The Council of Europe is the continent’s leading human rights organisation. It comprises 47 member states, 28 of which are members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

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List of Abbreviations

CEP  Confederation of European Probation
CLCU  Criminal Law Co-operation Unit
CM  Committee of Ministers
CoE  Council of Europe
CPT  European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment
DES  Directorate for Execution of Sanctions
EC  European Commission
ECHR  European Convention on Human Rights
ECtHR  European Court of Human Rights
EM  Electronic Monitoring
EOM  External Oversight Mechanism
EPR  European Prison Rules
EU/CoE JP  European Union and Council of Europe Joint Programme
EUROPOL  European Police office
EuroPris  European Organisation of Prison and Correctional Services
HF SEE  Horizontal Facility for South East Europe
MoH  Ministry of Health
MoIA  Ministry of Internal Affairs
MoJ  Ministry of Justice
MoC  Ministry of Corrections
NPM  National Preventive Mechanism
PC-CP  Council for Penological Co-operation
PCF  Programmatic Co-operation Framework
RAN  Radicalisation Awareness Network
SOGI  Sexual Orientation and Gender Identity
SPS  State Penitentiary Service
ToT  Training of Trainers
UNDOC  United Nations Office on Drugs and Crime
VC  Voluntary Contribution
1 SUMMARY

The 2016 Highlights of the Criminal law Co-operation Unit (CLCU) reflect on the work done, and on the challenges that the CLCU and the Council of Europe’s (CoE) member states face in their daily work in the constantly evolving yet always fascinating field of law enforcement.

The CoE is in a unique position and has proven experience in promoting more humane and socially effective prisons, efficient probation services, and human rights-based policing.

CLCU key references were the standards and the specific findings of the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT), the case law of the European Court of Human Rights (ECtHR), the Human Rights Commissioner’s Reports, the European Prison Rules (EPR), the European Probation Rules, and the CM recommendations relevant to individual beneficiary countries.

Throughout the year CLCU sought to address identified needs and assist member states in meeting specific international commitments and improving the overall protection of human rights and respect for the rule of law in prisons.

In 2016 the CLCU work focused on improving legal and institutional frameworks, organising training programmes for prison, probation and police officers, and raising awareness on human rights matters. We also focused on obtaining medical equipment for prison medical services thus providing necessary conditions for prison services to meet their obligation for the provision of health care in prisons. More than 4000 individuals benefited from 204 activities in 2016.

When it comes to the provision of health care, including mental health care in prisons and police detention facilities, we have entered into a relatively new field – the protection of human rights of people deprived of their liberty in psychiatric institutions. The bases for this CLCU intervention were CPT recommendations and requests from member states for assistance.

We continued working on combating prison overcrowding and its far-reaching consequences: poor health care, lack of meaningful activities, and inadequate prison management. This was done at a regional level through the project on Criminal Justice Responses to Prison Overcrowding in Eastern Partnership Countries.

In this regard CLCU continued assisting member states to reduce overcrowding. This included finding ways to lower the levels of incarceration by using alternative sanctions and
measures, promoting a rehabilitative approach to the execution of criminal sanctions, and assisting with the establishment and/or modernisation of probation services.

As always, prison management was a large part of our activities. This included modern approaches to management and leadership, better and more efficient use of resources, and the introduction of dynamic security through in-service training for prison governors and other high-ranking prison officers.

In 2016, we broadened the support provided to police services through an expert assessment of the renovation of police detention facilities and its compatibility with CPT standards and the requirements of the ECtHR case law, and through continued work on the establishment of a fully-fledged police external oversight mechanism.

In total, 38 countries benefited from technical assistance and co-operation in the prison, probation, and police fields.
2 ALBANIA

2.1 Protection of human rights of prisoners

The HF Action “Protection of the human rights of prisoners in Albania” started in October 2016 with a launching conference and the first Steering Committee meeting at project level.

The overall objective of the Action is to enhance the protection of human rights of prisoners in Albania. The outcomes of the Action will be achieved through the following expected results:

✓ Enhanced professionalism of the prison staff to ensure a better human rights protection for prisoners;
✓ Establishment of individual sentence planning and regime for different categories of prisoners based on a needs and risk assessment;
✓ Improved provision of health care, including mental health care, and the application of medical ethics in prison;
✓ Establishment of an efficient complaint system, as well as strengthened governmental inspection and independent monitoring “

Duration: 24 months
Budget (€): 700,000
Overall Objective:
To enhance the protection of human rights of prisoners in line with CoE and CPT standards.

3 ARMENIA

3.1 Establishment of a Probation Service

2016 marked the third year of implementation for the project to support the establishment of Probation Service in Armenia. CLCU long-term involvement in the area of Probation in Armenia brought tangible results with the establishment of the Probation Service in Armenia and the adoption of the Law on Probation in May 2016. The Law was adopted after the organization of a public hearing with the logistical support of the project and after receiving comments by key national stakeholders. The project supported the draft of the law with the submission of a Legal Opinion in 2015, providing the necessary expertise for the creation of a Probation Service in line with CoE standards.

The knowledge of local probation staff and other professional groups, such as lawyers, prosecutors and members of the civil society, on probation was enhanced with the development of training curricula on selected probation topics. The training curricula, initially designed in 2015, was finalised after the organization of a second round of Training
for Trainers (ToT) in January 2016 and selected trainers delivered cascade training sessions for probation staff, prosecutors and lawyers in spring 2016.

The ability of the Probation Service to carry out its tasks in a professional and efficient manner was strengthened with the provision of office equipment for the support of every day work (computers, printers, faxes, stationery). Most importantly, new working methods of probation were introduced and the available means to reduce imprisonment and allow probationers maintain contact with the society were widened, by providing electronic monitoring (EM) devices. To ensure effective use of the EM equipment two one-day training sessions for probation officers were organized in December 2016.

The operation of the pilot probation units was further enhanced with regular visits of the local staff and the project international expert and the submission of activity reports by the Head of the Probation Service. The coordination of the involved stakeholders was facilitated with the organisation of two Inter-Agency Committees where the progress of the pilot units work was discussed. To ensure long-standing results and the sustainability of the newly established Probation Service in Armenia, an impact study has been drafted by the long-term CoE international expert. The study highlights the positive aspects and providing recommendations for the improvement of the pilot units at organizational, legal and administrative level.

Finally, with the aim to increase the understanding of the wider public for the role of the Probation Service, a promotional film was produced in both Armenian and English language.

3.2 Health Care in Prison

The project supported the adoption of legislative recommendations that will lead to a sustainable reform of the national healthcare system of penitentiary institutions with the ultimate objective of ensuring better health of inmates and protection of their human rights. A Concept Paper on “Upgrading the medical services in the prison system of Armenia”, drafted with support of CoE experts encompasses a road map for the adoption of the necessary legal reforms and the Government of Armenia officially endorsed the proposed reforms among the priorities for 2017. To the same end, a team of CoE experts (local and international) provided the MoJ with the first set of proposed legislative
amendments on the basis of the Concept Paper, while the remaining proposed recommendations will be adopted as legislative acts during the first half of 2017.

With the aim to strengthen the professional skills and abilities of medical and non-medical prison staff, project experts have developed two extensive training courses on health promotion and prevention activities in prisons and medical ethics and human rights. The training courses provide first-hand knowledge on penitentiary healthcare issues and were designed based on the needs of the penitentiary institutions personnel. In total, thirty three national trainers attended two rounds of ToTs and increased their knowledge that will be further disseminated through cascade seminars to medical and non-medical staff in the first half of 2017.

To multiply the results of the training component and to meet the needs for continued medical education of penitentiary medical staff, CoE experts have, additionally, developed a professional curriculum consisted of five training modules.

The project contributes to the improvement of the available prison healthcare infrastructure that defines to a great extent the quality of the services provided. The new medical equipment that will be purchased with the financial support of the project along with the renovation of the healthcare units undertaken by the MoJ will upgrade to a significant extent the medical services available to detained persons. To this end, CoE experts carried out an assessment and identified the needs in medical equipment. Subsequently, technical specifications were developed and the tender for the provision of the medical equipment was launched.

The project contributed to the transfer of know-how on prison healthcare to Armenia by organizing a study visit to Sweden. Representatives of the MoJ and the Ministry of Health (MoH) increased their knowledge and were acquainted with the legal and institutional framework of Swedish prison healthcare services, capacity building activities for medical and non-medical staff of prisons and material conditions of prison infirmaries.

### 4 AZERBAIJAN

#### 4.1 Further Support to the Penitentiary Reform

The EU and CoE started a new Joint Project in Azerbaijan in September 2016. The project on “Further support to the penitentiary reform in Azerbaijan” aims to assist the national authorities in reforming the country’s penitentiary system in line with European standards and in particular focuses on promoting improved healthcare (including mental healthcare).
services for inmates and human rights compliant practices in management of prisons. Soon after the CoE project team was set up, they held introductory meetings with the main project partners, the State Penitentiary Service and Main Medical Department of the MoJ of Azerbaijan and other stakeholders, including the Commissioner for Human Rights of the Republic of Azerbaijan, the Head of the Parliamentary Committee for Legal Policy and civil society organisations. To facilitate smooth coordination and regular oversight of project progress, the Steering Committee (SC) of the project was established and held its first meeting in November, adopting the work plan and timetable of activities for the first 6 months. Among the first activities, the CoE Manual on Prison health care and medical ethics was translated into Azerbaijani to increase awareness among the local partners on the respective European standards and best practices in provision healthcare services for inmates.

**5 BOSNIA AND HERZEGOVINA**

**5.1 Improving sanctions policies**

Justice and prison policy makers and professionals, representatives of civil society and monitoring bodies supported the solutions proposed for more effective implementation of community sanctions and establishment of probation service(s) in five public debates; a framework training programme on core, advanced, treatment and managerial competences generated endorsement of wider professional community in two conferences; a draft Strategy on creating more permanent training structure(s) for prison staff in BiH and the complementing draft Memorandum of co-operation were developed with expert support; the local pool of prison staff trainers were accredited to deliver programmes developed within the framework of the CoE-implemented projects.

The draft amendments to criminal legislation in BiH on community service, conditional release,
suspended sentence with protective supervision, prisoners’ transfer, exercise of home leave and EM were used in inter-entity discussions to allow for transfer of prisoners across jurisdictions. An Options assessment paper on introduction of probation service(s) in BiH, the accompanying Action Plan and draft framework Probation law(s) were taken into consideration when adopting future legislation by the competent Assistant Ministers of Justice in BiH.

5.2 Prison Staff Training

Three Manuals, on advanced, treatment and management competences for prison staff in BiH, cross-referenced with international standards and best practices, were co-authored with local prison professionals and MoJs and training designed thereof delivered to 14 prison establishments. The Republika Srpska Law on Execution of Criminal Sanctions was amended to reflect the importance of training material developed under the CoE’s prison reform programme in BiH in the prison staff annual training plans.

The cadre of trained trainers from across prison jurisdictions was accredited through a competence assessment process. This lead to the MoJs’ request to support further embedding of the designed training programme until more sustainable and harmonised training structure(s) are put in place. Experiences and best practices were exchanged with more developed jurisdictions throughout, albeit tables turned in an unexpected way when colleagues from more developed jurisdictions inquired after copies of the training manuals and guidelines produced in BiH to be shared in order to improve their own practices! As part
of their occupational therapy, female prisoners sewed promotional bags for prison projects, thus verifying applicability of the drafted Guidelines for development of treatment programmes in practice.

Closing event, June, Sarajevo

5.3 Protection of the detained and sentenced persons’ rights

The drafting of three Handbooks, separate but with human rights of persons deprived of liberty as their common nominator (guidelines for the law enforcement officers, operational procedures for the prison treatment staff and protocols for the prison medical staff), followed against the backdrop of series of consultation meetings with the wider professional community, expert assessment visits and findings formulated thereof. Training programmes designed thereof are expected to strengthen the training structures, practices and methodology.

Duration: 24 months
Budget (€): 900,000
Overall Objective:
To support BiH authorities in ensuring compliance with European standards as necessary and to assist them in advancing further towards the stabilization and European integration.
6 BULGARIA

6.1 Antidiscrimination within police (Norway Grants)

Police officers working in multi-ethnic environment and/or in places with a high density of Roma population increased awareness of the obligation to combat stereotypes against Roma and to act with respect for Roma values and culture in line with European antidiscrimination standards.

Duration: 19 months
Budget (€): 135,400
Overall Objective:
To prevent and reduce the allegations of violation of human rights by the police while acting in a multi-ethnic environment, with special focus on the Roma population, and to enhance the police skills and knowledge to uphold human rights while using force, auxiliary means, and firearms.

6.2 Capacity building in the Prison system (Norway Grants)

The results achieved during the implementation of the Norway Grants activities in Bulgaria were evaluated at a meeting in Strasbourg by officials from the Bulgarian MoJ, Norwegian Government and the CoE Secretariat.

6.3 Implementation of ECtHR Judgments and CPT standards (Human Rights Trust Fund)

The ECtHR has rendered a number of judgments against Bulgaria which have found that the conditions of detention in Bulgaria are incompatible with the Convention’s requirements. Given the persistent nature of the problems identified the ECtHR has applied a pilot-judgment procedure in the case of Neshkov and Others v. Bulgaria on 27 January 2015. In its pilot judgment, the Court found that in Bulgaria there are systemic problems of poor conditions of detention and lack of effective remedies available to inmates. The CPT has carried out many visits to Bulgaria since 1995 and has repeatedly identified numerous shortcomings concerning conditions in the prison. As a result of these findings, on 26 March 2015, the CPT issued a Public statement (CPT/Inf (2015) 17) concerning Bulgaria indicating these shortcomings.

The MoJ requested the Council of Europe to assist the country in the process of the prison reform. The project was developed following this request and its main aim is to assist the authorities in the implementation of Neshkov pilot judgment and the CPT recommendations.
Priorities regarding the implementation of the project were presented and elaborated by representatives of the judiciary, prison and probation services and NGO-s at a launching event and the work started for drafting a practical guide on probation and curricula on prohibition of torture. Modern e-tools such as the Human Rights Education for Legal Professional (HELP) Programme are used during the implementation of this project. Particular attention is paid to the update to the Bulgarian context of the HELP modules on alternative measures to imprisonment in order to encourage the judiciary to apply them and, thus, to combat prison overcrowding.

7 CZECH REPUBLIC (Norway Grants)

As Donor Programme Partner the CoE provided advice at programme level to relevant authorities in the prison and probation fields and contributed to two Co-operation Committee meetings, held respectively, in Strasbourg and the Czech Republic.

8 GEORGIA

8.1 Human rights and health care in prisons and other closed institutions

Improving prisoners’ access to health care services; ensuring better treatment and care for prisoners with mental health problems and patients in psychiatric institutions as well as supporting the prevention of ill-treatment continued to be in the forefront of two consecutive projects implemented in Georgia jointly by the EU and CoE. The projects not only concerned prisons but also police detention facilities and psychiatric institutions directly working with the Ministry of Corrections (MoC), Ministry of Internal Affairs (MoI), MoJ, the Public Defender’s Office, and the Chief Prosecutor’s Office as well as involved wider circle of professionals, civil society and academia.
To create a healthier prison environment, the projects helped the national authorities both to equip the prison staff with relevant knowledge and skills to better understand and handle health (including mental health) issues in prisons as well as to develop legislation and policies that regulate the organisation of health care work in prisons. In particular, the projects continued to help introducing and consolidating the Suicide Prevention Programme in prisons through developing additional tools for administering the programme and assessing its implementation and training the staff. Frontline staff was also prepared to provide first aid for inmates and a long-term training programme for medical staff was developed. Besides, the CoE reviewed the prison mental health strategy that defines priorities areas for improving management of prisoners with mental health problems and guidelines on dealing with people with borderline personality disorders and antisocial behaviour developed. Work on reviewing mental health care legislation and practice as well as training for staff of psychiatric institutions and raising awareness on the rights of persons with mental health problems continued.

To prevent human rights violations in places of detention, the projects assisted in improving internal prison inspection by advising on the draft Statue of the General Inspection of the MoC and training. It also helped the MoIA in developing instructions for the newly recruited doctors in temporary detention isolators. The Ministry adopted the instructions and training of doctors is underway. Besides, line ministries adopted new forms that were developed by the CoE’s assistance and that help doctors to document the injuries of inmates both in prisons and in police detention in line with the Istanbul Protocol. Accurate medical files are expected to help investigation in ill-treatment cases. Preparation of doctors to use the forms has started. To promote ethical behaviour
among police officers, the CoE helped in revisiting the Code of Ethics and relevant teaching methodology.

Training on how to document injuries inflicted upon the alleged torture and other cruel, inhumane and degrading treatment or punishment of prisoners, Tbilisi

### Duration (1st project/phase):
- 35 months
- **Budget (€):** 3,340,000

### Duration (2nd project/phase):
- 18 months
- **Budget (€):** 745,000

### Overall Objective:
To strengthen human rights and improve the provision of healthcare (including mental health care) in prisons, police detention and other closed facilities in Georgia in line with European standards

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**9 KOSOVO***

**9.1 Strengthening the National Preventive Mechanism (NPM)**

Through amending the Law on the Ombudsperson, Kosovo* has aligned with the OPCAT requirements, establishing the role of the Ombudsperson as the NPM. However, while legislation was improved, it has been assessed that further capacity-building measures are needed in order to successfully implement the NPM mandate.

Thus, with the implementation of this project, the professionalism and efficiency of the Ombudsperson's staff assigned to work in the NPM was strengthened through the development and implementation of a training programme on conducting preventive visits.
to detention places, including an on-site coaching session. All NPM staff, as well as other Ombudsperson’s staff working with persons deprived of their liberty, were able to improve their monitoring methodology and tools through conducting coached preventive visits to closed medical facility and closed detention establishment for juveniles, with focus on health care provision to inmates and on the detention conditions and treatment of juveniles.

9.2 Protection of human rights of prisoners

In the report published in September 2016 (CPT/Inf (2016) 23), the CPT noted that the overall situation in the Kosovo* penitentiary system has improved over the last few years. Still, it was noted that there was a serious lack of in-service training for the correctional and health care staff, as well as absence of social rehabilitation for the prisoners. The two latest European Commission (EC) Country Reports for Kosovo* emphasized that further efforts were required by the authorities to ensure adequate treatment of prisoners placed under solitary confinement. Additionally, the 2016 Country Report highlights that the recommendations stemming from the inspections of penitentiary facilities by the Internal Inspectorate of the MoJ are not systematically addressed.

With the implementation of the HF Action “Enhancing the protection of human rights of prisoners in Kosovo*”, the CoE assists the local authorities in overcoming the identified shortcomings and practical deficiencies related to the treatment of sentenced persons in Kosovo* and provision of healthcare in prisons. The initial stage of the implementation was marked by a launching conference in November 2016, followed by two assessment visits on: initial and in-service training of prison staff and provision of health care to prisoners, with a view on facilitating the on-going transfer of the prison healthcare system from the MoJ to the MoH.

10 LATVIA (Norway Grants)

10.1 Protecting the rights of detainees

A handbook on human rights for police officers/staff working in police short-term detention facilities was developed and

<table>
<thead>
<tr>
<th>Duration: 24 months</th>
<th>Budget (€): 130,800</th>
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<tr>
<td>Overall Objective:</td>
<td>To align the material conditions of police short-term detention centres and places of temporary keeping, the related provisions of legislation and police training in compliance with the European standards.</td>
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distributed to all police officers working in such facilities; best practise on the rights of detainees was shared at an international conference on human rights in police detention centres.

Twenty one police detention facilities were renovated according to European standards during 2014-2016. The renovations were made on the basis of expert recommendations in assessment visit reports. Three final assessment visits to evaluate the material conditions of the renovated police detention centres were also carried out.

**Improving the Standards of Latvian State Police detention centres**

**BEFORE**

![Before image]

**AFTER**

![After image]

11 **MONTENEGRO**

11.1 **Protection of human rights for detained and sentenced persons**

The HF Action “Protection of the human rights of detained and sentenced persons in Montenegro” started in October 2016 with a launching conference and the first Steering Committee Meeting at project level.
The overall objective of the Action is to enhance the protection of human rights of detained and sentenced persons in Montenegro in line with the CoE standards and in particular with the standards set by the CPT.

The outcomes of the Action will be achieved with the help of the following expected results:

✓ Prison and police employees capacity to prevent ill treatment and combat impunity is further developed
✓ Improved healthcare regulatory/operational framework and increased capacities of medical staff to fight ill-treatment in prisons
✓ Systematic solutions for reduction of overcrowding in prisons and improving detention conditions are developed
✓ The institutional set up for the provision of health care services to prisoners and detainees is improved
✓ The rights of patients in psychiatric institutions are improved and better protected
✓ Rehabilitation and reintegration programmes are introduced by CSOs in selected prisons

12 PCF REGIONAL PROJECT

12.1 Combating prison overcrowding

The PCF Regional project provided further assistance to relevant institutions in the four targeted countries: Ministries of Justice of Armenia, Republic of Moldova and Ukraine and the MoC of Georgia to ensure progress in preventing/combating prison overcrowding and to strengthen regional co-operation. Further to a 2015 study on combating prison overcrowding, conducted in the four countries, country-specific recommendations were elaborated with the relevant authorities, focusing on the areas where further improvements are needed: to have a proper system of preventing re-offending, a well-established parole system based on risk assessment and operational probation services for aftercare supervision of the inmates and for preparation for release.
13  ROMANIA (Norway Grants)

13.1 Strengthen human rights and combating discrimination in Police and prison systems

Two Guides on human rights for police officers working in pre-trial detention centres and on antidiscrimination and two Leaflets for detainees in police detention centres were developed; best practices on human rights were shared among police officers working in pre-trial detention; 600 guides and 2000 leaflets were printed and distributes among the police officers and in police detention centres; a total of 820 copies of guides and leaflets were translated into other languages than Romanian: Hungarian and Romani.

Duration: 11 months
Budget (€): 110,000
Overall Objective:
To provide assistance to fight overcrowding in prisons and effective and targeted use of alternatives to imprisonment in six countries of the Eastern Partnership (Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine).

Duration: 36 months
Budget (€): 172,300
Overall Objective:
Improving the pre-trial detention system in compliance with relevant human rights.
Two assessment visits were conducted in three prison establishments and the findings were discussed at the first Roma Monitoring Committee meeting.

14 “THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA”

14.1 Establishment of an External Oversight Mechanism (EOM)

Several ECtHR judgments against the country held that there was violation of Article 3 of the Convention (prohibition of torture and inhuman or degrading treatment), more specifically the Court have found violation in respect to the procedural aspect of this article on an account of the failure of the authorities to conduct an effective investigation into the applicants’ allegations of police brutality. One of the major concerns for the CPT (CPT/Inf (2012) 38), following its latest visits to the country, remains the system of accountability for law enforcement officials in cases of alleged ill-treatment. In this respect, CPT recommended to the national authorities to ensure that an investigation was carried out into every allegation of ill-treatment and that senior officers were held accountable for their line-management responsibilities.

The support for the establishment of the EOM was requested by the MoIA based on the successful co-operation and experience within the EU/CoE JP “Capacity Building of the Law-Enforcement Agencies for Appropriate Treatment of Detained and Sentenced Persons”. The establishment of the EOM was based on an expert assessment of the existing oversight mechanisms for the control of the police work and on the analysis by a working group of necessary improvements in the system, including a suggestion for the most suitable model applicable in the country, supported by a study visit to Slovenia. The establishment of the EOM with a legal and institutional framework was

**Duration:** 23 months  
**Budget (€):** 15,300  
**Overall Objective:**  
To provide needed support on Roma matters to the Roma Monitoring Committee in order for the latest to measure and evaluate the results and impact of the outputs targeted towards the Roma population within all the projects under the Programme Area 32 (Correctional services, including non-custodial sanctions).

**Duration:** 5 months  
**Budget (€):** 75,000  
**Overall Objective:**  
To ensure the identification of an independent and effective oversight mechanism over the law-enforcement agencies in the country.
further supported by the HF Action “Enhancing Human Rights Policing”, which started in September 2016.

14.2 Strengthening the protection of the sentenced persons’ rights

The latest CPT reports on the visits to the country (CPT/Inf (2012) 38, CPT/Inf (2018)8), the EC Progress reports and the NPM reports detect serious and consistent shortcomings that could lead to ill-treatment of imprisoned persons. The CPT’s delegation found that the lack of training and support provided to staff is linked to problems highlighted in the report such as ill-treatment, inter-prisoner violence and a lack of activities for inmates. In several reports, the NPM has been pointing to the poor management, lack of rehabilitation and educational activities, as well as corruption, ill-treatment of inmates by prison officers and inter-prisoner violence.

In order to provide for systematic address to the identified shortcomings and gaps and for an efficient and professional approach in organisation and supervision of the work of the penitentiary institutions, the CoE supported the devise of a comprehensive National Strategy for Development of the Penitentiary System (2015-2019), within the JP “Capacity Building of the Law Enforcement Agencies for Appropriate Treatment of Detained and Sentenced Persons”, funded by the EU, and implemented by the CoE in the period 2012-2015. The main aim of this HF Action, launched in June 2016, is to support the implementation of this comprehensive National Strategy.

As part of this Action, assessment reports with recommendations for improvements were submitted to relevant authorities further to three assessment visits, respectively, on ill-treatment and corruption in the national penitentiary system, on reviewing existing provisions regulating disciplinary procedures and measures against prisoners and on strengthening the selection criteria and professionalism of prison managers. Four working groups were established based on recommendations in the reports to work on efficient prison inspection, on prevention and dealing with cases of ill-treatment and corrupt practices, on disciplinary measures and solitary confinement of inmates and on the treatment and rehabilitation of vulnerable groups of prisoners. Draft amendments to the Law on Execution of Sanctions related to prison inspection and the criteria for selection and
competences of prison managers were developed and the first drafts of three specific modules for the treatment of vulnerable groups of prisoners with focus on life and long-term sentenced prisoners, women and sex offenders were prepared. All the issues addressed were based on the priorities identified in the National Strategy for Development of the Penitentiary System, and agreed with the Directorate for Execution of Sanctions (DES) of the MoJ.

### 14.3 ‘Human Rights Policing’

The reports from the CPT visits to the country (CPT/Inf (2012)38, CPT/Inf (2016)8), the EC Progress reports and other reports produced by human rights monitoring bodies confirm the trend towards an improvement in the professionalism of police officers and legal framework for prevention of cases of ill-treatment. Nevertheless, credible allegations are still received of deliberate physical ill-treatment by police officers of persons deprived of their liberty and numerous recommendations have been issued to the national authorities with respect to strengthening the safeguards against ill-treatment.

One of the major concerns is the system of accountability for law enforcement officials in ill-treatment cases, which issue has been initially addressed by the project “Support the establishment of an EOM”. Important steps have been undertaken in support to the provision of continuous training for the police officers and enhancing the internal police control system, however the crucial step in preventing and sanctioning ill-treatment remains the introduction of an effective oversight over police work through establishing an external mechanism.

### Duration: 30 months

**Budget (€):** 950,000

**Overall Objective:**
To strengthen the protection of the rights of sentenced persons in line with CoE standards

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Launching conference, September, Skopje
Thus, this HF Action in 2016 focused on the establishment of the EOM through supporting the consultation process and the drafting of EOM institutional and operational framework with active involvement of all affected stakeholders. The strengthening of the continuous police training system continued on the basis of the results achieved within the previous JP (implemented in the period 2012-2015) and recommendations for improving the current training curricula and the three modules for in-service police training were developed on the basis of an expert assessment visit.

**Duration:** 18 months  
**Budget (€):** 550,000  
**Overall Objective:**  
To strengthen the protection of the rights of apprehended and persons in police custody in the country in line with CoE and international standards.

### 15 UKRAINE

#### 15.1 Penitentiary Reform

The MoJ of Ukraine announced Year 2016 to be the Year of the Penitentiary Reform. The transformation of the prison system will of course take much longer than a year. However, this ministerial focus on reforming the penitentiary has made the problem of execution of criminal sanctions more visible to the general public and provided positive dynamics to the project which is implemented as part of the EU/CoE Programmatic Cooperation Framework (PCF) and which had its second year of implementation in 2016. Thanks to the fact that the main partners in the project implementation are the most important stakeholders of the reform the project remained relevant to address additional requests from the national stakeholders that has arisen in connection to the reform measures.

The initiated **structural reform** resulted in the integration of the State Penitentiary Service (SPS) into the MoJ. As a result, an Inspection Unit subordinated to the Deputy Minister for the Penitentiary was established. The idea was to complement the NPM monitoring with regular internal inspections to prisons. To equip the new unit with knowledge of European standards and best practices, at the request of the First Minister of Justice, the international and national experts prepared a range of technical papers, e.g., the Guidelines on

**Duration:** 36 months  
**Budget (€):** 1,000,000  
**Overall Objective:**  
To strengthen the observation of human rights and rule of law in treatment of prisoners in Ukraine.
inspection, a Draft Manual for inspectors and a Comparative study on internal inspection models in seven European countries. The work of the Parliamentary Sub-Committee on penitentiary matters was also further supported with expertise on six draft laws aiming to improve conditions of detention, thus placement of prisoners, their contacts with the outside world, visiting arrangements and other aspects of prison life. Four of them were adopted by the Parliament in September 2016\(^1\). Furthermore, as part of the assistance on legal and policy development, the project experts supported consultations on the Draft Law “On Preventive and Compensatory Remedies and Establishment of the Institution of Penitentiary Judges”.

To improve awareness of inmates about their rights and available avenues to file a complaint, the project developed and distributed 8,000 copies of the brochure Know Your Rights. In addition, an expert presentation of problematic areas of the prison complaints mechanism was delivered and discussed and a set of recommendations were presented to the authorities.

One of the Ministry’s key priorities was the establishment of probation service on the basis of the former criminal executive inspections of the SPS, and although the EU/CoE PCF project had been designed to focus on inmates in custody, the six-month pre-release penitentiary probation concept stipulated in the new law on probation proved a good entry point for implementation of social and life skills programme for prisoners. By the end of 2016 a catalogue of seven short courses had been prepared and now launched in six pilot prisons of different regimes.

In tune with the PCF programme motto for the penitentiary initiatives “From Punitive to Rehabilitative Approach”, the international conference “Towards a safer society through resocialisation practices” was held in Kyiv in September 2016. This event reinforced the message on importance of the resocialisation process (whether in custody or upon release) and support to the penitentiary reform efforts by demonstrating a variety of already

\(^1\) – Draft Law 2251a – on improvement of the procedure of imposing incentives and penalties on convicted

– Draft Law 2252a – on humanization of the procedure and conditions of execution of punishment

– Draft Law 2253a – on improvement of guarantees of the right of convicts on serving punishment according to the place of their residence before conviction or the place of permanent residence of their relatives

– Draft Law 2255a – on Improvement of access to justice for people held in pre-trial detention facilities and facilities for execution of punishment
developed practices. Five different donor-funded projects demonstrated their approaches in resocialisation of inmates. During the event two pilot prisons for juveniles – from Kremenchuk and Pryluky- presented their success stories: how the juveniles in their care learn simple skills that help them to re-establish links and support their families upon return, to apply for a job and are being trained in basic entrepreneurial skills as well as how the juveniles can be engaged in serious discussions about life problems with the help of short documentary films. The latter activity built on an on-going initiative called “Human Rights Documentary Media Clubs” which was identified as a good practice and received further support from the project and was implemented in close cooperation with the Bila Tserkva In-service Training Centre of the penitentiary service.

To enable a policy shift towards a more rehabilitative climate in prisons, the project delivery over 2016 was concerned with promotion of the best European practices of prison management: the pilot prisons’ personnel, including the front-line staff and instructors of the Bila Tserkva In-Service Training Centre had been trained in pro-social modelling and communication. The Code of Ethics for Prison Personnel was reviewed and updated in line with the CoE recommendation, while two guiding documents, one on Suicide Prevention and the other on Dynamic Security, are presently at different stages of development by the pilot prison officers, participants of the project. A concept of the Project Management Manual was presented and well-received by the prison governors and other prison professionals. To the same end of promoting more humane prison management practices, the annual conference for senior prison managers “Vision for Change-2016” brought together governors from all prisons in Ukraine and facilitated open discussion on the modern penal strategies and approaches and their application in Ukraine. The conference speakers, including the one from the CPT Secretariat, provided the insights into the CPT
monitoring routines and brought to the agenda the dynamic security approach to prison management.

Last but not least, at the request of the project’s Coordination Committee members, to remain relevant at the time when Ukrainian authorities were discussing the appropriate model of prison healthcare for Ukraine, the project took a group of top level policy- and lawmakers for a study visit to Austria, providing insights to them on institutional, organisational, legal and financial aspects of the prison healthcare system in another European jurisdiction.

16 Council of Europe Budgetary Programmes

16.1 POLICE

Multilateral and bilateral co-operation activities in the police field focused on police and human rights with an emphasis on police detention centres and the safeguards against ill-treatment provided at these premises, the domestic violence, and discrimination with references to the ECHR and the ECtHR case law, the European Code of Police Ethics and the CPT standards.

Police officers in Armenia elaborated practices regarding police interaction with citizens in crimes investigation and community engagement and increased their capacity to combat discrimination within police, to build trust in the society, to improve communication with vulnerable groups and to develop community policing.

Police officers of Cracow region in Poland increased their professionalism to better protect the rights of the detained persons, to ensure proper conditions of detention and to implement the CPT standards related to police premises and complaints mechanism.

Knowledge and experience on domestic violence was shared among police officers in two workshops, respectively, in Albania and Republic of Moldova, with emphasis on the need to make necessary improvements in the relevant legislation in line with CoE standards. Such an exchange supported the police officers to be better prepared in dealing with cases of violence

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2 126 police officers increased their professionalism through bilateral and multilateral co-operation activities.
against women, to improve police response to calls for help and complaints, to support victims in co-operation with specialised women support services and to have a better understanding of the role of police in such situations.

16.1.1 Republic of Moldova - Law on Police

In the context of the on-going reform of the police sector and of the Ministry of Internal Affairs, the Government of the Republic of Moldova has requested the CoE to provide legal expertise on the regulatory framework covering the situation on the assault/insult inflicted on police officers.

The CoE consultants paid visit to the Republic of Moldova and held a series of meetings with the officials, made desk research and analysed the legal framework related to the issues and proposes a series of measures to ensure the protection of police officers victims of violence in accordance with the principles of legality, necessity and proportionality of the law. They also recommended enhancement of police training that will provide police officers with necessary knowledge and skills to deal with these challenging situations.

16.1.2 Multilateral meeting on police role in combating discrimination

The Multilateral meeting on police role in combating discrimination was attended by representatives of Police Academies of 16 countries and European Police office (EUROPOL). The meeting was jointly organised by the CLCU and the Sexual Orientation and Gender Identity (SOGI) Unit of the CoE (Strasbourg, 15-16 December 2016). The exchange of experience and good practices focused on the best ways of combating different forms of discrimination in line with European standards and on the strengthening of the concepts of non-discrimination, police-citizen relationship and the role of police as an actor in anti-discrimination policies. A draft training Manual for police – Combating Hate Crime (prepared by SOGI), was also presented at the meeting.
16.2 PRISON AND PROBATION

16.2.1 Multilateral meeting on mental health care in prison

The multilateral meeting on mental health care in prison contributed further to bringing the treatment of prisoners to the level required by the standards of the CoE and the CPT. The exchange of experiences of good practice among 40 senior officials representing MoJs and Prison Administrations and prison psychiatrists and psychologists from 35 CoE member states focused on an important aspect of the protection of prisoners’ rights: the provision of care to prisoners affected by mental health problems. Two main aspects were elaborated: the management and treatment of prisoners with mental problems. The professional exchange focused particularly on issues related to identification of psychiatric symptoms, major personality disorders and risks of suicide of prisoners upon admission; the need to provide psychological support for their adaptation to prison and to overcome any withdrawal symptoms resulting from the use of drugs, medication and alcohol; development of treatment plans with therapeutic and rehabilitative activities; addressing special needs of vulnerable prisoners; preventing ill-treatment caused by isolation and restraints and the implementation of safeguards against ill-treatment.

The meeting contributed further to a better understanding that while prisoners with mental problems are in general a big challenge for prison staff, those affected by personality disorders need special attention, care and support in order to avoid reoffending after release.

16.2.2 Multilateral meeting on Reducing Reoffending and Prison Overcrowding

The multilateral meeting brought together senior officials and practitioners in the field of probation from 19 countries where the CoE is implementing co-operation activities and projects in the penitentiary field and a number of EU countries which are facing prison overcrowding. The exchange of experiences among professionals focused on important areas of probation service’s activities: preparation of pre-sentence reports for the courts,

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3 152 officials and professionals benefited from bilateral and multilateral co-operation activities.
implementation of community service, probation supervision of offenders in the community, the use of EM and the role of the probation staff in supporting prisoners’ early release.


The meeting conveyed the message that whether or not probation agencies and the prison service form part of a single organisation, they should work in close co-operation in order to contribute to a successful transition of offenders from life in prison to the community. Emphasis was placed on the necessity that relevant institutions and services increase their efforts to enhance the efficiency of the implementation of community sanctions and measures to support the social reintegration of offenders for reducing reoffending and prison overcrowding.

16.2.3 Greece - Meeting on Prison Management

An exchange of experiences and good practices among officials of the MoJ and governors of all prisons in Greece and prison professionals from other countries contributed to an increased capacity to address more efficiently the shortcomings in the prison system in Greece, identified by the CPT (CPT/Inf (2016) 4) during its country visits.

The management of long-term prisoners, based on a risk and needs assessment, the use of solitary confinement as a disciplinary measure, management of prison staff, strengthening dynamic security, treatment of vulnerable prisoners and safeguards against ill-treatment were the main issues elaborated at the meeting.

16.2.4 Croatia - Meeting on Prison Health Care

A professional exchange among doctors, nurses, medical technicians from all prisons in Croatia, officials from the MoJ, MoH and the Public Health Institute and prison health care professionals from other countries became an important forum for discussing ethical dilemmas and challenges faced while providing care to prisoners.

The evaluation of medical needs, medical examination and documentation, psychiatric care and treatment plans, prevention of the spread of HIV/AIDS, TB and dual epidemics in prison, the care to prisoners with personality disorders
and other vulnerable prisoners, suicide prevention and safeguards against ill-treatment were on the focus of such an exchange.

16.2.1 Meeting on Combating radicalization and violent extremism in prison and probation services

The objective of the expert meeting was to bring together the representatives of the prison and probation services of the Council of Europe member states who deal specifically with radicalisation issues in their respective systems. The meeting was also attended by the members of the Council for Penological Co-operation (PC-CP) Working Group currently drafting a Handbook for prison and probation services on radicalisation to violent extremism, as well as by the European Commission (EC), Radicalisation Awareness Network (RAN), United Nations Office on Drugs and Crime (UNDOC), European Organisation of Prison and Correctional Services (EuroPris) and Confederation of European Probation (CEP).

The Guidelines for prison and probation services regarding radicalisation and violent extremism, adopted by the Committee of Ministers in March 2016 was the foundation of the meeting that aimed to enrich the forthcoming Handbook on the same subject, expected to be adopted by the European Committee on Crime Problems (CDPC) in December 2016. The meeting was an excellent forum for a dialogue among experts and for exchange of information and expertise.

The meeting focused on several topics such as information sharing and the confidentiality and data protection; on risk assessment, security and rehabilitation management, on multi agency approach and cooperation with communities, families and peers, and of course on the capacity building for the staff.

Some of the best practices shared at the meeting formed a part of the Handbook, of course presented in a general manner respecting confidentiality and data protection.

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4 81 designated representatives of prison and probation services exchanged information, experience and good practice at the expert meeting on radicalization and violent extremism in the framework of the VC Belgium part of the project “Promote increased capacity of prison administrations in the area of prison management through targeted technical co-operation”.

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During 2016, the CLCU issued 4 publications in Print version and some of them on-line. Some of the Publications were translated into other languages.

The Manual on Prison Health Care and Medical Ethics was translated into Romanian and Bosnian/Serbian/Croatian.

The Handbook “Combating ill-treatment in Prison” was published in English, Georgian and Bosnian/Serbian/Croatian. The handbook is designed for practitioners working in prisons. It examines one particular aspect of the protection of prisoners’ human rights: the prohibition of ill-treatment in prison. The text highlights the relevant standards of the Committee of Ministers of the Council of Europe Recommendations and of the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT), and the case law of the European Court of Human Rights.

Due to the high demand of different Institutions the Handbook “Standards and ethics in electronic monitoring” was reprinted for the second time.

The brochure on Prisoners’ Rights (Know Your Right) was launched through the CoE/EU Eastern Partnership Programmatic Cooperation Framework Project “Further Support for the Penitentiary Reform in Ukraine”. It was distributed in prison establishments and was in high demand among the representatives of the Ukrainian Bar Associations. The brochure was published in Ukrainian and in English.

Through the CoE/EU PCF “Promoting penitentiary reforms (from a punitive to a rehabilitative approach)” the Study Criminal justice responses to prison overcrowding in Eastern Partnership countries (Armenia, Georgia, Moldova and Ukraine) was conducted.
The final country specific and a general reports were developed and recommendations for further steps and improvements by individual country were defined.

The visibility of the CoE action was ensured constantly through web publications, visual materials and media outreach.

Web publications covered all activities and were made available on the CLCU website, the dedicated project websites and on partner institution websites. The key activities were equally reported on the DGI website, social media and on CoE field offices websites. A constant effort was made to provide the information in the languages most accessible to beneficiaries.

To increase the visibility in the countries where the projects are implemented new websites of the CoE field offices were created (among them the website of the field office in Podgorica and Skopje). The CLCU website was redesigned so that visitors can benefit from friendlier use and easier search of the Publications and Legal instruments.

The videos regarding the implementation of the Projects were made for the VC Project “Support to the Establishment of Probation service in Armenia”, PCF Project “Strengthening the Health Care and Human Rights Protection in Prisons in Armenia” and for the EU/CoE JP “Human Rights in Prisons and Other Closed Institutions” I Phase, Georgia.

The educational video on “Documenting the Injuries of inmates in accordance with the Istanbul Protocol” was made within the CoE/EU PCF “Human Rights and Healthcare in Prisons and Other Closed Institutions in Georgia II”.

Within the CoE/EU PCF “Further Support for the Penitentiary Reform in Ukraine” the Pryluki juvenile prison prepared the video “Towards a Safer Society through Resocialisation Practices”.

Within the CoE/EU Eastern PCF “Human Rights and Healthcare in Prisons and Other Closed Institutions in Georgia II” the Newsletter regarding the project activities is issued every month and published on the respective websites.

Press releases, addresses to media, news in the media and interviews strengthened the impact on targeted audiences and ensured a multiplier effect.
Visual material: CoE flags and stationery, roll-ups of the CoE and of specific programmes, leaflets and other materials were produced and used throughout project activities to ensure the largest possible reach as well as a clear recognition of the Organisation’s role and contribution.
<table>
<thead>
<tr>
<th>PROJECTS</th>
<th>Duration (in months)</th>
<th>Overall budget (in EUR)</th>
<th>Number of activities in 2016</th>
<th>Number of participants in 2016</th>
<th>Number of Women</th>
<th>Number of Men</th>
<th>Financed by</th>
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<td>82 (40.6%)</td>
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<td>167 (86.1%)</td>
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<td>110,000</td>
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<td>21 (35%)</td>
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<td><strong>4076</strong></td>
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<td><strong>3023 (74.2%)</strong></td>
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Graph 1: Number of projects and activities carried out in 2016

Graph 2: Number of participants engaged in the activities divided by gender (in %)

Graph 3: Number of projects, activities and participants

Number of projects, activities, participants (by gender)
Through bilateral co-operation activities and projects, the Criminal Law Co-operation Unit plays a major role in assisting the beneficiary countries to integrate the Council of Europe standards in their penitentiary, probation and law enforcement institutions. The work related to prisons, probation and the police is an integral part of the overall work of the Council of Europe related to human rights, democracy and the rule of law, the three pillars of the raison d’être of the Organisation, in accordance with its Statute. The main objective is to help the Member States improve their legislation and practice related to the work of the police as well the execution of penal sanctions and measures.

www.coe.int/criminal-law-coop