

Strasbourg, 21 October 2026

CDPC-BU(2026)02

COUNCIL OF EUROPE COMMITTEE ON CRIME PROBLEMS (CDPC)

Bureau meeting

Venice, 19-20 October 2026

Council of Europe Programme Office, San Marco 180C, 30124 Venice, Italy

Opening at 2 p.m., Monday
Closing at 5:30 p.m., Tuesday

LIST OF DECISIONS

Criminal Law Secretariat

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1. Opening of the meeting

The meeting started at 2 p.m. on Monday, 19 October 2026, chaired by its President, Mr Lorenzo Salazar (Italy).

2. Adoption of the draft agenda and order of business

The Bureau adopted the draft agenda and the order of business of the meeting.

3. Information by the President, members of the CDPC Bureau and the Secretariat

The President of the CDPC raised the need to increase visibility of the CDPC's work including inter alia the possibility for the CDPC to issue or contribute to public statements by relevant Council of Europe bodies, and the need to discuss priorities for the CDPC's next terms of reference covering the period 2028-2031, in order to prepare a draft with agreed deliverables for the November 2026 Plenary meeting. The Bureau agreed that the Secretariat would prepare a draft list of deliverables to be discussed at the November Plenary.

In an exchange on future priorities and building on the Recommendation CM/Rec(2026)2 on Accountability for Technology-facilitated Violence against Women and Girls, the UK Bureau member expressed interest in a binding instrument, which could focus on image-based abuse, and proposed circulating a non-paper ahead of the November Plenary. The delegation of France drew attention to reflections within the CDADI on a possible binding instrument on hate crime and hate speech.

The Secretary of the CDPC, Ms Eva Pastrana, reported on the Council of Europe's participation in the 15th UN Crime Congress in Abu Dhabi and the value of eventual CDPC statements in future or similar events, the opening for signature of the Additional Protocol to the Warsaw Convention on AML/FT on 14 October 2026, the opening of the CoE office in NY to strengthen cooperation with the UN, and the adoption of the CoE External Action [Strategy](#). She recalled other possible topics for future work, including anti-corruption, crypto-assets, road safety and areas covered by the Parliamentary Assembly Recommendations where the Committee of Ministers has asked the CDPC to comment such as Transnational Repression, Violent Porn and risks to human rights and the rule of law posed by mercenaries and private military and security companies for which proposed replies have been circulated.

4. Foreign information manipulation and interference, including disinformation (FIMI)

The Bureau heard a presentation by Mr Kristian Bartholin, Secretary to the ad hoc Committee on FIMI. Following the 135th Session of the Committee of Ministers (Chişinău, 14-15 May 2026), which decided to proceed with the elaboration of a Council of Europe legal instrument on FIMI, the Ministers' Deputies adopted, on 8 July 2026, the terms of reference of an ad hoc committee reporting directly to the Committee of Ministers and tasked with negotiating this instrument by the end of 2027. Its first meeting will take place on 27-28 October 2026.

The Bureau took note of the fact that the form of the instrument – a recommendation or a framework convention, the latter allowing the participation of non-member States – would be decided by the end of 2027. The zero draft, focusing on prevention and on strengthening the resilience of States against foreign interference, contains no substantive criminal law provisions, and only two procedural provisions (on mutual legal assistance and on an aggravating circumstance) addressed to States which have already criminalised the relevant conduct.

Bureau members stressed the importance of closely following the negotiations and decided to invite CDPC delegations to nominate a representative and to keep this item on the agenda of the CDPC Plenary meeting in November 2026.

5. Council for Penological Co-operation (PC-CP)

The Bureau held an exchange of views with the Secretary to the PC-CP, Ms Louise Riodel, and took note of the re-election of Mr Jorge Monteiro (Portugal) as President and Ms Carla Ciavarella (Italy) as Vice-President of the PC-CP for a final one-year term. It also took note of the first meeting since 2013 of the SPACE National Correspondents (14 September 2026), which decided to launch, from March 2027, an annual “Key Indicators” publication, an initiative welcomed by the President.

a. Foreign nationals in prison – updating CM/Rec(2012)12 concerning foreign prisoners and its Explanatory Memorandum

The Bureau took note that the draft Recommendation, slightly amended following written contributions from delegations, and its draft Explanatory Memorandum, now including the part on probation, had been finalised and would be submitted to the PC-CP Plenary (3-5 November 2026) and subsequently to the CDPC. One member regretted the late circulation of the draft Explanatory Memorandum; the Secretariat explained that this resulted from delays by the consultants and confirmed that the text would not substantially change before the Plenary meeting.

b. Revision of the Council of Europe Probation Rules and their Commentary

The Bureau took note that, on the basis of a survey of the Directors General of probation services, the revised Rules would update existing provisions and address new issues such as digital technologies, environmental impact and the role of probation in reducing prison overcrowding. A first reading took place in September 2026; the text will be presented to the PC-CP Plenary, before work on the Commentary, to be completed by the end of 2027.

c. Draft Terms of reference of the PC-CP (2028-2031)

The Bureau took note of the proposed deliverables, including draft recommendations on women in prison and under probation, work in prison, older persons in prison and under probation, a revision of the European Rules for juvenile offenders subject to sanctions or measures, and a publication on good practices concerning children with imprisoned parents. In reply to a question on possible work on security in prisons, organised crime and modern slavery, the Secretariat indicated that such proposals could be raised at the PC-CP Plenary, the deadline for submitting the terms of reference to the CDPC being mid-November 2026.

d. 32nd Conference of Directors of Prison and Probation Services (CDPPS) (Dublin, Ireland, 2-3 June 2027)

The Bureau took note that the Conference would be dedicated to mental health, including the mental health of prison and probation staff.

6. Committee of Experts on the operation of European conventions on cooperation in criminal matters (PC-OC)

The Bureau held an exchange of views with the President of the PC-OC, Mr Christian Sager (Switzerland), who reported on the 40th meeting of the PC-OC Mod (22-24 September 2026). In particular, the Bureau took note of the intention to hold a joint meeting of the PC-OC and the Committee of Legal Advisers on Public International Law (CAHDI) in the context of an

event on the Ljubljana-The Hague Convention planned by the Netherlands Presidency of the Committee of Ministers in late September 2027, an initiative welcomed by the Secretariat as a good example of cooperation between committees. It also took note of ongoing discussions on re-extradition in successive extradition chains, on the extradition of foreign fighters holding prisoner-of-war status, for which the expertise of the ICRC will be sought, and on cases involving the death penalty or a risk of inhuman treatment, including the recent developments in Israel.

The Bureau took note of the PC-OC's proposals for its programme of work for 2028-2031: a special session on the Convention on the Transfer of Proceedings in Criminal Matters, postponed to 2028; practical guidance on re-extradition; the interaction between asylum and extradition procedures (2029); tools on electronic signature and the secure electronic transmission of requests, possibly in cooperation with INTERPOL (2030); and, subject to a prior assessment, a possible draft legal instrument on the transfer of proceedings (2031).

One Bureau member drew attention to the case-law of the Court of Justice of the European Union on successive surrenders (28.06.2012, C-1992/12, West), in order to avoid inconsistencies with EU rules. Another expressed concern that expulsion was increasingly used as an alternative to the transfer of sentenced persons and suggested that the PC-OC's work underline the rehabilitative purpose of transfers.

The Bureau was informed of the interim arrangements for the Secretariat of the PC-OC, Ms Eva Pastrana acting as Secretary for the forthcoming PC-OC Plenary meeting.

7. Smuggling of Migrants

The Bureau took note of the information provided by the Secretary to the CDPC, Ms Eva Pastrana, that a zero draft of the comprehensive Recommendation on deterring and fighting the smuggling of migrants, prepared by the Secretariat with the two independent experts, had been circulated to the members of the PC-TM and would be discussed at its 2nd meeting on 9-10 November 2026. The approval of the draft Recommendation and its Explanatory Memorandum is expected by the end of 2027. The draft contains, in addition to the section on investigation and prosecution, specific sections on the financial ("follow-the-money") and digital dimensions of the crime, which may later be merged. It seeks to balance effective action against the criminal networks with full respect for human rights, in line with the UN Protocol against the Smuggling of Migrants.

The President of the PC-TM, Mr Klemen Princes (Slovenia), whom the Bureau congratulated on his election, considered the zero draft well-structured and announced that the outcome of the November meeting would be reported to the CDPC Plenary.

The Bureau took note that written comments on the zero draft were expected by 26 October 2026, although later contributions would also be welcome, and that the draft could be shared with CDPC Bureau members on request.

Ms Pastrana also reported on the CoE participation at Director level in the EU-led Senior Officials Meeting of the Global Alliance to combat SoM on 1 July 2026 and her planned participation in the Eurojust Focus group on SoM on 11-12 November 2026. The next in-person meeting of the CoE Network of Prosecutors on SoM will take place on 25 February in Strasbourg, under the auspices of the Montenegro Presidency of the Committee of Ministers.

8. Combating technology-facilitated violence against women and girls

The Bureau recalled that Recommendation CM/Rec(2026)2 on accountability for technology-facilitated violence against women and girls, the first international legal instrument on this

topic, had been adopted by the Committee of Ministers in March 2026 and launched at a joint event with the Gender Equality Commission (GEC) in June 2026 in Strasbourg.

Further to the proposal made by the delegation of the United Kingdom under Agenda item 3, the Bureau held an exchange of views on a possible binding instrument in this field, which could address, for instance, takedown regimes and court orders for the removal or deletion of intimate images. The Secretariat considered that, rather than a standalone instrument, a protocol to the Istanbul Convention on preventing and combating violence against women and domestic violence focusing on accountability and on technology-facilitated violence could be envisaged and indicated that it would consult the relevant Council of Europe secretariats on this proposal.

9. Asset recovery

The Bureau took note of the information provided by the Secretary to the CDPC, Ms Eva Pastrana, on the Additional Protocol to the Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (Warsaw Convention), opened for signature on 14 October 2026 and signed on that occasion by eight member States and by the European Union. The Protocol, which notably strengthens the powers of judicial and law enforcement authorities and provides for asset recovery and asset management officers, has also attracted interest from States outside Europe.

The Bureau further took note that, once the Protocol enters into force, its follow-up will be ensured by the Conference of the Parties to the Warsaw Convention, and that the Secretariat stands ready to provide presentation materials to delegations wishing to promote the Protocol at national or international level.

10. Artificial Intelligence and criminal law

The Bureau heard a presentation by Mr Radu Pantiru (Secretariat) on the draft Recommendation on deepfakes, as revised following the 7th meeting of the CDPC-AICL Working Group (7 October 2026). The draft, the first international instrument specifically addressing criminal law responses to deepfakes, focuses on a defined set of harmful conduct – non-consensual sexual deepfakes, AI-generated or altered child sexual abuse material, the use of deepfakes in grooming, and fraud, impersonation and identity theft – while respecting fundamental rights and ensuring consistency with existing Council of Europe and EU instruments. A consolidated draft will be circulated to delegations in early November 2026 for a further round of comments, and the President of the Working Group, Mr Stefano Filletti, expressed the hope that the draft would be submitted to the CDPC Plenary for approval in June 2027.

Mr Filletti invited the Bureau to consider continuing the Working Group's work beyond the Recommendation, in order to address other specific areas of AI-related crime and the broader question of criminal responsibility in relation to AI systems. Several Bureau members supported further exploratory work, for instance in the form of a study, while others expressed caution regarding the concept of liability of AI systems and stressed the importance of a human-centred approach and of defining the need for future work. It was also suggested to liaise with the Cybercrime Convention Committee (T-CY) and to take account of the work of the European Commission for the Efficiency of Justice (CEPEJ) on AI-generated deepfakes in the context of electronic evidence.

The Bureau discussed the need to maintain momentum on this issue and invited the Secretariat to explore practical options, such as a continuation of the Working Group's mandate, a study or a conference, to be submitted to the CDPC Plenary for decision.

The Bureau decided to closely follow work on AI and criminal law by other steering committees or services such as the CDCT and CEPEJ, which is working on guidelines regarding the practical implications of AI-generated deepfakes in the context of electronic evidence.

11. Restorative justice

The Bureau took note of the information provided by the Secretary to the CDPC, Ms Eva Pastrana, on progress in preparing the draft guidelines for implementing Recommendation CM/Rec(2018)8 on restorative justice in criminal matters. A first draft prepared by the Secretariat has been commented by the European Forum for Restorative Justice (EFRJ), with the support of the PC-CP. Its core element is to encourage member States to develop national action plans, mapping their current use of restorative justice and identifying areas for further development, with illustrative examples from member States. The draft will be discussed at a joint meeting with the PC-CP and the EFRJ and circulated to delegations ahead of the November 2026 Plenary meeting, the work continuing without a dedicated working group or external consultant, with a view to completion by the end of 2027.

One Bureau member stated firm opposition to excluding any category of offences, including domestic violence, from the scope of the guidelines, and suggested a more in-depth discussion at the June 2027 Plenary meeting, while another recalled that Recommendation CM/Rec(2018)8 was explicitly intended to apply to all forms of restorative justice at any stage of criminal proceedings. To facilitate the discussion in November, the Bureau invited the Secretariat to accompany the draft with a presentation highlighting the main issues for discussion.

The Bureau noted CEPEJ's interest in developing guidelines on the Recommendation on restorative justice and decided to invite CEPEJ to join the CDPC's ongoing work on guidelines on restorative justice, rather than undertake parallel work on the same topic, and to participate in the CDPC November Plenary on this item.

12. Crypto-assets

The Bureau took note of the information provided by the Secretary to the CDPC, Ms Eva Pastrana, that, in view of the technical nature of the subject, an expert in crypto-assets had been identified with the assistance of the Cybercrime Division to support the preparation of the report on national practices regarding investigations on crypto-assets (CDPC ToR deliverable No. 21), with contractual arrangements still to be concluded.

The Bureau further took note that a short questionnaire, similar to the one used for the work on AI and criminal law, would be prepared and, as requested by Germany, circulated to delegations for comments before its finalisation. The Council of Europe publication "Crypto-assets and decentralised finance" will serve as a basis for this work, which may also feed into the CDPC's future programme of work.

13. Child Friendly Justice

The Bureau heard a presentation by Ms Tanja Gerwien, Co-Secretary of the Steering Committee for the Rights of the Child (CDENF), together with the Head of the Children's Rights Division, Ms Agnes Vonmaravic, on the revised gap analysis report prepared in the context of the thematic review of the Guidelines on Child-friendly Justice, following the comments received from member States and international organisations. The report concludes that, rather than revising the Guidelines, preference should be given to supplementing texts, such as appendices or thematic notes, on issues including restorative justice, digital and AI-related

matters, and the choice of protective, alternative or punitive measures. A third option, limited to updating the preamble, had not been retained.

The Bureau took note that the report is expected to be jointly adopted by the CDENF, the CDCJ and the CDPC on 25 November 2026 in Strasbourg, during the CDENF Plenary meeting, where the CDPC will be represented by its President or Vice-President. It agreed that the CDPC Plenary should adopt its position on 24 November 2026. The Secretariat recalled the need to avoid any lowering of existing standards, notably as regards the age of criminal responsibility.

The Bureau also took note of the preparation of a new Council of Europe Strategy for the Rights of the Child, to apply from 2028, and of the suggestion that the CDPC could include in its next terms of reference a non-binding implementation tool complementing the Guidelines in an area within its remit, for instance the recruitment of children into criminal activities.

14. Corruption

The Bureau held an exchange of views with the President of GRECO, Mr David Meyer, on the CDPC President's non-paper on a possible update of the Council of Europe's anti-corruption acquis. Mr Meyer welcomed the early involvement of GRECO and recalled that standard-setting in this field is a prerogative of the CDPC. While supporting the objective of strengthening anti-corruption standards, the GRECO Bureau had raised questions regarding the added value of a new instrument, resource implications, prospects for ratification, the parallel transposition of the EU Directive and the risk of lowering existing standards. He suggested starting with a scoping exercise to identify existing gaps and the most appropriate means of addressing them.

The CDPC Secretariat mentioned the option of a legally binding instrument in the form of an additional protocol to the Criminal Law Convention on Corruption (ETS No. 173), which would extend updated standards to non-EU member States without lowering existing ones. Bureau members broadly supported proceeding with the exercise, some subject to national positions and available resources and prioritisation in order to preserve the quality of the CDPC's work. Some members suggested that prevention aspects be included.

The Bureau agreed that the Secretariat would, on the basis of the non-paper and the present discussion, prepare a document for the November 2026 Plenary meeting, also to be shared with GRECO, with a view to the possible inclusion of a draft additional protocol in the CDPC's terms of reference for 2028-2031. Bureau members were invited to send comments by 26 October 2026, and the document is expected to be circulated by 2 November 2026.

15. Fireworks and pyrotechnics

The Bureau recalled that, at its 89th Plenary meeting, following an initiative by the delegation of the Netherlands, the CDPC held an exchange of views on the growing misuse of fireworks and pyrotechnics, including as a means of intimidation against emergency responders, public figures and members of the judiciary, and invited the delegation of the Netherlands to develop a paper on the topic for its November 2026 Plenary meeting.

The Bureau took note that this paper had not been circulated so far.

16. Information points

a. Environment and Criminal Law

The Bureau took note of the information provided by the President that the Council of Europe Convention on the Protection of the Environment through Criminal Law had now 9 signatories including the EU, and that the Convention had been very well received at the UN Crime Congress and other UN-related side events. The Bureau further took note that responsibility for the promotion of the Convention had been transferred to the Directorate of Social Rights, Health and Environment, while oversight of its criminal law aspects remains with the CDPC, and that a representative of that Directorate would update the CDPC at its November 2026 Plenary meeting.

b. Steering Committee for New and Emerging Digital Technologies (CDNET)

The Bureau heard a presentation by Mr Vadim Pak, from the CDNET Secretariat, on the forthcoming 2nd Plenary meeting of the CDNET (Strasbourg, 21-23 October 2026). That meeting will review progress towards the signature and ratification of the Framework Convention on Artificial Intelligence and is expected to adopt further guidance under the HUDERIA methodology, on stakeholder engagement and on roles and responsibilities throughout the AI lifecycle, as well as discuss a thematic study on emerging technological trends of concern for human rights, democracy and the rule of law.

The Bureau also took note of the CDNET's sector-specific activities applying HUDERIA, notably in the health sector and, in 2027, in the justice sector in cooperation with the CEPEJ, and of its readiness to support other committees, including the CDPC, on AI-related matters. One Bureau member suggested that the CDPC should be associated with the work in the justice sector, and it was agreed that this would be followed up between the secretariats.

c. Combatting organised crime relating to drug trafficking (Pompidou Group)

The Bureau heard a presentation by Mr Rafael Benítez on behalf of the Pompidou Group, who requested the CDPC's support for the establishment, from 1 January 2027, of a drafting committee under its authority, tasked with preparing a draft Committee of Ministers Recommendation on organised crime relating to drug trafficking. This initiative builds on the Policy Guidelines based on the case-law of the European Court of Human Rights, prepared following the Reykjavik Summit, adopted on 2 June 2026, and noted by the Committee of Ministers on 14 October 2026. Given the cross-cutting nature of the subject (criminal justice, cybercrime, electronic evidence, corruption, financial investigations, children's rights, migration and public health), the CDPC would ensure consistency with existing Council of Europe standards.

The Bureau took note that the drafting committee would be a one-off body, composed of experts designated by the Pompidou Group and by several other Council of Europe bodies, that it was expected to complete its work in the second half of 2027 and submit the draft to the CDPC, and that the Pompidou Group would provide the secretariat and cover all related costs, without any financial or operational burden for the CDPC.

In reply to questions on the reservations previously expressed by some delegations and on the nature of the committee, Mr Benítez confirmed that the guidelines had been endorsed by the Committee of Ministers and that the mandate was limited to the preparation of the draft Recommendation. The Bureau decided to endorse this proposal, and the President indicated that the CDPC could provide an expert to take part in the work from early 2027.

d. Terrorism

The Bureau heard a presentation by Ms Jelena Jolić, Co-Secretary of the Committee on Counter-Terrorism (CDCT), on recent developments. It took note of the adoption by the Committee of Ministers, on 7 October 2026, of the Recommendation on the prosecution of terrorist offences, serious violations of international humanitarian law and other core international crimes committed in the context of non-international armed conflicts, the first instrument addressing the interplay between these areas, as well as of the signature of the Protocol amending the Convention on the Prevention of Terrorism by twelve States and the European Union.

The Bureau further took note that the CDCT Plenary meeting (18-20 November 2026) will consider a draft Recommendation on non-criminal law measures applicable to terrorist and violent extremist groups, as well as reports on the acquisition and use of firearms and explosives by terrorists and violent extremists, on the use of AI-generated evidence in criminal proceedings, and on foreign terrorist fighters. Work on a new counter-terrorism strategy is also under way, including on the recruitment of minors into terrorist activities.

In reply to a question by one Bureau member, it was agreed that the CDCT report on AI-generated evidence, which may be of wider relevance to the CDPC's work on AI and criminal law, would be shared with the CDPC following its consideration by the CDCT Plenary.

e. Medicrime

The Bureau heard a presentation by Mr Oscar Alarcón, Executive Secretary of the MEDICRIME Convention, on recent developments, including the election of a new Bureau of the Committee of the Parties, the outcome of the Regional Conference held in Chişinău, which identified the main directions of a future MEDICRIME strategy, and the progress of the first and second monitoring rounds. It took note of the adoption of a report on the MEDICRIME Convention in the age of AI and of the work of the Working Group on the unauthorised removal, including theft, of medical products from the supply chain, which may lead to a draft Recommendation to be considered for inclusion in the CDPC's next terms of reference. The Bureau also took note of the growing international visibility of the Convention, including in the Abu Dhabi Declaration, and of the recently launched cooperation with UNODC. Finally, the Bureau took note that the new Chair of the Committee of the Parties will address the CDPC at its November 2026 Plenary meeting to encourage further accessions.

f. Countering trafficking in human organs

The Bureau took note of the information provided by Mr Oscar Alarcón, Secretary to the Santiago de Compostela Convention, that, following the adoption of the first monitoring report in June 2026, the second monitoring round had been launched, complemented by an additional flash survey. It further took note of the preparation of a document clarifying the distinction between trafficking in human organs and trafficking in human beings for the purpose of organ removal, intended to address the view of some States that ratification of the Convention on Action against Trafficking in Human Beings made accession to the Santiago de Compostela Convention unnecessary. The Chair of the Committee of the Parties will inform the CDPC of developments at its November 2026 Plenary meeting.

g. Council of Europe Convention on Offences relating to Cultural Property

Recent events involving damage to historic buildings in Europe were mentioned. The Bureau took note that the Secretariat was considering a proposal for a concrete deliverable relating to the Nicosia Convention, to be submitted to the CDPC at its November 2026 Plenary meeting.

h. Hate Crime

The Bureau heard a presentation by Mr Wolfram Bechtel, Secretary of the Steering Committee on Anti-discrimination, Diversity and Inclusion (CDADI), on the CDADI's proposed future work, including a feasibility study on an international instrument to prevent and combat hate speech and hate crime, including online, and an implementation review of Recommendation CM/Rec(2024)4 on combating hate crime. The CDADI would welcome the participation of CDPC representatives in the work on the feasibility study.

The Bureau also heard a presentation by Mr Matteo Tracchi, Senior Advisor at the Hate Speech and Hate Crime Unit, on the draft Manual on the effective investigation and prosecution of criminalised hate speech, to be published in the first quarter of 2027 and followed by national training activities.

The Secretariat stressed that the CDPC should be closely involved in any work on the criminalisation of hate speech. It was agreed that the revised Manual would be shared with the CDPC Secretariat and that the CDADI would present the outline of the feasibility study at the CDPC Plenary meeting in November 2026.

17. Any other business

The Bureau took note of the different requests for Observer Status with the CDPC and some of its Subcommittees, and decided, in the case of the European Law Institute (ELI), to circulate its request among delegates via written procedure.

18. Dates of the next meetings

The Bureau decided to hold its next meeting on 22-23 April 2027 (from the morning of 22 April until 1 p.m. on 23 April), in Berlin, at the kind invitation of the Vice-President of the CDPC, subject to confirmation of the practical and budgetary arrangements.

As regards the CDPC Plenary meeting in June 2027, most of the Bureau members expressed a preference for 15-17 June 2027, subject to the availability of rooms and interpretation, while the dates of 8-10 June 2027 were provisionally reserved as an alternative.

19. Adoption of the List of Decisions