchers who dealt with the domestic and transnational research⁹ on mentally disturbed inmates while other external consultants were recruited to provide advise in the following areas: (1) interpretation during the study-visits; (2) project's evaluation, (3) collection and organisation of the British documentation on mentally disturbed inmates; (4) teaching activities at the training courses for health professionals and prison officers. The Steering Committee proved its efficiency in managing the project operational and meeting unexpected situations. The firm leadership resulted in a successful management of relations with Partners and other relevant stakeholders (Ministry of Health, Local Health Units, Prison Administrations) while safeguarding the project's original rationale.

ME.D.I.C.S.' organizational chart



4.3.2 Financial execution

The financial execution proved to be punctual and efficient in managing both normal and extraordinary administration. Two budget modifications submitted by D.P.A. to the European Commission represented the key-elements characterising the Project's financial implementation. The first request¹⁰ was presented on April 11, 2014 following the decision to include a new statistical survey to be carried-out at the referring Local Health Units in the Prison of Bologna, Palermo and Tourin and which expected to be complementary to the still planned domestic research

⁹ As N.O.M.S. withdrew from the Project a British research on mentally disturbed inmates has not been realised

¹⁰ Reference: JUST/2103/JPEN/AG/4521 Prot. 2/2014 dell'11.04.2014

on mentally disturbed inmates. The inclusion of a new activity resulted in a number of additional budget items concerning the remunerations of researchers dealing with the survey. The modifications introduced maintained both the amount of budget and the EC contribution; the inclusion of additional items in the *Heading 1- Staff* has been offset by the shrinking of the *Heading E-Direct Costs* whose reduction was explained by the following elements:

- number of hours per week of the 3 training courses has been decreased (from 80 to 72 hours)
- costs for the renting of classrooms for the training courses for healthcare professionals and prison officers have been decreased as in Tourin and Palermo training courses have been hosted in the national penitentiary
- the total amount for the project evaluation has been decreased

In 21 May 2015 the D.P.A. applied for a second budget modification concerning a transfer of funds from the withdrawn N.O.M.S. to the Italian Partner SIMSPE. Such transfer granted by the European Commission on 2 June 2015, was partly used to hire an external consultant who was involved in collecting and summarising the British documentation on treatment and care of mental troubles in prisons.

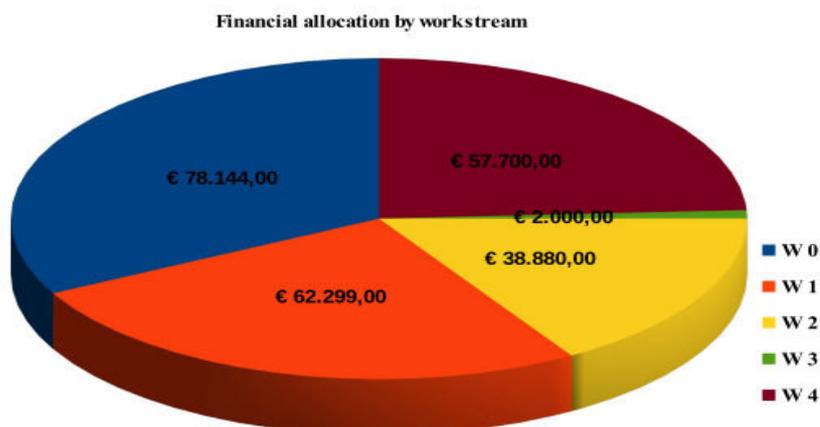
Budgets comparison

<i>Costs</i>	<i>Original budget</i>	<i>Approved budget</i>	<i>Modified budget</i>
Direct costs – Staff A:	€ 227.530,00	€ 56.000,00	€ 67.180,00
Direct costs-Travel B:	€ 30.550,00	€ 89.353,00	€ 89.343,00
Direct costs-Equipment C:	€ 4.000,00	-----	-----
Direct costs-Consumables D:	€ 8.000,00	-----	-----
Other direct costs E:	€ 47.668,00	€ 81.200,00	€ 70.000,00
Total direct costs(A+B+C+D+E):	€ 317.748,00	€ 226.553,00	€ 226.523,00
Indirect costs F:	€ 10.500,00	€ 12.500,00	€ 12.500,00
Total eligible costs	€ 328.248,00	€ 239.053,00	€ 239.023,00
Own contribution	€ 68.500,00	€ 49.890,36	€ 49.890,36
UE contribution	€ 259.748,00	€ 189.132,64	€ 189.132,64
Percentage	79,13%	79,13%	79,13%

Financial allocation by partners

Lead partner (D.P.A.-Italy)	€ 153.387,00
Partner 1 (SIMSPE- taly)	€ 57.803,00
Partner 2 (D.G.S.P.- Catalonia)	€ 9.161,00
Partner 3 (N.O.M.S.- UK)	€ 9.161,00 ¹¹
Partner 4 (Ong “Healthy City”- Croatia)	€ 9.511,00
Total	€ 239.023,00

¹¹ When the British Partner withdrew, a budget modification transferred part of the funds originally allocated for N.O.M.S. to SIMSPE which used them to recruit a consultant in order to collect, analyse and summarise relevant documentation on the management of mentally troubled inmates in the UK



4.3.3 Project execution

(a) Domestic research

For most of the first year the Project focused on the preparatory stage leading to the domestic and transnational research on mentally disturbed inmates. Particular attention was paid to the development of 7 questionnaires that were used by Italian and European Partners in order to accomplish their own researches. The operational stage of the domestic research started on 7 July 2014 by administering 460 questionnaires to the sample population working at the prisons of Bologna, Palermo and Tourin and collecting 368 answers (80%). Questionnaires have been photocopied withing each prison, distributed and gathered by the ME.D.I.C.S.' teams who also provided the sample population with information both on questionnaire's contents and on the ME.D.I.C.S.' goals. Unfortunately there are no information on the possibility for ME.D.I.C.S. staff of being contacted at stated days and hours by the potential respondents. It may be concluded that ME.D.I.C.S.'s Staff have been subject to the willingness of Prisons Administrations towards the Project and inserted in the frenetic prison daily work. The time-limit for returning questionnaires (30 September 2014) was not respected leading to a delayed start to the data processing and analysis. The research¹² concluded in August 2015.

(b) Statistical Survey at the Local Health Unit completing the domestic research on mentally disturbed inmates

Three months after the Project has begun, a statistical survey was included as a new activity in order to complete the still planned domestic research; as stressed above, the domestic research focused both on the real and perceived mental troubles in prisons by resorting to the professional experience of healthcare operators, teachers, prison officers and volunteers who serve in the prisons of Bologna, Palermo and Tourin; the new survey, instead, was expected to explore the scale and type of mental illness in prisons by acceding to Local Health Units' data in order to combine them with those resulted from the domestic research. However the prohibition of processing sensitive data affecting individuals represented a great hurdle not yet overcome with the consequence that the survey ran aground.

12 A. De Risio, *La Ricerca Nazionale* (revised and validated by G. Starnini)

(c) *Catalan research*

The Catalan research was carried-out in three prisons¹³ from 23 February to 23 May 2015 for a sample population of 744 individuals with 174 respondents (23,4%). Before distributing the questionnaires, meetings within each targeted prison were organised in order to present the Project to the prison Management. ME.D.I.C.S. staff was able to rely on dedicated workstations with the possibility of being easily reachable by potential respondents. On the main problem encountered was the low participation in the research of prison officers (13,2%) and volunteers. Prison staff expressed great resistance against questionnaires that were regarded as a tool for monitoring their behavior in the workplace, while the difficult of contacting volunteers raised from the failure to update their contact information; furthermore a sporadic volunteer attendance that usually focused on weekend made it even more difficult to contact them. The Catalan research was delivered on January 2016 in accordance with the time table set following a 3 months extension granted by the European Commission.

(d) *Croatian research*

The Croatian research was carried out during the first six months of 2015 in five prisons¹⁴ on a statistic population of 157 individuals with 126 respondents (80%). The Ngo “Healthy City”, in charge for the research implementation, originally had difficulty acceding the targeted prisons; the problem was overcome by the Croatian Ministry of Justice which granted access for the Ngo. ME.D.I.C.S. staff was present within each target prison and despite it not relied on a dedicated workstation it proved to be easily reachable both by phone and e-mail. The tasks covered by ME.D.I.C.S.' staff ranged from the distribution and collection of questionnaires to the provision of information to potential respondents on questionnaires' content and project's goals. Moreover ME.D.I.C.S. staff translated the 7 questionnaires in Croatian, performed data processing and delivered presentations and reports relevant to the Project.

**Transnational research on mentally disturbed inmates
(Simple size and respondents)**

	<i>Sample</i>	<i>Respondents</i>	<i>% respondents</i>
Italian research	460	368	80%
Croatian research	150	120	80%
Catalan research	744	174	23,4%

Timetables compared

Activities	I timetable (May 2013)	II timetable (August 2015)
Perform Catalan and Croatian researches, perform comparative transnational research on mentally disturbed inmates	July 2014-March 2015	August 2015-March 2016
Domestic research on mentally disturbed inmates	May 2014-September 2014	August-September 2015
Study-visit (Italy)	June 2014-December 2014	October 2015-January 2016
Study-visit (Catalonia)	December 2014	October 2015
Study-visit (UK) CANCELLED	October 2014	January 2016
Study-visit (Croatia)	Not planned	Not planned
Develop a new protocol on treatment and care for mentally disturbed inmates	January 2015-May 2015	September 2015-March 2016
Develop a Joint Document to the European Parliament on mental illness in prisons	October 2015-January 2016	February-May 2016

13 Brians Homes (Barcelona), Brians Women (Barcelona), Youth Prison Centre (Barcelona)

14 (i) Prison of Split; (ii) Penitentiary and Prison of Sibenik; (iii) Prison of Zadar; (iv) Prison of Zagreb; (v) Penitentiary of Glina. It should be specified that according to the Croatian prison system, “Prisons” host pre-trial detention individuals, while “Penitentiaries” are directed both at prisoners sentenced to penalties of more than six months and those who are subject to security measures (eg: specific programs for alcoholics and drug users or program for compulsory psychiatric treatment)

Organising training for healthcare professionals and prison officers	September 2015	December 2015- February 2016
Organising vocational training for mentally disturbed inmates	June-July 2015	October 2015-March 2016

(e) *Study-visits*

Research implementation and good practices exchange through study-visits went hand in hand. The first meeting at which all project Partners met was organised in Italy on September 2014 when initiating the Project; while a study-visit to Catalonia took place from 27-30 October 2015 as scheduled with a program which included visits to Granollers and Brians 1 Prisons. After the withdrawal of the British Partner, the planned visit to UK has been replaced by a new visit to Croatia (29 February-3 March 2016) where Italian and Spanish representatives were able to visit the Prison's Hospital in Zagreb and the Prison of Zagreb and Lepoglava.

(f) *Comparative transnational research*

The comparative research should have provided an analysis of the three researches carried-out by the Italian, Catalan and Croatian Partners in order to find-out differences, similarities and good practices in managing mental troubles in prisons. At the moment the transnational analysis is still on-going.

(g) *New protocols on treatment and care for mentally disturbed inmates*

The new protocol have been developed on time and promptly included in the teaching materials for the 3 training courses intended for healthcare professionals and prison officers.

(h) *Training courses for healthcare professionals and prison officers*

The training took place on time; the Italian Partner SIMSPE in cooperation with the Institute for Prison Studies (IPS) and the D.P.A.'s Office for Studies, Research, Legislation and International Relation. The educational offer resulted from the research's findings which pointed-out the need for the prison staff to have more training on the management of mentally disturbed inmates. Such need influenced the choices of Scientific Staff when both learning modules and teaching modalities were identified. Furthermore, after the conclusion of the first training held in Parma, the Scientific Staff took steps in introducing some changes in the teaching modules in order to meet the demands of the participants and after recommendations by the first *Report¹⁵ on Training for healthcare professionals and prison officers* identifying strengths and weaknesses of the first edition. Teaching methodology provided for the assignment of a home work to participants regarding the development of a document proposal on the treatment for mentally disturbed inmates; this home work- which was expected to be accomplished within joint groups composed by health operators and prison officers - revealed some difficulties: participants attending the Parma training course had problems in cooperating each other, as health operators were reluctant to share their work with the prison officers. Such reluctance has been overcome by drafting a document proposal on the mental health assessment process for incoming detainees in the Bologna Prison. The Emilia Romagna Region also provided the Project with a Regional Circular¹⁶ on prison health containing indications on the management of mental illness. Palermo working groups carried-out their own proposal on treatment for mentally disturbed inmates, while Turin's groups did not performed any work at all.

(i) *Vocational training for mentally troubled inmates*

The new M.E.D.I.C.S.' timetable planned to perform the vocational training in the period from October 2015 to March 2016. At the end of February 2016 the activity had not yet started. According the Project Document the vocational training was expected to be funded by the Cassa

15 S. Scali, C. Feo "Report on training course for healthcare and prison operators", First edition Parma, 2-3 December

16 Emilia Romagna Regional Council, "Prison Health Regional Program – Indications for the Local Health Units Num. Reg. Proposta GPG/2014/478

delle Ammende as D.P.A.'s own contribution to the Project. Thereafter D.P.A. was not subject to accountability obligations, while preferring to focus on those project activities directly funded by the European contribution.

4.4 Sustainability

4.4.1 Economic sustainability

ME.D.I.C.S. was born as a pilot project aiming at identifying shared paths for managing mental illness in prisons. Through the development of new Protocols the Project set-up an operational tool for a shared treatment and care of mentally disturbed inmates and by delivering training courses it was able to identify a channel through which test the Protocol' implementation and dissemination. According to the intervention strategy training for healthcare and prison operators is the only project component for which a potential replication is expected and that can be funded through expenditure headings concerning staff training.

4.4.2 Changes triggered by the Project

The Project's design paid a great deal of attention in fostering research and the exchange of best practices resulting in a huge amount of relevant documentation which was able to identify the mental troubles in different European contexts. Furthermore the new protocols on treatment and care for mentally disturbed inmates provided a unique guidelines which, if adopted at national level, would considerably strengthen the spluttering cooperation between prison officers and health operators. The courses for prison and healthcare operators represented the chance to meeting the prison staff's request for information and training in managing mental illness in prisons; instead the assignment of a home work pointed-out that a cooperation outside the training classroom is still difficult to establish.

4.4.3 Institutional sustainability

The D.P.A.'s Office for Studies Researches Legislation and International Relations strongly supported the Project at all stages of the implementation by highlighting its originality and relevance. However, despite the boost given by the D.P.A., the prison Authorities of Bologna Palermo and Tourin gave a cool reception to ME.D.I.C.S. perhaps fearing an increase of the prison daily work resulting from the project's activities. Also the Local Health Units, which were contacted to provide access to information on mentally troubled inmates in order to implement the statistical survey in support of the domestic research, were reluctant to cooperate. Such difficulty is evidence, one again, of the scant cooperation between Ministry of Health and Ministry of Justice.

4.4.4. Operational sustainability

As stressed above, the training component is characterised by a fair economic sustainability followed by a good operational sustainability. The teaching methodology included a specific training module for future trainers to be implemented at the end of the Project. The participants are expected to act as internal trainers in order to disseminate the new protocol within the prisons which employ them and then they could also organise a "cascade" training in other Penitentiary Institutions, as to provide specific training to all the prison staff dealing with mentally troubled inmates.

Conclusions

ME.D.I.C.S. realised an organic set of activities which are clear and coherent with the target group needs (prison staff and mentally disturbed inmates); however the intervention logic revealed some uncertainties in relation to the overlap between specific objectives, workstreams and the expected results,

The original partnership was well-balanced by including competences suitable to achieving the expected results; it also showed an efficient division of roles with the view of the planned activities. The participation of both institutional (D.A.P., D.G.P.G, N.O.M.S.) and non institutional (Ong “Healthy City” and non profit organisation SIMSPE) Partners has made it possible to enhance the cooperation between institution and civil society, while the involvement of EPTA, despite modest, served to reinforce the European relevance for the prison staff's training.

ME.D.I.C.S. implementation has been negatively affected by the withdrawal of the British Partner (N.O.M.S.) which deprived the Project of an important institutional counterpart. Despite the departure of N.O.M.S., the D.P.A. re-organised the activities including its participation but without changing the original design of the Project.

ME.D.I.C.S. paid a great deal of attention to research on mental illness in prisons in order to identify the real and perceived component both in Italy and in Partner's Countries (Catalonia and Croatia). Information and documentation exchange coupled with the implementation of Italian, Catalan and Croatian researches have gave rise to a relevant and interesting knowledge platform; such work, however, has not yet completed by a compared document analysis able to summarise differences and similarities of practices on the management of mentally troubled inmates in Partners' Countries. Besides summarising the wealth of material collected this document would have been a valuable scientific framework for the development of a planned Joint Document on mental troubles in prisons to be presented to the European Parliament which at the moment is still under study.

Moreover the failure to implement a comparative transnational research deprived the training courses of an important learning material which would have strengthened the international vocation of the Project by pandering to participants interests in the practices adopted by the Project's Partners. The statistical survey to be carried-out at the Local Health Units, despite complementary in function with the still planned domestic research, represented a serious obstacle to the project implementation. The LHU's refusal to provide access to sensitive data on mentally troubled inmates hindered the survey and even if in February 2016 LHU showed more willingness to cooperate, they have not yet allow the project's researchers to enter their database.

Following the 2 study-and-research-focused workstreams, ME.D.I.C.S. produced a Protocol on treatment and care for mentally disturbed inmates; it represented a valid attempt to define competences and boost an interprofessional cooperation which was not all that obvious. During the implementation of a home-group-work on the development of a proposal on treatment of mentally disturbed inmates, training participants often showed how such cooperation is fragile and discontinuous.

With the exception of Palermo working groups who showed their readiness to cooperate and share the untrusted home work, Parma and Tourin working groups experienced a lack of willingness of the health professionals to cooperate with the prison officers. While Tourin working groups have not done what requested, the Parma working groups finalised a proposal on the mental conditions assessment for incoming detainees in the prison of Bologna, albeit in a relatively slow and difficult manner

The difficult relationship between healthcare professionals and prison officers once more

highlighted the major importance of the project whose rationale was geared to strengthening inter-professional trust and cooperation in prisons. The training component remained incomplete because of the failure to realise the planned vocational training for mentally disturbed inmates so neglecting a strategic activity which played a key-role in achieving the Specific objectives 1 and 3. Although ME.D.I.C.S provided a relevant overview on the trends in mental troubles in prisons and activated valid training paths for the prison staff, it does not yet reach the mentally troubled inmates who were expected to be the direct beneficiaries of the Project.

In the light of the considerations set-out above ME.D.I.C.S. was shown to be relatively effective in achieving the expected results; non-completion or only partial completion of some outputs (comparative transnational research and statistical survey at the Local Health Units) and activity (vocational training for mentally disturbed detainees) have precluded the full achievement of the expected results. Despite difficulties in completing some tasks, the project proved to be highly efficient both in operational organisation and the financial execution. In particular the project was found to be particularly efficient in managing the N.O.M.S. withdrawal and dealing with budget modifications to the European Commission.

Lastly, ME.D.I.C.S. was able to rely on a fair economic sustainability and a good operational sustainability. Since the training for healthcare and prison operators is the only¹⁷ project component for which a potential replication is expected, it can be funded through the expenditure headings concerning staff training while the inclusion of a “training for trainer” component into the teaching methodology is likely to encourage an interesting “cascade” effect in other prisons.

17 Study and research activities were a preparatory step introducing the project into its operational phase devoted to training for prison personnel and vocational training for mentally disturbed inmates

Recommendations

(i) Recommendations to D.P.A.

- speed-up the conclusion of the comparative transnational research
- finalise the statistical survey to be carried-out at the LHU
- proceed to the finalisation of the Joint Document on mental troubles in prisons to be presented to the European Parliament
- speed-up the activation of the vocational training for mentally disturbed inmates: despite the D.P.A. is not subject to the obligation to provide grant utilisation statements concerning this activity, its implantation is functional to the achievement of the Project's objectives (Specific objective 1 and 3)
- make ME.D.I.C.S. more visible through the Partners' and prison focused websites
- in relation of future projects:
 1. in order to avoid the overlap between objectives, results and activities the drawing-up of a logical framework is highly recommended, even if not expressly required by the Call for proposal
 2. the number of expected results should be reduced (maximum 4)
 3. avoid incorporating new activities which may entail risks and difficulties not properly assessed.

(ii) Recommendations to Partner 1 (SIMSPE)

- ensuring the visibility of the Project both on official website, professional literature and internal annual report.

(iii) Recommendations to Partner 2 (D.G.S.P.-Catalonia) and Partner 4 (Ngo “Health City”-Croatia)

- ensuring the visibility of the Project both on official website, professional literature, and internal annual report

List of acronyms

DGSP	Direccio' General de Serveis Penitenciaris
DMH	Department for Mental Health
EPTA	European Penitentiary Training Academies
D.P.A.	Department of Penitentiary Administration
IPS	Institute of Prison Studies
LHU	Local Health Unit
MEDICS	Mentally Disturbed Inmates Care and Support
NGO	Non Governmental Organisation
NOMS	National Offender Management Service
JPH	Judiciary Psychiatric Hospital
REMS	Residence for the security measures implementation
SIMSPE	Società Italiana di Medicina e Sanità Penitenziaria

Annexes

List of documentation reviewed

- Adjustments to the training schedule and program second edition Palermo 27-28 January 2016
- Agate A. Borla T., Caneva L. *Report of the training for prison officers and healthcare professionals* – Tourin 9-10 February 2016
- Annex 1 – Project Description
- Annex 2- Budget
- Annex 2 – Budget revised
- Beccarini A. Dionisi A. *Study-visit Report (Catalonia)*
- Beccarini A. *Study-visit Report (Croatia)*
- *Catalan research on mentally disturbed inmates*
- *Correspondence between D.P.A. and the European Commission (directorate A _ Unit A.4 – Program Management)*
- *Croatian research on mentally disturbed inmates*
- Di Benedetto V. Lo Verso F. Saya M. Santangelo P. *Report of the training for prison officers and healthcare professionals* Third Edition-Palermo 26- 27 January 2016
- D.P.A.-IPS *Results from the questionnaires administered to participants of the Training for prison officers and healthcare professionals* First Edition, Parma 2-3 December 2015
- D.P.A.-IPS *Results from the questionnaires administered to participants of the Training for prison officers and healthcare professionals* Second Edition, Palermo 27-28 January 2016
- D.P.A.-IPS *Results from the questionnaires administered to participants of the Training for prison officers and healthcare professionals. Third Edition 9-10 February 2016*
- Italian research on mentally disturbed inmates
- Letter to the Prison Directors involved in the project
- Minutes of 17 December 2015 Meeting on ME.DICS Project_4 workstream: “Staff training”
- Model questionnaires administered both in Italy and Partner countries
- Monarca R. *Report of the external consultant with regard to the management of mentally disturbed inmates in the UK*
- Project timetable
- Project timetable (modified)
- Partner declaration – DGSP, Catalonia
- Partner declaration – NOMS, UK
- Partner declaration – SIMSPE, Italy
- Partner declaration – Ong “Healthy City”, Croatia
- Progress Technical Implementation Report (JUST/2013/ACTION GRANTS)
- Scali S. Feo C. *Mentally disturbed inmates care and support-Report of the training for prison officers and healthcare professionals*, First Edition, Parma 2-3 December 2015
- Timetable and teaching program of the Training courses for prison officers and healthcare professionals

Terms of Reference (ToR): Final Evaluation of the ME.D.I.C.S. Project

Purpose of the evaluation

The evaluation is expected to learn lessons for a possible extension of the project; to provide accountability to the European Commission by determining whether Project objectives were met and resources were wisely utilized; to identify areas of improvement in the Project; to highlight and resolve disagreements; to get feedback, appraisal and recognition.

Evaluation criteria and key evaluation questions

(1) Relevance

- How relevant is the project to target groups' needs and priorities?

(2) Efficiency

- Were the resources and inputs converted to outputs in a timely and cost-effective manner?

(3) Partnerships and cooperation

- To what extent has partnership been sought and established and synergies been created in the delivery of outputs and deliverables?

(4) Effectiveness

- Were the planned objectives and outcomes in the project document achieved?

(5) Sustainability

- To what extent are the project results likely to continue after the project?

Evaluation methodology

The methods to be used to collect and analyse data are the follow: (i) desk review, (ii) questionnaires, (iii) surveys, (iv) discussions, (v) observations

Timeframe and deliverables

The final evaluation is expected to take place from 1 April to 29 April 2016 (20 working days); the external evaluator will produce:

- a presentation of initial findings
- a draft final report with the executive summary
- a final report with the executive summary

OBJECTIVE 2

OBJECTIVE 3 – Coincide con il miglioramento delle condizioni penitenziarie dei detenuti con disagio mentale dell'obiettivo 1; potrebbe essere un RISULTATO

