

Standard Summary Project Fiche – IPA centralised programmes

Project number 6: Further Alignment of Penal system of Republic of Serbia with EU standards and strengthening alternative sanction system

1. Basic information

1.1 CRIS Number: 2009/021-765

1.2 Title: Further Alignment of Penal system of Republic of Serbia with EU standards and strengthening alternative sanction system

1.3 ELARG Statistical code: 01.24

1.4 Location: Republic of Serbia

Implementing arrangements:

1.5 Contracting Authority: EU Delegation to the Republic of Serbia

1.6 Implementing Agency: EU Delegation to the Republic of Serbia

1.7 Beneficiary (including details of project manager):

Ministry of Justice, Nemanjina 22-26, Belgrade.

The Project Manager is the Assistant Minister of the Ministry of Justice of the Republic of Serbia.

Steering Committees will be comprised of representatives from the EC Delegation in Serbia, and representatives of Prosecutorial Offices, the Administration for Enforcement of Penal Sanctions, the State Prosecutorial Council, the Republic's Public Prosecutorial Office, and other relevant departments within the Ministry of Justice. The Steering Committee will meet every three months, or as needed.

Financing:

1.8 Overall cost (VAT excluded): 5.500.000 EUR

1.9 EU contribution: 5.500.000 EUR

1.10 Final date for contracting: 2 years after the signature of the Financing Agreement (FA)

1.11 Final date for execution of contracts: 4 years after the signature of the FA

1.12 Final date for disbursements: 5 years after the signature of the FA

2. Overall Objective and Project Purpose

2.1 Overall Objective:

Establishment of an efficient system for re-socialization and professional education of convicts in the Serbian society and establishment of effective alternative sanctions mechanisms in Republic of Serbia according to national Penal Reform Strategy

2.2 Project purpose:

Component I - Strengthening capacities of Ministry of Justice for introduction of efficient practical professional training program for convicts to enable them to be employed once their sentence is finished.

Component II - Establishment of necessary preconditions for an efficient and effective alternative sanctions system in the Republic of Serbia.

2.3 Link with AP/NPAA / EP/ SAA

The European Partnership for 2008 under the section Democracy and the rule of law emphasis importance of the necessity for improvement of prison conditions ensure appropriate monitoring of prison conditions for long term inmates, for inmates convicted for organized crime and ensure further training of penitentiary staff and improvement of special needs facilities. In the mid-term priority for Democracy and the rule of law section it states following: “Improve the penitentiary system with particular attention to security, control, management, vocational training and reintegration schemes, as well as the condition of facilities.”

The SAA (Article 80 Reinforcement of institutions and rule of law) underlines the importance of consolidating the rule of law and the reinforcement of institutions at all levels in the areas of administration and law enforcement and the administration of justice in particular.

Establishing a well-functioning and efficient judiciary, as well as law enforcement agencies, are key elements to be supported through the SAp. To achieve this, the SAp, among other measures, promotes reforms to enhance transparency, efficiency, effectiveness and accountability in the JHA sector. These steps are critical in order to build citizens’ trust in judicial and police institutions.

National Program for the Integration of the Republic of Serbia into the European under point 1.1.6. (Justice System) as a *mid-term priorities envisages following*: “The Administration for the Execution of Penitentiary Sanctions operates as a unique system; facilities are built and reconstructed; legislative framework is applied in conformity with European standards; accessible information and transparency at work; functional information system; staff training; programs for treatment of prisoners in compliance with specific needs; alternative forms of punishment; probation system and post-penal reception of inmates.”

2.4 Link with MIPD

The MIPD for the Republic of Serbia 2009-2011 envisages as its main priorities and objectives in the area of the rule of law, Support the penitentiary reform and improvement of prisoners conditions (page 18).

Among the results that are expected to be reached by 2012, as related in Section 2.3.1.1, the MIPD confirms that, “Prison conditions should be in line with Council of Europe standards, with improved overall management, administrative practice and working practices (page 21). The proposed project is a continuation of the previous one, but will instead work toward strengthening efficiency and transparency in the prosecutorial and penal systems.

2.5 Link with National Development Plan

N/A

2.6 Link with national/ sectoral investment plans

The Ministry of Justice’s Administration for the Execution of Penitentiary Sanctions has developed a Penal Reform Strategy (PRS), which sets out the primary reform priorities. The PRS is based on three key goals:

- To hold each prisoner safely and securely in humane conditions in line with international standards;
- To promote the use of non-custodial sanctions to punish and rehabilitate offenders;

- To reduce re-offending by prisoners after release.

The PRS highlights improvements in quality, professionalism and working efficiency, upgrading of material and technical working conditions of judicial bodies and various efforts aimed at increasing transparency and combating corruption within the penal system.

The special consideration in the aforementioned strategy has been given to the social reintegration of offenders after the execution of penal sanction by in the society of Republic of Serbia.

In line with the Penitentiary Reform Strategy, efforts will be continued in the area of solving the major problems, such as: overcrowded prisons, inadequate architectural features of facilities, unfavourable structure of prisoners from the criminological point of view and in relation to types of institutions, inadequate security equipment in the institutions and the failure to provide adequate labour engagement of prisoners in commercial units.

3. Description of project

3.1 Background and justification:

The Administration for the Execution of Penitentiary Sanctions is a body within the Ministry of Justice of the Republic of Serbia that organizes and implements the enforcement of prison sentences, juvenile detention, community service, suspended sentence with protective supervision and security measure of mandatory psychiatric treatment in medical institution, mandatory treatment of alcoholics and drug addicts as well as educational measures of remand to a correctional institution.

According to official data from May 2009 there was 10.385 prisoners confined in penal institutions in Serbia. The structure of imprisoned population was as follows: 6.992 convicted persons, 2.532 persons in detention, 644 undergoing mandatory medical treatment, 235 convicted in misdemeanour proceedings, 217 under enforcement of a measure in a correctional facility, 30 juveniles in detention, 252 convicted juveniles, 237 convicted and 107 detained women.

The Prison Administration currently employs 3.800 employees, out of which 2.100 are employed in the security service, 270 in treatment service, 700 in service for training and employment, 210 in medical service and 520 in general affairs sector.

One of the major problems is prison overcrowding. Namely, in the period until 2003 the number of confined persons in the Republic of Serbia was within the established limits of 5.000 to 6.000. In the period from 2003 to 2007 the annual growth rate of prison population was in excess of 10%, reaching even 17% in 2007. In 2007 number of prisoners has been increased for 1300. The rising trend continues in 2008 and 2009, so it is expected that number of prisoners in 2010 increases up to 12.000. The aggregate increase over the last five years is 60%. Available accommodation capacity for prisoners in the Republic of Serbia is approximately 6,000. However, if norms recommended by the European Prison Rules were to be implemented there would enough space only for 4.500 prisoners. In order to fulfil European Prison standards and improve prison conditions Republic of Serbia financed construction of new facility in Padinska Skela with the capacity for the 450 prisoners.

A comparison of the above facts clearly shows that the manifold increase of prison population overwhelms the endeavours of the Administration for the Execution of Penitentiary Sanctions and Ministry of Justice itself to ensure adequate accommodation capacities.

In general, current situation for housing, employment and education are obsolete, inadequate and insufficient. The majority of prison buildings have been constructed more than 70 years ago. In order to improve capacities of the Administration of Enforcement of Penal Sanctions Republic of Serbia will finance from the national resources reconstruction of existing institutions or construction of new one. In the next two years more than 30% of existing accommodation capacities should be completely in line with the European prison standards. Construction of the new prison in Padinska Skela is the one of the steps towards modern penalty system in Republic of Serbia.

Also, the new Law on Enforcement of Penal Sanctions (adopted in 2005.) and bylaws prepared by the Ministry of Justice embrace European trends towards constant upgrading of rights of convicts, incorporating in their provisions the fundamental principles stated in the European Prison Rules and Recommendations and standards of the Committee for Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT). This Law, for the first time ever introduces, a two-tier system of protection of rights of convicts in the framework of the Prison Administration, provides for judicial recourse and establishes the possibility to conduct control by government bodies outside the prison system, as well as independent control by various domestic and international organization and bodies.

In 2007 the Department for Protection of Rights of Prisoners, as a organizational unit of Prison Administration was intensively engaged in implementing a more expedient, more efficient and effective system of complaints. Namely, prisoners are informed on regular basis on legal possibilities for complaint at their disposal. By introducing independent oversight of a prison system, specifically through independent committee of the National Assembly and, as of recently, by the Protector of Citizens with the objective of prevention of torture, we expect in near future the establishment of a national mechanism for prevention of torture in line with the Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment, ratified by the Republic of Serbia in 2006. Through IPA 2007 programming cycle the Ombudsman office was supported.

Based on Strategy priorities, employees of the Department for the Exercise of the Rights of Persons Deprived of Liberty receive continuous training in accordance with the European Convention for the Protection of Human Rights and Fundamental Freedoms, standards and recommendations of the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment, and European prison rules.

As of recently, there has been an emerging tendency of humanisation of the penal practice and alleviation of the retribution component of the penalty, particularly in cases involving minor criminal offences. In the Republic of Serbia, the execution of sanctions handed down as an alternative to prison sentences is performed by the Trust Agency as part of the Department for Treatment and Alternative Sanctions of the Administration for the Execution of Penal Sanctions. By establishing the Trust Agency, organisational conditions were created to execute effectively alternative sanctions in practice.

The plan is to establish a network of commissioners in charge of the execution of these sanctions in Belgrade, and in later stage to expand the network to the entire territory of the Republic of Serbia. In 2008 Ministry of Justice prepared new integral systematization of work positions in which 15 commissioners is included, so they would become a part of state administration. These 15 commissioners would be placed in the regional centres – Belgrade, Subotica, Novi Sad, Nis, Leskovac, Valjevo and Kragujevac. It is planned to have, at least 2 commissioners in every district court area in upcoming period, with the tendency of increasing number of commissioners so they could turn into an administration of an independent Probation Agency. At the moment, there are four persons responsible for

execution of these sanctions just in Belgrade, but it is not their primary job. They will become fully operational after the adoption of new systematization of work positions by the Government.

By establishing a new normative framework and advancing personnel, organisational and programmatic basis, the Trust Agency will grow into an independent Probation Agency as part of the Ministry of Justice with all the attributes and powers typical of the majority of developed probation agencies.

Planned timeline for the accomplishment of this objective, according to Strategy, is from 2010 until 2011.

The Council of Europe Office in Belgrade organized three seminars where experts from countries with an established system of alternative sanctions presented their experiences and knowledge that is imperative for effective enforcement of these sanctions.

In parallel with the above, a working group was formed in collaboration with the OSCE Mission in Serbia tasked with designing the professional profile of commissioner, defining the training programme for commissioners and drafting the text for the Rules for Enforcement of Community Sanctions and Rules for Enforcement of Suspended Sentence with Protective Supervision.

All these activities were successfully implemented including two study visits focusing on a learning experience regarding the manner of realization of these sanctions in developed enforcement systems.

But also, additional legal changes will be made by the end of 2009 in order to provide legal preconditions for introduction of new modern mechanisms for alternative sanctions with adequate system and equipment for tracing persons that are under the alternative regime (bracelets and tracing system) like in other EU and developed countries. The Draft law on changes and additions to the Law on execution of penal sanctions has been adopted by the Government of the Republic of Serbia in May 2009, and it is expected to be debated in the next Parliament session and adopted during 2009. This system will have positive effects on the whole prison system since it will reduce overload and enable better conditions for prisoners that has to be under the fully secure regime. Therefore the alternative sanctions programme is targeting persons convicted for minor criminal acts, persons that should be placed in detention and convicted persons at the 2/3 of their prison sentence, all in line with the existing regulations and necessary preconditions.

Additional problem creates the fact that in Serbia since 1991, no vocational training or primary education existed in prisons. Due to bad social and economic conditions in that period of time all existing vocational training programs were abandoned although some prisons previously had training units with all necessary equipment for practical training, including metal processing cabinets, etc. Lacking financial resources for renewal of equipment and purchase of production materials to work on, led to closure of vocational training programs in all prison facilities by the end of 90-es.

According to recent statistics provided by the Ministry of Justice, more than 55 per cent of Serbian inmates have not completed secondary school, among them 30 per cent have not completed elementary schooling (comparing to all inmates it is more than 18 percent). In addition, inmates often entered the prison system illiterate (around 3 per cent of all inmates) and left, years later, still unable to read. Inmate rehabilitation programmes, which include education and vocational training, are excellent crime prevention mechanisms because they provide inmates with basic skills such as reading and writing that are needed to get any type

of job. Vocational training is especially helpful because it enables prisoners to carry out a specific trade. Without these skills most of them are bound to turn to crime again.

Owing to CIDA funds, the OSCE prison reform team in Serbia, initiated reconstruction of school facilities in Sremska Mitrovica prison, one of the biggest penitentiaries in Serbia. Necessary technical and teaching equipment has been provided and a significant number of inmates have enrolled in classes. Education being a critical element in the re-socialisation of offenders requires a viable strategy for the introduction of offender education programs at the level of the whole system. Beside that, the Serbian Ministry of Justice and the OSCE mission have signed a memorandum of understanding to provide future support for the education programme in Sremska Mitrovica. Since 2008 this project is being financed by the Administration.

In addition, Prison training centre in city of Nis that initially has been established as an institution for training of prison staff, expended its activities with piloting a program of vocational training of inmates. In year 2008, 88 inmates were trained for different professions and handcrafts including bakery, hairdressing, metal processing, etc. After successful completion of this program, other prison facilities in other parts of Serbia expressed an interest in replication the program in their institutions.

Education in prisons can help inmates to become more self-confident, productive and successful in employment, to the benefit of individuals, their families and the wider society.

It is crucial interest of Republic of Serbia to start implementation of alternative sanctions and new mechanisms of re-socialisation in order to solve an increasing problem of expensive, overcrowded and unsustainable penitentiary system. This project should contribute to fulfilment of these goals.

In order to prepare necessary strategic approach towards implementation of alternative sanctions program as well as vocational training plan for entire Serbian prison system, Ministry of Justice is planning to prepare National plan for training of convicts and to develop necessary procedures and protocols for implementation of tracing mechanisms for convicts under alternative sanctions program.

Delegation of the European Commission in Serbia welcomed this initiative and agreed to support preparation of these studies by commissioning this work to a Consultant through one framework contract as of September 2009. This intervention is aimed at preparation of strategic and normative preconditions for the implementation of project proposed in this Project fiche and should focus on following activities:

- Prepare needs and trends assessment of Serbian labour market as a basis for creation of training programs for convicts.
- Provides recommendations and assist the Ministry of Justice in the development of the National Plan (if necessary) for training of convicts, including recommendations on training centres and respective training providers. Furthermore provide recommendations on training modules, organizational arrangements and financial assessment, sustainability and evaluation mechanisms.
- Conduct analyses of rules and procedures and recommend options for most convenient methods for tracing convicts under alternative sanctions regime in Serbia.
- Recommend to the Administration for the Execution of Penitentiary Sanctions in all necessary internal procedures and protocols necessary for implementation of tracing mechanisms.

- Perform a cost estimation related to the value of Technical Assistances contracts and supplies.

All the above mentioned activities will be reconsidered by the time of launching the preparation of the technical assistances project through Framework contract, taking into account the latest developments in this specific area

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact

The introduction of the alternative sanctions system in Republic of Serbia contributes to the further alignment with EU standards in the area of the justice system and human rights protection.

In the past five years there has been an increase in the number of incarcerated persons by over 60%. In accordance with the domestic legislation, all international standards for treatment of persons deprived of their liberty, and the policy of the Government of the Republic of Serbia, the principal responsibility of the Administration for the Execution of Criminal Sanctions is to achieve the best possible operational standards with the existing available funds. This project will contribute to decreases in expenses of penitentiary system as well as to reduction of pressure to labour market by capacitating inmates for active employment after completion of sentence served.

According to the existing data, the expenses of one day spent in Serbian prisons is estimated to approximately 15€ per person, which means that implementation of alternative sanctions for one inmate would pay off the costs of one tracing kit in only one year time.

Resources in terms of staff and budget to secure sustainability of the project after its completion will be insured. It is expected that reduction of costs of penitentiary system as well as reduction of convicts residing in penitentiary facilities will ensure reallocation of funds and human resources to newly established services and programs. Necessary resources will be provided also through budget planning.

3.3 Results and measurable indicators:

Component 1:

Result 1.1. - Program of professional education of convicts is implemented by Training Centre staff or other relevant institution for the convicts in the targeted Penal Correctional Facilities in line with EU standards.

Measurable indicators:

- Training curricula developed
- Trainings in key areas identified is conducted in selected Penal-Correctional Facilities.
- New working disciplines introduced in selected Penal-Correctional Facilities.
- Supplied equipment is included in daily work in targeted Penal Correctional Facilities.
- Staff in selected facilities trained for delivery of Vocational Education (and training) including usage of respective equipment.

Result 1.2. - Awareness of general public and specific target groups (e.g. employers, employment centres staff, public institutions, etc) is raised regarding capacity and skills of convicts for re-socialization after completion of sentencing period.

Measurable indicators:

- Increased number of previous convicts employed by the companies which are working in the fields of new introduced working disciplines.
- Number of participants on conferences and round tables

Component 2

Result 2.1. - Alternative sanctions system in Republic of Serbia enhanced and strengthened through introduction of new technical solutions.

Measurable indicators:

- Technical solutions identified for the successful implementation of Alternative Sanctions in line with best EU and International practices
- Equipment delivered and functional
- Involved relevant staff are trained and implementing the new technology

Result 2.2. - Probation counsellors and judges are using efficient work practices and coordination protocols in line with the EU best practice in the area of alternative sanctions.

Measurable indicators:

- Procedure for the execution of the alternative sanction simplified.
- New practices and protocols are agreed within wider consultative process and officially passed
- Number of probation councillors participating in training

Result 2.3. – **All relevant stakeholder are mobilised to contribute to efficient implementation of alternative sanctions in Serbia**

Measurable indicators:

- Program and AP for involvement of relevant institutions, NGOs and volunteers in the process of realization of the alternative sanctions adopted
- Understanding of the alternative sanctions issue and awareness increased
- Increased number of the institutions ready to accept persons which are under the alternative sanction process for the 30% by the end of the project
- Positive evaluation of results of actions implemented from the side of convicts

3.4 Activities:

Component 1

Activities related to result 1.1.

1.1.1 Preparation of the training curriculum and training manuals for each targeted working/handicraft discipline, based on Program of professional education of convicts

1.1.2. Organization of training of prison staff for delivery of training modules to convicts

1.1.3. Organization of the trainings for the convicts for working/handicraft disciplines in selected Penal correctional facilities.

1.1.4. Design an efficient evaluation and monitoring mechanism for evaluation of quality of training program and monitoring of performance of convicts upon completion and during re-socialisation

1.1.5. Acquisition of equipment necessary for each targeted working/handicraft discipline in the selected Penal Correctional Facilities and training for usage of new equipment for training centre employees and teachers along with prepared written instructions

Activities related to result 1.2.

1.2.1. Create and conduct public awareness campaign for general public and specific target groups (e.g. employers, employment centres staff, public institutions, etc) in order to promote skills and potentials of ex convicts

1.2.2. Organization of local conferences and round tables with the representatives of different state bodies and NGOs involved in the process of re-socialization of the convicts.

Component 2:

Activities related to result 2.1.

2.1.1. Select pilot areas, prepare necessary preconditions for implementation of tracing system in selected areas

2.1.2. Procurement of software and equipment necessary for tracking of persons under the regime of alternative sanctions as well as secondary equipment necessary for tracking

2.1.3. Organize training for usage of tracing equipment and test the system

Activities related to result 2.2.

2.2.1. Organization of minimum five regional workshops of three days each for the judges and probation councillors in order to define working practices coordination mechanisms between the courts and the probation services.

2.2.2. Preparation of a report with recommendations for ensuring the improvement of the working practices of judges and probation councillors nationwide based on the findings of the workshops.

2.2.3. Create and deliver the training for probation councillors in order to meet and accept EU best practice in the field of the alternative sanctions.

Activities related to result 2.3.

2.3.1. Establish Working group with the representatives of the judges, probation councillors and other stakeholders in order to prepare Program and AP for involvement of relevant institutions, NGOs and volunteers in the process of realization of the alternative sanctions.

2.3.2. Organize study tour in order to share experiences with the Probation services in the EU member countries.

2.3.3. Adopt and publicize Program and AP

2.3.4. Provide information on alternative sanctions to institutions and organizations that potentially could be involved in alternative sentence practices

2.3.5. Conduct semi – annual surveys with convicts on results of actions implemented

This project will be implemented through two service contracts and two supplies contracts.

3.5 Conditionality and sequencing:

It is expected that additional legal changes will be made by the end of 2009 in order to provide legal preconditions for introduction of new modern mechanisms for alternative sanctions with adequate system and equipment for tracing persons that are under the alternative regime (bracelets and tracing system) like in other EU and developed countries. The Draft law on changes and additions to the Law on execution of penal sanctions has been adopted by the Government of the Republic of Serbia in May 2009, and it is expected to be debated in the next Parliament session and adopted during 2009. These changes should be in place before project implementation starts.

In order to prepare necessary strategic approach towards implementation of alternative sanctions program as well as vocational training plan for entire Serbian prison system, Ministry of Justice is planning to prepare National plan for training of convicts and to develop necessary procedures and protocols for implementation of tracing mechanisms for convicts under alternative sanctions program.

Delegation of the European Commission in Serbia welcomed this initiative and agreed to support preparation of these studies by commissioning this work to a Consultant through one framework contract as of September 2009. This intervention is aimed at preparation of strategic and normative preconditions for the implementation of project proposed in this Project fiche and should be completed prior to tendering of proposed project.

Since the project will be implemented through two service and two supplies contracts, it is expected that preparation of the training curriculum and training manuals for each targeted working/handicraft discipline will be conducted prior to purchase of necessary equipment under component 1 and that areas for piloting of equipment for tracing of inmates are selected before purchase of tracing equipment.

3.6 Linked activities

The OSCE and the Council of Europe supported elaboration of the strategy of Prison Administration to identify the reform needs of the penitentiary system in Serbia. The strategy is implemented by a coordinating board that includes AEPS, OSCE, Council of Europe, UNICEF, Centre for child's rights and NGOs as members.

Following projects were implemented within penitentiary reform efforts in Serbia:

The "Prison Staff Training" Project (OSCE) aims at the introduction of continuous and sustainable training of prison staff at all levels. The project envisages that adequate training will enable prison staff to reinforce their professional roles in terms of more humane treatment of prisoners, and will help them develop more effective correctional practice. Properly trained and competent staff will be able to tackle the causes of offending and incite prisoners to change their criminal behaviour and lead productive, law-abiding lives after release. Since May 2006, the OSCE prison reform team has been assisting the Prison Administration in training of prison staff, with a view to ensuring full, long term ownership of training programs by the Ministry of Justice. The aim is to enable the Prison Administration to competently take over all duties exercised by the OSCE. The Project also envisages the finalisation of lesson plans and curricula for all categories of prison staff, as well as the purchase of necessary equipment for the Prison Training Centre.

The OSCE Mission to Serbia, together with the Dutch Government, is assisting the Ministry of Justice in introducing alternative sentences through a two-year project initiated in January 2008.

First and foremost, it was necessary to create the legal framework and to set up the Commissioner's Service, which is the office of the Department for Treatment and Alternative Sanctions, responsible to implement and monitor the enforcement of judgments (opened in November 2008.). The judges, prosecutors and others who are likely to deal with sentenced persons were also trained in this area. Representatives of the Administration for Execution of Penitentiary Sanctions participated in study visits to Groningen (Netherlands), where they were introduced with this system of execution of alternative sanctions. Certain experiences which they gained in Netherlands, Administration representatives have already applied in Serbia.

In 2009 The Ministry of Justice, with the support of the project, started the process of signing co-operation agreements with employers, social organizations and local institutions that will provide work for the persons sentenced and supervise them.

The OSCE Mission to Serbia is assisting introduction of alternative sanctions with ongoing training to experts and information campaigns on the importance of alternative sanctions. More seminars and roundtables, both at domestic and international level were planned within project activities as well as the support to opening of six regional offices created as part of the Commissioner's Service.

OSCE also implemented the **Project “Improving Healthcare Standards in Serbian prisons”** with primary objective to establish the same level and quality of medical assistance that exists in the community. Drug abusers, offenders infected with AIDS, HIV+, Hepatitis C and B, TBC, and prisoners at risk of suicide are specifically targeted at. At the same time, the project aims to set up an exhaustive program for combating and reducing drug abuse in prisons. Drug free units represent an entirely new concept introduced in the Serbian prison system, designed to facilitate the prevention of drug distribution and to help those offenders who are willing to forsake the habit of drug abuse.

Having signed Implementing Agency Agreements with the Special Prison Hospital and the Niš prison, the OSCE healthcare team provided financial funds for the establishment of the first drug free units in Serbia.

Owing to CIDA funds, the OSCE prison reform team, within the project **“Education of Prisoners in Sremska Mitrovica Penitentiary”**, invested substantial funds in the reconstruction of school facilities in Sremska Mitrovica prison, one of the biggest penitentiaries in Serbia. Necessary technical and teaching equipment has been provided and a significant number of inmates have enrolled in classes

In April 2006 CoE launched The **“Assistance for the Reform of the Correctional System Project”** funded by CIDA. This project seeks to support the implementation of determined parts of the Strategy, namely the development of modern systems of complaints and inspection that ensure that human right standards are adhered to, the introduction of a global approach to juvenile offenders, and the introduction and promotion of alternatives to imprisonment.

The project seeks to support the implementation of Serbia's Prison Reform Strategy with assistance in the following major areas of intervention:

- 1 Training of Prison's staff on European Prison Rules and other relevant European standards;
- Establishment of modern and effective systems of complaints, investigation and inspection;

- Assistance with reforms related to juvenile offenders;
- Development of a probation service, alternative sanctions and measures.

To date the EU has funded the following programmes in the Justice sector **in Serbia**:

- Support to the Judicial Training Centre
- Twinning - Capacity building in the Ministry of Justice: A main component of this programme is EU law approximation. The project is ongoing
- Technical Assistance pertaining to economic and organised crime. Grant agreement with the Council of Europe
- Alternative Dispute Resolution project
- Development of a Legal Database containing all civil, criminal and commercial legislation as well as case law
- Court modernisation/IT [phase I]: Computerisation of the Belgrade District Court and five municipal courts (Belgrade), including upgrading and delivery of the software application for SENA, including the source code, to the Ministry of Justice and training of 900 end-users.
- Court modernisation/IT [phase II]: Computerisation of the five largest provincial District Courts and municipal courts (Nis, Novi Sad, Kragujevac, Krusevac and Sremska Mitrovica).
- Court modernisation/IT [phase III]: Computerisation of an additional seven provincial District Courts and municipal courts. Its implementation should await a final resolution of implementation of the SENA software application.
- Refurbishment of the largest court room in Belgrade District Court, as well as the HVAC system in the Palace of Justice.
- Facilitation of assistance to the former State Union in the area of visa, asylum and migration, and assistance to the State Union Court
- The CARDS 2006 Programme will support the Commission of the High Judicial Council, the Juvenile Detention Centre and support Implementation of Criminal Sanctions

IPA 2007 will provide €3 million for the establishment of a modern statistical and case management system in courts using a unified system of data collection on efficiency of the courts and judges.

“Improvement of the Penalty System” Project will also be supported with €5 mil from IPA 2007, with purpose to improve prison conditions for the inmates by construction of new and reconstruction of existing accommodation facilities, according to EU standards.

IPA 2008 will provide €4.5 mil for the establishment of a modern statistical and case management system in prosecutorial offices and penal institutions. This project will ease and simplify the process of data and document exchange between relevant institutions.

Additionally, DFID supported court management reforms in selected pilot courts; UNDP supported the Misdemeanour courts and support the Judicial Training Centre; the Council of Europe reviewed draft legislation for CoE and EC standards compliance, organises training on the European Convention on Human Rights and implements an EC funded Economic Crime project; the World Bank has funded a draft Judicial Reform Strategy – endorsed by the

Ministry of Justice; the French Embassy supports the Judicial Training Centre training activities; USAID funds a Commercial Court reform programme, and funds ABA/CEELI programmes and the Centre for State Courts activities, both involved in training and legislative reform issues.

The EU has funded a number of **regional programmes** in the JHA sector, including the following:

- Enhanced regional police cooperation in the area of combating trans-national crime,
- Support to regional judicial cooperation, including promoting a minimum of cohesion on the Rule of Law side
- Asylum, visa and migration
- A regional Integrated Border Management programme

3.7 Lessons learned

Internal analyses of treatment programmes in the system of enforcement of criminal sanctions conducted by Administration for Execution of Penitentiary Sanctions towards the end of 2006 involved evaluation of the treatment programmes in all penal institutions regardless of whether they have organized treatment services or if these tasks are carried out by individual educators. With the objective of treatment programme evaluation, all institutions were required to forward in writing their operating modes – from the planning phase of the treatment programme until its realization and methods applied. Furthermore, they were required to forward all remarks, noted difficulties in realization and recommendations for changes in the treatment of prisoners.

Trough comparison of received answers it was determined that the problems faced by staff in treatment services when implementing treatment programmes coincide to high extent and may be grouped into several segments:

- Outdated approach to the treatment programme that is antiquated in many segments relying on a rehabilitation concept and experiences that were characteristic for the social framework of the second part of the 20th century.
- Divergence in the approach to treatment and introduction of autonomous procedures in the operation of individual institutions as a consequence of lack of single criteria and centralized management.
- Insufficient number and inadequate training of staff engaged on treatment programmes in penal institutions.
- Insufficiently developed and supported team work and approach to prisoners.
- Unsatisfactory external conditions primarily in terms of poor architectural solutions of the institutions and the increasing number of prisoners.

The problems faced by staff are not exhausted with the above and in many cases these vary specifically from institution to institution and have local character.

In any case, status analysis indicates the need of intervention in the enforcement system in terms of its adapting to contemporary trends and specific needs of prisoners.

In 2007, 82 inmates of the Sremska Mitrovica Penal Correctional Facility received diplomas for successfully completing either a vocational training or a primary education programme sponsored by the OSCE Mission to Serbia. More than half of the inmates who participated in the OSCE educational programme pursued vocational classes in plumbing, cooking, car and electrical repair and meat processing. Others attended primary education classes, a pre-

requisite for the vocational programme in which they are expected to enrol next year. Total number of inmates participating in the educational activities was 104. Out of this, 19 inmates have successfully completed primary education and 63 have successfully completed secondary education and vocational courses. The total of 82 inmates have passed the necessary exams and successfully completed their education.

Besides that, the Prison Training Centre as a central training institution for prison staff is adequately staffed and equipped to operate independently and provide self-sustainable Prison Staff Training Programme. Prison Training Centre Staff was trained and training plan and curricula were developed, and initial equipment for Prison Training Centre was purchased. This should be the bases for development of an integral vocational training program for convicts.

4. Indicative Budget (amounts in EUR)

Further Alignment of Penalty system of Republic of Serbia with EU standards and strengthening alternative sanction system			SOURCES OF FUNDING									
			TOTAL EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a) = (b) + (c) + (d)	EUR (b)	% (2)	Total EUR (c) = (x) + (y) + (z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Contract 1.1. Service contract	X	–	800,000	800,000	100%							
Contract 1.2. Supplies contract- Equipment for vocational training of convicts	–	X	1,200,000	1,200,000	100%							
Contract 2.1. Service contract	X	–	2,000,000	2,000,000	100%							
Contract 2.2. Supplies contract- Equipment for tracking of persons under the regime of alternative sanctions	–	X	1,500,000	1,500,000	100%							
TOTAL IB			2,800,000	2,800,000	100%							
TOTAL INV			2,700,000	2,700,000	100%							
TOTAL PROJECT			5,500,000	5,500,000	100%							

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1.1	N+1Q	N+4Q	N+11Q
Contract 1.2	N+1Q	N+4Q	N+6Q
Contract 2.1.	N+1Q	N+4Q	N+11Q
Contract 2.2.	N+1Q	N+4Q	N+6Q

6. Cross cutting issues

Cross-cutting issues will be addressed in the project so as to comply with the best EU standards and practice in that area and in a way which demonstrates how they will be dealt with within the project's framework, its activities and outputs. Cross-cutting issues will be addressed in a proactive manner, and will present a specific component of projects (at all levels of projects' development, starting from the project identification stage). Synergies between the projects and the objectives of will be identified and developed. Also, the projects' objectives and activities need to be screened in order to ensure they won't impact negatively on gender equality, minorities' inclusion and environment.

Finally, the beneficiary will make sure its objectives, policies and interventions have a positive impact on and are in line with the main principles of gender equality, minorities' inclusion and environment.

6.1 Equal Opportunity

Male and female prisoners will have same opportunities in terms of education and re-socialization through the implementation of this project.

6.2 Environment

This project is harmonised with national environmental regulations and standards. It will not have any negative impact on the environment nor jeopardise environment, health and security in the future.

6.3 Minorities

Special effort shall be made to ensure minority groups are fully included in project initiatives and benefit from project results.

ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche			
Programme name and number:			
Further Alignment of Penal system of Republic of Serbia with EU standards and strengthening of alternative sanctions system		Contracting period expires: 2 years after the signature of the FA	Disbursement period expires: 5 years after the signature of the FA
		Total budget : 5,5 million EUR	IPA budget: 5,5 million EUR
Overall objective	Objectively verifiable indicators	Sources of Verification	
Establishment of an efficient system for re-socialization of convicts in Serbian society and creation of effective alternative sanctions mechanisms in Republic of Serbia according to national Penal Reform Strategy	<ul style="list-style-type: none"> ▪ Improvement of the penal system of Republic of Serbia verified by the EC an other relevant international institutions (UN, etc) ▪ Penal Reform Strategy priorities are implemented accordingly 	<ul style="list-style-type: none"> ▪ The EC Annual Progress Report. ▪ Reports on prison conditions in Serbia by UN Comity against the Torture ▪ Official reports of MoJ 	

Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
<p>Component 1 Strengthening capacities of Ministry of Justice for introduction of efficient practical professional training program for convicts to enable them to be employed after sanction is finished.</p> <p>Component 2 Establishment of necessary preconditions for an efficient and effective alternative sanctions system in the Republic of Serbia.</p>	<ul style="list-style-type: none"> ▪ Increase of convicts successfully employed for the job for which he/she has been trained after the enforcement of the penal sanction. ▪ Number of returnees reduced ▪ Enhanced functioning of the institutions involved in the implementation of alternative sanctions system. ▪ More than 20 institutions signed Memoranda of understanding for implementation of alternative sanctions with the MoJ by the end of this project. 	<ul style="list-style-type: none"> ▪ Annual Reports of the National Employment Service. ▪ Annual Reports of Ministry of Justice of Republic of Serbia prepared by the Department for enforcement of penal sanctions. ▪ Reports prepared by institutions and NGOs involved in the Probation process. 	<ul style="list-style-type: none"> ▪ Active interest of the participants of the training sessions and commitment to ensure sustainability ▪ Willingness of the convicted persons to be involved in the education and working procedures. ▪ Active interest of the judges and the probation councillors to be involved in the project.

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
Component 1:			
1.1) Program of professional education of convicts is implemented by Training Centre staff or other relevant institution for the convicts in the targeted Penal Correctional Facilities in line with EU standards.	<ul style="list-style-type: none"> • Training curricula developed • Trainings in key areas identified is conducted in selected Penal-Correctional Facilities. • New working disciplines introduced in selected Penal-Correctional Facilities. • Supplied equipment is included in daily work in targeted Penal Correctional Facilities. • Staff in selected facilities trained for delivery of Vocational Education (and training) including usage of respective equipment. 	<ul style="list-style-type: none"> ▪ Reports published by the National Employment Service. ▪ Training curriculum document ▪ Annual reports prepared by the Training centre ▪ Evaluation of the training process ▪ Prepared project reports ▪ Survey conducted among convicts in targeted Penal Correctional Facilities. 	<ul style="list-style-type: none"> ▪ Ensured cooperation and exchanging of information between MoJ, NAS and other relevant institutions.
1.2) Awareness of general public and specific target groups (e.g. employers, employment centres staff, public institutions, etc) is raised regarding capacity and skills of convicts for re-socialization after completion of sentencing period.	<ul style="list-style-type: none"> ▪ Increased number of previous convicts employed by the companies which are working in the fields of new introduced working disciplines. ▪ Number of participants on conferences and round tables 	<ul style="list-style-type: none"> ▪ Reports of the National Employment Service. ▪ Reports from conferences and round tables ▪ Regular project reports ▪ Communication materials 	
Component 2:			
2.1) Alternative sanctions system in Republic of Serbia enhanced and strengthened through	<ul style="list-style-type: none"> ▪ Technical solutions identified for the successful implementation of Alternative Sanctions in line with 	<ul style="list-style-type: none"> ▪ Reports prepared by MoJ ▪ Project reports 	

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
introduction of new technical solutions.	<ul style="list-style-type: none"> best EU and International practices ▪ Equipment delivered and functional ▪ Involved relevant staff are trained and implementing the new technology 	<ul style="list-style-type: none"> ▪ Analyses done by equipment testing ▪ Interviews with employees 	
2.2) Probation counsellors and judges are using efficient work practices and coordination protocols in line with the EU best practice in the area of alternative sanctions.	<ul style="list-style-type: none"> ▪ Procedure for the execution of the alternative sanction simplified. ▪ New practices and protocols are agreed within wider consultative process and officially passed ▪ Number of probation councillors participating in training 	<ul style="list-style-type: none"> ▪ Annual reports prepared by the Ministry of Justice ▪ Project reports ▪ Workshop reports ▪ Official Gazette of Republic of Serbia ▪ Training reports and evaluations 	<ul style="list-style-type: none"> ▪ Willingness of the judges and probation councillors to refer to the best practices on the enforcement of community sanctions and evaluation of offenders. ▪ Good collaboration between relevant institutions.
2.3) All relevant stakeholder are mobilised to contribute to efficient implementation of alternative sanctions in Serbia	<ul style="list-style-type: none"> ▪ Program and AP for involvement of relevant institutions, NGOs and volunteers in the process of realization of the alternative sanctions adopted ▪ Understanding of the alternative sanctions issue and awareness increased ▪ Increased number of the institutions ready to accept persons which are under the alternative sanction process for the 30% by the end of the project ▪ Positive evaluation of results of actions implemented from the side of convicts 	<ul style="list-style-type: none"> ▪ MoJ reports ▪ Document of Program and AP ▪ Surveys conducted among probation councillors and judges as well as persons under the alternative sanctions regime. ▪ Informative materials 	<ul style="list-style-type: none"> ▪ Relevant information structured in order to accurate Strategy and Action Plan

Activities	Means/Costs	Assumptions
<p>Component 1</p> <p>Result 1.1.</p> <p>1.1.1 Preparation of the training curriculum and training manuals for each targeted working/handicraft discipline, based on Program of professional education of convicts</p> <p>1.1.2. Organization of training of prison staff for delivery of training modules to convicts</p> <p>1.1.3. Organization of the trainings for the convicts for minimum four identified working/handicraft disciplines in the selected Penal correctional facilities</p> <p>1.1.4. Design an efficient evaluation and monitoring mechanism for evaluation of quality of training program and monitoring of performance of convicts upon completion and during re-socialisation</p> <p>1.1.5. Acquisition of equipment necessary for each targeted working/handicraft discipline in the selected Penal Correctional Facilities and training for usage of new equipment for training centre employees and teachers along with prepared written instructions</p> <p>Result 1.2.</p> <p>1.2.1. Create and conduct public awareness campaign for general public and specific target groups (e.g. employers, employment centres staff, public institutions, etc) in order to promote skills and potentials of ex convicts</p> <p>1.2.2. Organization of local conferences and round tables with the representatives of different state bodies and NGOs involved in the process of re-socialization of the convicts.</p>	<p>Budget: 5,500,000 €</p> <p>Component 1:</p> <ul style="list-style-type: none"> ▪ Service contract : 800,000€ ▪ Supplies contract 1 – Equipment for vocational training of convicts: 1,200,000€ <p>Component 2:</p> <ul style="list-style-type: none"> ▪ Service contract: 2,000,000€ ▪ Supplies contract 2 – Equipment for tracking of persons under the regime of alternative sanctions: 1,500,000€ 	

Activities	Means/Costs	Assumptions
<p>Component 2:</p> <p>Result 2.1.</p> <p>2.1.1. Select pilot areas for piloting of equipment, prepare necessary preconditions for implementation of tracing system in selected areas</p> <p>2.1.2. Procurement of software and equipment necessary for tracking of persons under the regime of alternative sanctions as well as secondary equipment necessary for tracking</p> <p>2.1.3. Organize training for usage of tracing equipment and test the system</p> <p>Result 2.2.</p> <p>2.2.1. Organization of minimum five regional workshops of three days each for the judges and probation councillors in order to define working practices coordination mechanisms between the courts and the probation services.</p> <p>2.2.2. Preparation of a report with recommendations for ensuring the improvement of the working practices of judges and probation councillors nationwide based on the findings of the workshops.</p> <p>2.2.3. Create and deliver the training for probation councillors in order to meet and accept EU best practice in the field of the alternative sanctions.</p> <p>Result 2.3.</p> <p>2.3.1. Establish Working group with the representatives of the judges, probation councillors and other stakeholders in order to prepare Program and AP for involvement of relevant institutions, NGOs and volunteers in the process of realization of the alternative sanctions.</p> <p>2.3.2. Organize study tour in order to share experiences with the Probation services in the EU member countries.</p> <p>2.3.3. Adopt and publicize Program and AP</p>		

Activities	Means/Costs	Assumptions
<p>2.3.4. Provide information on alternative sanctions to institutions and organizations that potentially could be involved in alternative sentence practices</p> <p>2.3.5. Conduct semi – annual surveys with convicts on results of actions implemented</p>		
<p>Preconditions:</p> <p>Adoption of Draft law on changes and additions to the Law on execution of penal sanctions</p> <p>Preparation of National plan for training of convicts as well as procedures and protocols for implementation of tracing mechanisms for convicts under alternative sanctions program.</p>		

ANNEX II: amounts (in million €) Contracted and disbursed by quarter for the project (IPA contribution only)

CONTRACTED	N+4Q	N+5Q	N+6Q	N+7Q	N+8Q	N+9Q	N+10Q	N+11Q	Total
Contract 1.1.	0.80								0.80
Contract 1.2.	1.20								1.20
Contract 2.1.	2.00								2.00
Contract 2.2.	1.50								1.50
CUMULATED	5.50	5.50	5.50						
DISBURSED									
Contract 1.1.	0.24		0.16		0.16		0.16	0.08	0.80
Contract 1.2.	0.72		0.48						1.20
Contract 2.1.	0.60		0.40		0.40		0.40	0.20	2.00
Contract 2.2.	0.90		0.60						1.50
CUMULATED	2.46	2.46	4.10	4.10	4.66	4.66	5.22	5.50	5.50

ANNEX III: Description of Institutional Framework

The **Ministry of Justice** is in charge of implementation and monitoring of this project. The work, mandate and authorization of the Ministry are regulated by the Law on Ministries.

The Ministry of Justice consists of the following departments:

- Sector for the Judiciary and Minor Offences
- Normative Affairs and International Cooperation Sector
- European Integration and International Projects Sector
- IT Sector
- Material and Financial Operations Sector
- Administration for the Execution of Penitentiary Sanctions
- Ministry Secretariat

The Administration for the Execution of Penitentiary Sanctions is operating within the structure of MoJ and performs the following activities:

- organising, conducting and supervising the execution of custodial sentences, juvenile detention, security measures of compulsory psychiatric treatment and custody in health-care institutions and compulsory treatment of alcohol and narcotics addicts, as well as correctional measures of incarceration in correctional institutions
- activities in connection with the preparation of recommendations for pardons, amnesties and conditional release
- monitoring the situation and application of regulations in the sphere of execution of penitentiary sanctions and accordingly pointing to the need for and directions of normative development
- co-operating in drafting regulations and performing other activities relating to the execution of penitentiary sanctions.

The Administration has a large number of facilities as part of its 28 institutions for the execution of criminal sanctions and the Personnel Training Centre, as well as 3,800 employees.

Other relevant stakeholders are:

- Judiciary system in all (courts and prosecution)
- Ministry of Interior
- Ministry for Human and Minority Rights
- Employment services
- Ministry of Education
- Ombudsman of Republic of Serbia

ANNEX IV: Reference to laws, regulations and strategic documents

Key laws, regulations and strategic documents in the area of judiciary:

General:

- Constitution of the Republic of Serbia
- Law for the Implementation of the Constitution of the Republic of Serbia
- National programme for integration with the European Union (NPI)
- Action Plan for the Implementation of the European Partnership Priorities
- Stabilisation and Association Agreement

Systemic laws in the criminal law and civil law field are as follows:

- Criminal Code (Official Gazette of Republic of Serbia 85/05)
- Civil Procedure Code (Official Gazette of Republic of Serbia 125/04)
- Criminal Procedure Code (Official Gazette of Republic of Serbia 85/05)
- The new Criminal Procedure Code ("Official Gazette of the Republic of Serbia", No. 46/06- in force from 31.December 2010.)
- Law on Civil Enforcement Procedure (Official Gazette of Republic of Serbia 125/04)
- Law on Organisation of Courts (Official Gazette of Republic of Serbia 116/08)
- Law on Public Prosecution (Official Gazette of Republic of Serbia 116/08)
- Court Rules of Procedure (Official Gazette of Republic of Serbia 50/06)
- Law on Enforcement of Penal Sanctions ("Official Gazette of the Republic of Serbia", No. 85/05),
- Law on Juvenile Criminal Offenders and Criminal Protection of Juveniles ("Official Gazette of the Republic of Serbia", No. 85/05),
- Law on Minor Offences ("Official Gazette of the Republic of Serbia", No. 101/05),
- Civil Procedure Code ("Official Gazette of the Republic of Serbia", No. 125/04),
- Law on Enforcement Procedure ("Official Gazette of the Republic of Serbia", No. 125/04);
- Law on Mediation ("Official Gazette of the Republic of Serbia", No. 18/05).
- Law on the Ombudsman (Official Gazette of Republic of Serbia 79/05)
- Law on the Police (Official Gazette of Republic of Serbia 101/05)
- Law setting the Organisation and Competences of Government Agencies in suppression of Organised Crime (Official Gazette of Republic of Serbia 42/02, 27/03, 39/03, 67/03, 29/04, 45/05, 61/05)

Reference to AP /NPAA / EP / SAA

The European Partnership for 2008 under the section Democracy and the rule of law emphasis importance of the necessity for improvement of prison conditions ensure appropriate monitoring of prison conditions for long term inmates, for inmates convicted for organized crime and ensure further training of penitentiary staff and improvement of special needs facilities. As a mid-term priority for Democracy and the rule of law section it states following: “Improve the penitentiary system with particular attention to security, control, management, vocational training and reintegration schemes, as well as the condition of facilities.”

The SAA (Article 80 Reinforcement of institutions and rule of law) underlines the importance of consolidating the rule of law and the reinforcement of institutions at all levels in the areas of administration and law enforcement and the administration of justice in particular.

Establishing a well-functioning and efficient judiciary, as well as law enforcement agencies, are key elements to be supported through the SAP. To achieve this, the SAP, among other measures, promotes reforms to enhance transparency, efficiency, effectiveness and accountability in the JHA sector. These steps are critical in order to build citizens’ trust in judicial and police institutions.

National Program for the Integration of the Republic of Serbia into the European under point 1.1.6. (Justice System) as a *mid-term priorities envisages following*: “The Administration for the Execution of Penitentiary Sanctions operates as a unique system; facilities are built and reconstructed; legislative framework is applied in conformity with European standards; accessible information and transparency at work; functional information system; staff training; programs for treatment of prisoners in compliance with specific needs; alternative forms of punishment; probation system and post-penal reception of inmates.”

Reference to MIPD

The MIPD for the Republic of Serbia 2009-2011 envisages as its main priorities and objectives in the area of the rule of law, Support the penitentiary reform and improvement of prisoners conditions (page 18).

Among the results that are expected to be reached by 2012, as related in Section 2.3.1.1, the MIPD confirms that, “Prison conditions should be in line with Council of Europe standards, with improved overall management, administrative practice and working practices (page 21). The proposed project is a continuation of the previous one, but will instead work toward strengthening efficiency and transparency in the prosecutorial and penal systems.

Reference to national / sectoral or investment plans

The Ministry of Justice’s Administration for the Execution of Penitentiary Sanctions has developed a Penal Reform Strategy (PRS), which sets out the primary reform priorities. The PRS is based on three key goals:

- To hold each prisoner safely and securely in humane conditions in line with international standards;
- To promote the use of non-custodial sanctions to punish and rehabilitate offenders;
- To reduce re-offending by prisoners after release.

The PRS highlights improvements in quality, professionalism and working efficiency, upgrading of material and technical working conditions of judicial bodies and various efforts aimed at increasing transparency and combating corruption within the penal system. The special consideration in the aforementioned strategy has been given to the social reintegration of offenders after the execution of penal sanction by in the society of Republic of Serbia.

In line with the Penitentiary Reform Strategy, efforts will be continued in the area of solving the major problems, such as: overcrowded prisons, inadequate architectural features of facilities, unfavourable structure of prisoners from the criminological point of view and in relation to types of institutions, inadequate security equipment in the institutions and the failure to provide adequate labour engagement of prisoners in commercial units.

ANNEX V: Details per EU funded contract

Two service contracts, for technical assistance, will be awarded for the implementation of each project component

- 1.) Professional education
- 2.) Alternative sanction

Two supplies contract will be awarded, for each project component.

- 1.) Equipment for vocational training of convicts,
- 2.) Equipment for tracking of persons under the regime of alternative sanctions