



IRCP

Institute for International Research on Criminal Policy
Ghent University

Peter Verbeke / Professor Gert Vermeulen – 16th Conference of Directors of Prison Administration - Strasbourg 13-14 October 2011

Prisoner transfer in the EU with the aim of enhancing social rehabilitation prospects.

Peter Verbeke, University of Ghent

16th Conference of Directors of Prison
Administration, Strasbourg, 13-14 October 2011



Context: principle of Mutual Recognition

- > 1999 – Tampere – MR cornerstone judicial co-operation
- > MR presupposes trust in MS' criminal justice systems based on a shared commitment to...“respect for human rights, fundamental freedoms and the rule of law”
- > 2000 – Implementation programme: MR designed to
 - > strengthen co-operation between MS
 - > enhance protection of individual rights
 - > ease process of rehabilitating offenders
 - > contribute to legal certainty in the EU



Principal MR characteristics

- > issuing state and executing state
- > based on issuing/execution of
 - > 'order + certificate' or 'genuine warrant'
- > no more exequatur/conversion/locus-based procedure
 - > at least not initially (e.g. EAW & EC explanatory report)
 - > in meantime: changed a bit (e.g. custodial sentences)
- > no more dual criminality requirement
 - > for standardized list 32+ offence types
 - > according to definition issuing MS (+ punishable 3y+)
- > roll-out through FDs, **including FD on custodial sentences**



2008 FD on MR custodial sentences

- > autonomous compulsory transfer of prisoner mechanism to MS of nationality and residence
- > buzzwords (official rationale)
 - > social rehabilitation and succesful reintegration
- > however position prisoner/executing MS radically changed
- > antecedents
 - > 1983 CoE transfer of prisoner Convention + 1997 Protocol
- > assessment (IRCP study – methodology)
 - > MR creates new problems
 - > flanking measures to be considered



Methodology

- > EU-level and MS legal analysis
 - > European/int'l norms & standards relating to detention conditions, sentence execution and prisoner transfer
 - > UN, CoE (EPR-centered + CPT/ECtHR) and EU
 - > through SPOC-network & online questionnaires
 - > result: compliance tables
- > practitioner's survey (cross-border analysis)
 - > through online questionnaires
 - > defence lawyers – judges – prison administrators
- > additional int'l/European stakeholder consultation
- > validation workshops

The introduction in 2008 of the Framework Decision on the application of the principle of mutual recognition to judgements in criminal matters imposing custodial sentences or measures involving deprivation of liberty for the purpose of their enforcement in the European Union sparked discussions as to whether the practical operation of the instrument would be compatible with its very objective, being the enhancement of detained persons' social rehabilitation prospects.

Transferring detained people back to their respective Member State of residence and/or nationality within the mutual recognition framework is somewhat precarious in light of the often substantial variety of Member States' legal and prison systems. In this context, and following a call for tender by the European Commission, the authors conducted the biggest study to date on Member States' material detention conditions, early/conditional release provisions and sentence execution modalities. In addition to exploring the diversity of legal frameworks, the study also assessed practitioners' views on cross border execution of custodial sentences in the EU.

This book contains the individual Member State reports resulting from the legal and practitioners' analyses, backed by additional information drawn from monitoring and evaluation conducted at Council of Europe (Committee for the Prevention of Torture) and United Nation levels.

This is essential reading for EU policy makers, judicial and law enforcement authorities and for defence lawyers throughout the Union. Undoubtedly, this book will be an asset to everyone who is involved in or taking an interest in detention issues and cross border execution of judgements involving deprivation of liberty in the EU.

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Material detention conditions, execution of custodial sentences and prisoner transfer in the EU Member States

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This book contains both the EU level legal and practitioners' analyses as well as the high level final report to the study, confirming preliminary concerns that flanking measures are urgently needed for a proper operation of the Framework Decision.

This is essential reading for EU policy makers, judicial and law enforcement authorities and for defence lawyers throughout the Union. Undoubtedly, this book will be an asset to everyone who is involved in or taking an interest in detention issues and cross-border execution of judgements involving deprivation of liberty in the EU.

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40 Cross-border execution of judgements involving deprivation of liberty in the EU

Overcoming
legal and
practical
problems
through
flanking
measures

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MS overall compliance

Country	Y %	N %	Country	Y %	N %
Finland	100	0	Latvia	67	34
Slovakia	98	3	Czech Republic	66	35
Estonia	97	4	Austria	65	36
Hungary	93	8	France	65	36
Germany	84	17	Romania	65	36
Belgium	82	19	Greece	62	39
Malta	78	23	Netherlands	60	41
Denmark	74	27	Lithuania	55	46
Slovenia	74	27	UK	55	46
Spain	74	27	Bulgaria	53	48
Italy	72	29	Poland	51	49
Cyprus	69	32	Ireland	32	69



Problems (1)

- > social rehabilitation (cornerstone)
 - > what does this mean? < *Dickson v UK* (progression principle)
 - > official rationale vs. means to export foreign prisoners
- > knowledge of the FD and (access to) information on foreign law & practices
- > dual criminality issues
- > significant variations in MS' sentence execution modalities & early/conditional release, earned remission and suspension of sentence provisions
- > compulsory nature FD & poor procedural status



Problems (2)

- > subordinate material detention conditions (highlights)
 - > overcrowding: cell sharing, cell size and cell capacity
 - > sanitation facilities, clothing, bedding and nutrition: privacy, screening and appropriate clothing
 - > health care: injury detection, women's health care, forced feeding and hunger strikers, monitoring prisoners at risk of suicide, medical examination (upon arrival), accommodation of vulnerable prisoners
 - > other: special cells, recording, staff contact, monitoring, security assessments, protection status and strip searches



Flanking measures (1)

- > enhancing knowledge and (access to) information
 - > implementation handbook, training and monitoring
 - > access to information
- > protection of prisoners' (fundamental) rights by improving material detention conditions
 - > training and best practice promotion
 - > increasing the frequency of CPT inspections
 - > introducing binding European minimum standards?



Flanking measures (2)

- > maintaining the double criminality requirement
- > safeguarding sentencing equivalence & supporting sentence execution through
 - > approximation: 2 generic severity rankings
 - > dual lex mitior + no unreasonable aggravation (review)
- > improving prisoners' procedural rights
 - > introducing a motivational duty for issuing states
 - > including re sufficiently high material conditions
 - > right to an 'informed' opinion + to legal assistance
 - > competent authorities necessarily judicial bodies?
 - > no, but right to a judicial review



Follow up

- > international press conference early december in co-op with the EC
- > put the issue on the PC-OC agenda
- > result: amending the current FD?