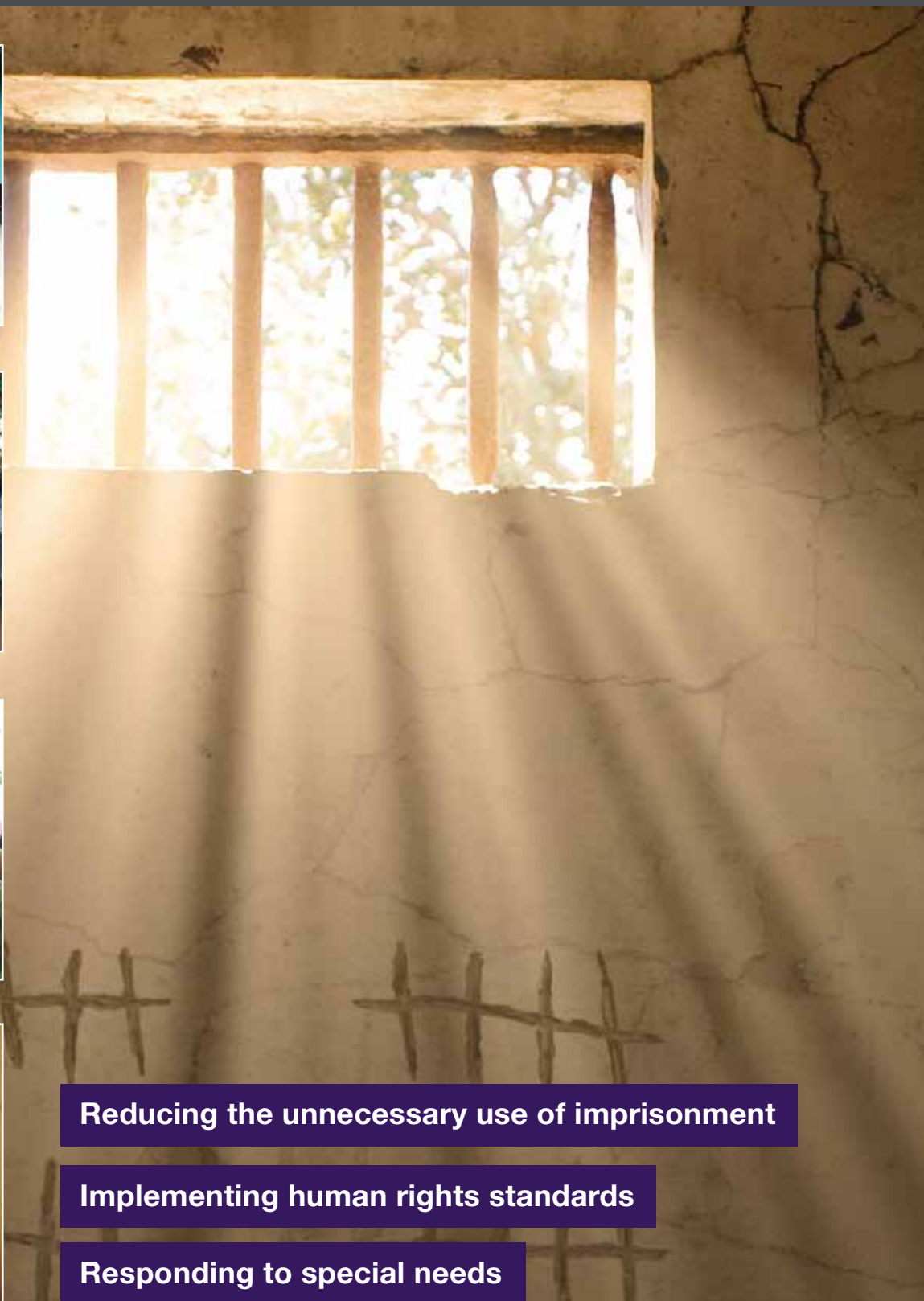




Promoting
penal reform
worldwide



Annual Report 2008



Reducing the unnecessary use of imprisonment

Implementing human rights standards

Responding to special needs

Penal Reform International

Penal Reform International (PRI) is a non-governmental organisation (NGO) established in 1989 and registered in the Netherlands. Its head office is in London, United Kingdom.

PRI's Board has 12 members from 12 different countries.

PRI has Consultative Status with the United Nations Economic and Social Council (ECOSOC) and the Council of Europe, and Observer Status with the African Commission on Human and Peoples' Rights.

Executive Director:

Alison Hannah

PRI registration number
(The Netherlands): **40025979**

Website: **www.penalreform.org**

PRI Mandate

PRI is an international non-governmental organisation promoting penal reform worldwide.

PRI has regional programmes in Central and Eastern Europe, Central Asia, the Great Lakes, the Middle East and North Africa, and the South Caucasus.

PRI seeks to achieve penal reform by promoting:

- Development and implementation of international human rights instruments in relation to law enforcement and prison conditions
- Elimination of unfair and unethical discrimination in all penal measures
- Abolition of the death penalty
- Reduction in the use of imprisonment throughout the world
- Use of constructive non-custodial sanctions which support the social reintegration of offenders whilst taking into account the interests of victims.

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Front cover pictures:

Top: Kazakh juvenile colony/PRI

Top left: Jaipur women's jail, India/Sylvie Fraissard

Bottom left: Rehabilitative Schemes for Juvenile Probationers Project, Georgia/PRI

Top right: A genocide prisoner faces a Gacaca court in Rwimbogo, Rwanda/IRIN

Bottom right: Men's Jail, La Paz, Bolivia/Stephanie Remael, l'Oeil Public/PRI

Although PRI works in partnership with governments, it only seeks and accepts funds from governments to undertake work in accordance with its agreed programme. As a well-respected NGO, PRI does not accept any funds from governments which threaten its autonomy or require it to depart from its mandate or programme of work.

PRI's methods of work

PRI works with penal reform activists, international and regional NGOs and governments, as well as inter-governmental organisations such as the United Nations.

Working with civil society is central to PRI's programme activities and it actively supports the greater involvement of civil society groups in criminal justice reform.

Although PRI works in partnership with governments, it only seeks and accepts funds from governments to undertake work in accordance with its agreed programme. As a well-respected NGO, PRI does not accept any funds from governments which threaten its independence or require it to depart from its mandate or programme of work.

PRI works to develop and promote culturally specific solutions to criminal justice and penal reform. Its key working methods are:

- Providing support to non-governmental organisations and governments seeking to reform their penal systems
- Assisting penal reform activists and specialists in setting up organisations within their own countries
- Assessing prison conditions at the request of governments and NGOs, recommending sustainable improvements and developing projects to bring those improvements about
- Developing alternatives to custody, and other penal reform projects that are culturally relevant
- Producing training resources and training criminal justice officials and NGO staff on international standards in human rights
- Organising national, regional and worldwide conferences, seminars and exchange visits, bringing together penal reform activists, specialists and government representatives
- Publishing newsletters that cover developments in penal reform, reporting on penal conditions worldwide
- Developing relationships with the United Nations and its agencies, the Council of Europe, the African Commission on Human and Peoples' Rights, and other inter-governmental organisations.

Chairperson's Foreword

Prison populations around the world have now increased to almost ten million; equally and fortunately so has the awareness and concern about and for those in custody. 2008 was essentially a year of consolidation for PRI. Having worked on projects and programmes in every continent of the world for nearly twenty years, it was the right time to bolster up the organisation by taking stock of its unique strengths.

Apart from pursuing and continuing its general penal reform agenda in specific regions, PRI's focus on particular themes took on a vitality and rigour that clearly met with international and global demands. The imprisonment of juveniles, women and children, the old, infirm and physically and mentally ill, those on death row, long term detainees – these were some of the groups of people highlighted as a focus for PRI under its new modus operandi. Workshops on these themes organised by the central and regional offices, were well attended and led to increased awareness and changes in policy and practice. PRI is now responding to requests that were received from participants for further input and involvement.

Challenges posed by an ever-increasing anxiety to deal with safety and security issues in the new global order persist. Increased public awareness has escalated the demand for transparency and (equal) access in justice systems around the world, securing a firm place for change-seeking organisations like PRI.

Some changes occurred in the membership of the Board. Two longstanding members, Paddington Garwe and Hans Henrik Brydensholt, stood down during 2008. Bruno Schoen, one of the founder members of PRI from 1989 when PRI was launched, requested that he might be relieved of the post of Treasurer and membership of the Board on account of personal commitments. His meticulous contribution in matters of finance and his larger than life presence have since been sorely missed at meetings. New additions to the Board included Bryan Stevenson (USA) and Vera Tkachenko (Kazakhstan) both renowned, indefatigable workers in the area of human rights and the criminal justice system in their regions.

Dr. Rani Shankardass, Chairperson



**Rani Dhavan Shankardass,
Chairperson**

Executive Director's Overview

Status of Death Penalty in countries where PRI works

Abolitionist

Armenia (2003)
Azerbaijan (1998)
Georgia (1997)
Rwanda (2007)
Ukraine (1999)

Abolitionist for Ordinary Crimes

Kazakhstan (2007)
Kyrgyzstan (2007)
Tajikistan (2004)

Abolitionist in Practice

Russia

Retentionist

Belarus
Jordan
Sudan

Source: Amnesty International

"PRI has played a part in the move towards abolition through its multi-regional programme of activities and membership of the Steering Group of the World Coalition against the Death Penalty."

Progress in penal reform is often two steps forward, one step back – and sometimes the other way around. 2008 followed this pattern, with a mixed set of results for human rights in criminal justice and penal policy.

PRI's mandate includes abolition of the death penalty and in this area progress was achieved, as the year ended with the United Nations General Assembly's vote for a moratorium on the death penalty.

106 countries voted in favour, 46 against, and 34 abstained. PRI played a part in this move towards abolition through its multi-regional programme activities and membership of the Steering Group of the World Coalition against the Death Penalty.

By January 2009, 93 countries had abolished the death penalty for all crimes, 9 others retained it for exceptional crimes, and a further 36 can be considered abolitionist in practice.¹ Unfortunately, not all countries that abolish the death penalty show concern for the dignity of human life through their alternative sentences, which may include life imprisonment without possibility of review – effectively a sentence of death in prison. PRI is now the lead NGO promoting humane and proportionate sentences for the most serious crimes.

In 2008 the global population held in penal institutions continued to rise in every continent. The United States of America continues to have the highest rate of incarceration in the world at 756 per 100,000 of the national population. Updated information on countries included in previous editions of the *World Prison Population List* shows that prison populations have risen in 71 per cent of these countries (in 64 per cent of countries in Africa, 83 per cent in the Americas, 76 per cent in Asia, 68 per cent in Europe and 60 per cent in Oceania²).

As the global recession deepened, the focus of governments turned towards economic, employment and social welfare programmes. It is not yet clear how this will directly affect penal policy and the work of PRI. Investing in prison and penal reform brings long-term results over a period of years, and cuts in funding will diminish the sustainability of reforms achieved to date.

The regional offices in Kazakhstan, Russia and Georgia continued their work on torture prevention, increasing transparency and accountability of prison services and developing alternatives to incarceration. The Middle East and North Africa (MENA) office started a new phase of its juvenile

¹ Amnesty International Report March 2009

² *World Prison Population List* (8th edition) 26 January 2009, ICPS

Executive Director's Overview



Jaipur Women's Jail, India/Sylvie Fraissard

justice programme in the Arab world, developing a restorative approach to justice for children in conflict with the law; and the Great Lakes office began new initiatives in paralegal work to protect children and women in prisons.

The London office expanded its policy and advocacy programme, raising awareness of the rights of prisoners, both generally and for particularly vulnerable groups. These include children in conflict with the law, women prisoners, particularly those with babies in prison, prisoners with mental and physical health problems and the increasing number of prisoners serving life or very long prison sentences.

In 2009 PRI plans to launch a new handbook for penal reformers (and potential penal reformers) in December, at the start of its 20th anniversary year. A second major commitment is to plan ahead for the UN Crime Congress in 2010, where prison overcrowding and prison conditions are high on the agenda for international debate.

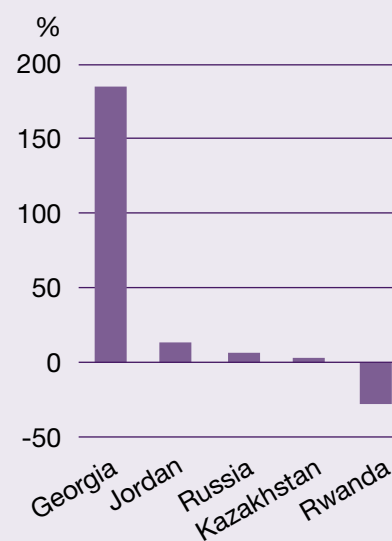
From its London and regional offices PRI will work to reduce pre-trial detention and other unnecessary uses of imprisonment, implement human rights standards and respond to special needs.

Alison Hannah, Executive Director

"The extent of the use of imprisonment is not a natural reflection of crime, but in the end a result of political choices."

Tapio Lappi Seppälä, National Research Institute of Legal Policy, Finland, 2008

Increase/decrease in prison population between 2005 and 2008



PRI's thematic priorities

Throughout the year, activities focused on three thematic priorities:

In relation to the first, **reducing the unnecessary use of imprisonment**, achievements and activities included:

- Identifying ways to divert people from the criminal justice system where other ways of dealing with them can be more effective
- Reducing the rate of pre-trial detention, by implementing paralegal advice services
- Encouraging implementation of efficient file and detainee management procedures so prisoners are not 'lost' within the system
- Monitoring sentencing policies so that their impact can be assessed
- Promoting and developing the use of alternatives to prison for less serious offences
- Implementing reintegration programmes to prepare and support prisoners for and after release

The second priority was to **implement human rights standards** in relation to prisons and the treatment of prisoners. Achievements and activities on this theme included:

- Promotion of independent oversight and monitoring of prisons, to ensure compliance with international standards
- Education and training for senior prison managers to understand, accept and implement these standards

The third theme of **responding to special needs** included:

- Protecting the rights of people particularly at risk of harm from the criminal justice system
- Advocacy and programme activity on juvenile justice, prisoners on death row, women in prison (particularly women prisoners with babies), and those who are mentally or physically ill.



Reducing the unnecessary use of imprisonment

In **Kazakhstan** and **Kyrgyzstan** PRI contributed to changes in punitive sentencing policies and legislation through a range of events promoting alternatives to imprisonment and humanisation of criminal policy. Programme activities focused on the transfer of powers to sanction arrest from the prosecutor's office to the judiciary in both Kazakhstan and Kyrgyzstan; and a review of the criminal legislation and changes to sentencing policy. Briefing papers, comments on the law and criminal code, roundtable discussions and seminars all helped bring about change. Information and training materials were produced to promote the use of alternative sanctions, including a manual for probation officers on alternatives to imprisonment.

The **Moscow** office briefed experts, including the Prison Service, on non-custodial measures and developed guidelines for supervision of offenders in the community.

In **Georgia**, PRI worked with government to develop probation services and post-release assistance to women prisoners, thus reducing the risk of re-offending. It also funded a range of local NGOs supporting vulnerable groups, such as juveniles and non-Georgian speaking minorities, to improve prison conditions and develop resettlement initiatives. The Ministry of Justice was encouraged to invest in rehabilitation measures, and to recognise their role in enabling safe early release. A programme for vocational training of women in conflict with the law provided training rooms in the Tbilisi women's colony. It will enable more than 200 women over a 2-year period to complete courses that will help them find employment on release.



"On behalf of the Ministry of Justice, I would like to express our deepest gratitude for PRI's extensive support to reform the Kyrgyz penitentiary system."

Mr Sergey Zubov, Deputy Minister of Justice, Kyrgyzstan

Juvenile colony, Kazakhstan/
PRI

Reducing the unnecessary use of imprisonment

Juvenile colony, Kazakhstan/
PRI

“As a result of PRI’s work over the years, public monitoring commissions have been established in Kazakhstan. PRI has actively promoted the abolition of the death penalty and has carried out significant projects to reform our criminal justice system. PRI has promoted human rights for prisoners, international norms and standards to those involved in the national prison system, and has developed alternatives to imprisonment.”

Mr. Aidyn Duisekeev, Deputy Prison
Director General of the Ministry of
Justice of the Republic of Kazakhstan



In the UK, PRI in partnership with the Prison Reform Trust convened a major London conference at the Trades Union Congress House where over 400 policy makers and parliamentarians heard a ‘Warning from America’. In a powerful speech Professor Bryan Stevenson, new PRI Board member, strongly advised the UK government not to emulate the disastrous overuse of incarceration in America. Professor Stevenson also held meetings with senior officials in the Ministry of Justice and the Treasury and broadcast on BBC Breakfast and the World Service.

The London office also convened an international expert seminar on the mental health needs of people in prison on 7 April – World Health Day. The aim of the roundtable was to inform and raise discussion amongst government development agencies, ministries of foreign affairs and other opinion makers. The programme included discussions on relevant international human rights law, diversion of those with mental health problems from the criminal justice system, the impact of incarceration on prisoners’ mental health and national perspectives from India, Georgia and Nigeria.

In the Great Lakes region of Africa, work in Rwanda and Burundi focused on reducing the level of pre-trial detention through paralegal services. In **Rwanda**, PRI’s regional office developed a paralegal programme. It succeeded in introducing software for tracking prisoners’ files, working with government authorities on the software content and training the officials on information technology and the prisoner management software, creating a more efficient system and reducing the risk of people being lost or ignored.

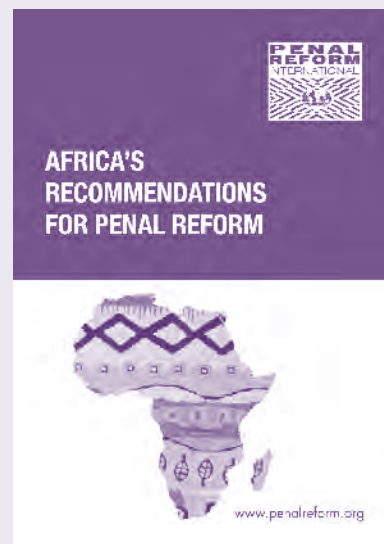
Implementing human rights standards

Throughout the year, PRI's Executive Director and Policy Director organised and participated in public meetings, roundtable discussions and conferences, to promote PRI's key messages for penal reform. They attended the United Nations Human Rights Council sessions in March, June and September. While in Geneva, on each occasion PRI staff met with treaty bodies and other international organisations to discuss areas of mutual interest, co-operation and collaboration. These included the International Committee of the Red Cross, Inter-Parliamentary Union, Quaker United Nations Office, Committee on the Rights of the Child, the Special Rapporteurs on Torture and Education, Office of the UN High Commissioner for Human Rights and the Association for the Prevention of Torture.

Some new opportunities for reform were forged. The new Universal Periodic Review process established by the United Nations Human Rights Council, gives countries undergoing review an opportunity to promote human rights issues. The possibility of establishing a new United Nations Special Rapporteur for the protection of persons deprived of liberty was discussed during the year, in collaboration with other organisations, to assess whether it might provide additional protection for the rights of prisoners.

The Policy and Executive Directors attended NGO forums for the African Commission on Human and Peoples' Rights at the May and November sessions, to hold workshops on prisoners' rights. The Policy Director raised some key issues at resolution drafting stage, and a death penalty resolution was finally adopted by the Plenary in November. At both NGO forums, PRI made and resumed contact with other NGOs and international non-governmental organisations working on prison and penal reform and shared information and ideas. At both sessions of the African Commission, the Policy Director made statements recommending PRI's concerns (women, children, death penalty and the treatment of lifers) to the attention of the Commissioners. She also used the occasion in November to launch and widely distribute the latest PRI publication *Africa's Recommendations for Penal Reform*, which collects a number of resolutions and practical action plans developed with PRI participation and endorsed by the African Commission and ECOSOC. The Vice Chairperson of the Commission, Board member Angela Melo, wrote the foreword and the book was dedicated to the late Ahmed Othmani.

Africa's Recommendations for Penal Reform is available in English and French. It collects a number of resolutions and practical action plans developed with PRI participation and endorsed by the African Commission and ECOSOC.



Implementing human rights standards

In the context of the Rehabilitative Schemes for Juvenile Probationers project (Georgia), young probationers and PRI staff organised 'play days' for children displaced by the conflict in 2008.



PRI **Central Asia** continued facilitating the introduction and development of effective independent public monitoring in prisons as a strong and credible oversight mechanism to ensure human rights and torture prevention in places of detention. In Kazakhstan, PRI promoted ratification of the Optional Protocol to the UN Convention against Torture (OPCAT). PRI successfully completed consultations with the Ministry of Interior of **Kazakhstan** on access of monitoring boards to police cells and recognition of the need for external independent inspection of places of detention.

In June, the President of Kazakhstan signed a law on the ratification of OPCAT. The next step is to establish a national preventive mechanism (NPM).

Priorities for current work in **Kazakhstan** are to strengthen cooperation between penal authorities and NGOs, broadening the mandate of the monitoring commissions, and promoting unannounced visits. A round table discussion on independent monitoring, attended by key officials and NGOs received wide media attention. A consortium of human rights international and local NGOs developed a common position for a national preventive mechanism in **Kazakhstan**. In October, agreement was reached with the central prison committee for unannounced monitoring visits of prisons for all public-monitoring commissions – one of PRI's aims.

Implementing human rights standards

PRI and the public monitoring boards have regular contact with the media. Interviews, articles and information materials on anti-torture issues were prepared, published and distributed around Central Asia and widely publicised.

In February, Deputies of the Kyrgyzstan Parliament supported ratification of OPCAT and PRI Central Asia promoted legislative amendments for public monitoring of prisons, with support from international and national strategic partners. In June, PRI supported the Kyrgyz parliament's organisation of Parliamentary hearings in the format of round table discussions on the draft law and the launch of a campaign for public monitoring of closed institutions.

In Bishkek, a three-day practical course on human rights and public monitoring of places of pre-trial detention and prisons in the **Kyrgyz Republic** was organised by PRI Central Asia office in co-operation with the Kyrgyzstan regional office of the Office of the UN High Commissioner for Human Rights (OHCHR) and a local NGO partner.

PRI's Central Asia Director contributed to an international conference *OPCAT in the Organization for Security and Co-operation in Europe (OSCE) Region: What it means and how to make it work* in Prague in November 2008. The conference explored the trends, challenges, as well as the various practical aspects of implementing OPCAT in the countries of the OSCE region.

"Opening up places of detention to inspections by independent bodies, as foreseen in the OPCAT, is one effective method of preventing torture and improving prison conditions."

Manfred Nowak, UN Special Rapporteur on Torture, 2008



A woman sews in Mordovia Women's Prison, Russia/
PRI

Implementing human rights standards



Ardatov Rehabilitation Centre,
Russia/PRI

In **South Caucasus**, PRI sub-contracted the independent prison monitoring board in **Armenia** to work on a project for life sentenced prisoners; and provided training materials for staff recently appointed to a new prison.

In **Azerbaijan**, PRI contracted members of the civil society prison monitoring board to research life sentenced prisoners. In **Georgia**, PRI continued to support the prison monitoring boards financially, with information and contacts; and provided training on standardised reporting.

A number of events on OPCAT implementation were held, for the Ministry of Justice and the Ombudsman's office, including discussion of the resources required for implementation of OPCAT in relation to military, prison and police detention, psychiatric and old people's institutions, and children's homes of various kinds. PRI supported the production of a film on the importance of monitoring under OPCAT.

In April a conference was held jointly with European Instrument for Democracy and Human Rights (EIDHR) and Torture Rehabilitation project partners Empathy, to discuss proposed amendments to legislation and practice concerning forensic medicine, and access to appropriate mental and physical health care for people in conflict with the law. PRI co-organised, with the European Union (EU), OHCHR, Ombudsman's Office and five other NGOs, a panel discussion on torture prevention in **Georgia**. An exhibition of photographs and project materials prepared by all the EU funded anti-torture projects was seen by a large invited audience including media, officials and diplomats.

Implementing human rights standards

PRI coordinated written input to the Anti-Torture Action Plan, highlighting the needs of juveniles in particular. Many comments were incorporated in the plan signed by the President on 12 June. PRI hosted discussion of Ministry of Justice proposals to give powers for the OPCAT NPM to the Ombudsman.

As part of PRI's advocacy role, the Policy Director is an active member of the OPCAT Contact Group, which meets regularly to exchange views and share concerns, which are communicated to and discussed with the OPCAT Committee members.

In **Armenia** PRI met the head of the legislative committee in parliament to discuss an effective NPM under OPCAT, leading to a proposal for a parliamentary hearing in September. She also met members of the police and prison monitoring commissions, and visited the Children's Orientation Centre in Yerevan, with a view to possible future collaboration.

The **South Caucasus** office continued to promote and implement international human rights standards. A EU-funded project produced analysis of key criminal justice legislation and practice in Georgia against European standards despite disruption caused by the security situation. Roundtable discussions were conducted with state representatives, donors and civil society.

In the **USA**, the Washington Office was one of the sponsoring organisations for the US Human Rights Network national conference, held in Chicago in April. Workshops included the 'school to prison pipeline', treatment of transgendered prisoners, women in prison, police brutality, the death penalty, immigrant detention, cases to the Inter-American Commission on Human Rights and the use of international law in the courts. The conference youth summit included workshops on juvenile lifers without parole and the Convention on the Rights of the Child. More than 300 people attended. In May, the **USA** office, together with the US Human Rights Network, organised a workshop on a human rights framework for penal reform at a national conference on supermax prisons and solitary confinement.

In June, PRI, together with International CURE arranged for a briefing at the US Congress for the UN Special Rapporteur on Torture, who was in the country on a private visit. Staff attended the meeting from Congressional offices of both parties.

In preparation for the new administration in January 2009, the Washington office worked with other NGOs to develop information and advice for the transition team on key issues to improve conditions of confinement within US prisons and jails. It also worked with the newly

"The Civil Society Institute would like to express its gratitude and appreciation for the expertise and advice provided by PRI in 2008. You helped us to gain a better understanding of best practices and International Standards on juvenile justice. We hope to continue this efficient and fruitful cooperation with you in future."

Lilit Petrosyan, Civil Society Institute, Armenia

Implementing human rights standards



PRI has been promoting human rights standards in prison for 20 years.

formed National Coalition for Prisoner Rights on an advocacy campaign to ensure that the prison systems meet international standards and norms.

In **Belarus**, a seminar was organised for prison personnel to discuss management issues and human rights, including ways to prevent conflicts and violations. The Moscow office organised a seminar for members of the monitoring commission and NGOs, on the international experience of public control, standards, prison inspections, and responding to prisoners' complaints.

PRI's final report on reform for the penitentiary system in Belarus was published, including seven pages of recommendations to improve legislation. A meeting took place with the Ministry of Justice to discuss training members of monitoring commissions and ratification of OPCAT.

PRI co-organised a conference with the Vologda Institute of Law and Economics of the Prison Service of **Russia** on criminal policy, sentencing and execution of punishments. PRI prepared the conference programme and documentation, and financed participation of representatives from Belarus and Ukraine. The event was widely reported. A conference on prison conditions and prison personnel was also organised in Siberia.

The **Moscow** office carried out a variety of media and promotional activities throughout the year to raise awareness of prison and penal issues, including prison conditions, the death penalty and life imprisonment.

In **Ukraine**, a programme to develop a public monitoring system began. It will develop openness and transparency in Ukraine's penitentiary system through recognition of public control as a condition for implementation of human rights in prisons. Activities included:

- Research into and development of public control in prisons
- Raising awareness and approval of the work on monitoring through a competition for "the best public monitor" and a media information campaign
- Developing the overall concept of public monitoring in the Ukraine context and drafting laws regulating activities on public control in prisons, care of prisoners, and the need for social re-integration on release.

Planning meetings took place with NGOs and members of the monitoring commissions. Other activities included:

- A study visit to Kazakhstan to gain information about public monitoring of places of detention

Implementing human rights standards

- A training programme for public visitors and members of monitoring commissions
- Building an information database
- A five-day training for trainers.

On **human rights and health in prisons**, the KNCV Tuberculosis Foundation's representative in **Central Asia** and PRI's Regional Director participated in a regional workshop for representatives of prison and civil health systems in **Kazakhstan, Tajikistan, Kyrgyzstan, Uzbekistan and Turkmenistan**. PRI participated in the second Central Asian regional forum on drug use and infectious diseases in prisons, held in October in Bishkek. It highlighted the importance of an integrated approach in solving problems of disease and the special needs of vulnerable groups.

In the Great Lakes region, training for **Burundi's** prison directors was given by PRI. It included training in basic sanitation in prison and the role of prison guards; prevention of HIV and AIDS and non-transmissible diseases; and human rights principles with regard to detainees' security.

In **Rwanda**, work to promote and implement human rights standards in penal and prison systems included a number of prison visits. These permitted follow-up and monitoring of the software installation for detainees' files, and an evaluation of the situation for vulnerable groups of prisoners. The findings were reported to the Ministry of International Security and the prison service.

After the closure of the Malawi Office, the PRI **Middle East and North Africa** Office took over management of the programme for training prison service officials in **Sudan**. The final activities were scheduled to take place in October 2008. However, after the International Criminal Court issued an arrest warrant for President Al Bashir, the activities were postponed pending some improvement in the political and security environment.



Ardatov Rehabilitation Centre,
Russia/PRI

Responding to special needs



“Thank you for building up the skills of personnel in the prisons’ psychological services. Your work has helped penitentiary psychologists to give psychological support to prisoners and to introduce new approaches to their social and psychological rehabilitation work.”

Deputy Head of the Department of Social, Psychological and Correction Work with Prisoners of the Federal Service of Execution of Punishments (FSIN), Russia

At the UN Commission on Crime Prevention and Criminal Justice in Vienna, PRI’s Executive Director participated in a side meeting panel discussion of the draft United Nations Office On Drugs and Crime (UNODC) Handbook on Prisoners with Special Needs. She later gave a presentation highlighting the high proportion of prisoners suffering mental health problems, both before and after imprisonment. A meeting with the UNODC discussed the *Handbook on Prisoner File Management*, written by PRI, which was published during the year and widely distributed. The Policy Director shared in a further panel discussion on juvenile justice best practices.

Juveniles in the criminal justice system

During 2008, PRI’s role in the Interagency Panel on Juvenile Justice (IPJJ) was a major commitment. IPJJ membership includes UN organisations and NGOs working in this field. It enables PRI’s work on juvenile justice to be better informed by the experience of others, and good practice to be shared more widely. As part of this closer relationship, PRI will co-host their Annual General Meeting in Amman in May 2009, jointly with UNODC. The Policy Director and Georgia project coordinator attended IPJJ member United Nations Children’s Fund’s (UNICEF’s) conference on juvenile justice in Eastern Europe in July. The Executive Director co-presented a workshop on diversion and alternatives to detention at a conference held by IPJJ member Defence of Children International in October, and the Policy Director was a panelist and presenter at IPJJ member International Juvenile Justice Observatory’s conference on juvenile justice during the same month.

The **Middle East and North Africa** regional office continued to make progress on its juvenile justice programme. In **Yemen**, PRI delivered training to 70 people participating in a pilot project for post-detention care of juveniles. A five-day training workshop for juvenile court judges and a regional conference on restorative justice took place in Morocco.

PRI published a new paper on the Arab experience of juvenile justice, available in Arabic on www.nour-atfal.org, with a thousand copies produced and distributed among stakeholders in the Arab world.

Other activities included:

- Preparation of a manual on the Juvenile Police Centres developed by PRI during the 1st phase of the programme
- A meeting with UNICEF Iraq to present PRI’s experience on juvenile justice in **Yemen** and **North Africa** and explore ways to spread good practice to Iraq

Responding to special needs

- A **Sudanese** delegation made a study visit to Algeria and visited a number of rehabilitation and re-education institutions for juveniles and adults
- The **Algerian** Juvenile Justice Steering Committee paid a visit to the PRI office in Amman, to discuss cooperation.

During 2008, the **MENA** office prepared and implemented activities for the second phase of its juvenile justice programme, covering **Algeria, Egypt, Jordan, Morocco, and Yemen**. In the first phase of the juvenile justice programme a specialised website was established: www.nour-attfal.org. In the second phase of the programme, the website is to be improved and enhanced. All programme events and related press releases are promoted on the website.

Training sessions took place in **Algeria**, and local councils are involved in the follow-up and implementation of alternative sentencing, care and prevention of juvenile delinquency. Council members will be involved in future training.

During a visit to **Yemen**, meetings were held with stakeholders to plan a multidisciplinary training session for 2009.

The pilot juvenile police centres in **Jordan** were discussed with stakeholders In Yemen and Algeria, who welcomed the idea of creating them in their respective countries.

"We are grateful to PRI for their support and attention to female juvenile offenders and for their active participation in developing their creative potential."

Head of Tomsk colony for female juvenile offenders, Russia



Penal Reform International and Ministry of Justice, Yemen hold a conference on juvenile justice, Yemen/PRI

Responding to special needs

"When Giorgi came to us he was serving a probation sentence and not attending school. As a result of this project he got into the naval academy and is now applying for jobs as a professional mariner."

Democracy Institute, PRI's partner on the juvenile justice programme in Georgia

The PRI office in **Russia** continued its programme on reintegration of young offenders. In February 2008 PRI Moscow and a local partner organised two conferences on social integration for juveniles.

A seminar was held in the Tomsk region, to give prison officers the skills and knowledge to use national legislation for juveniles more effectively. In May the Scientific Research Institute and PRI co-organised the **Russian** Prison Service's international conference on education in juvenile colonies. PRI provided information materials and invitations to Belarus and Ukrainian participants.

In **Georgia**, PRI signed a two-year contract with UNICEF to establish two juvenile justice support service teams working with juvenile probationers. Social workers were recruited to support the probation officers. Meetings were held with the relevant Ministries to discuss the involvement of local police in the programme.

A seminar on prevention of harm in the administration of juvenile justice was held in **Georgia** in July, attended by one of the members of the UN Committee on the Rights of the Child (CRC), local children's rights activists and partners from **Armenia**, and widely reported by the media. A key message from the participants to government and donors was that all local professionals wished to be involved in the discussions on drafting a new juvenile justice policy.

PRI issued a joint press release with Human Rights Watch, highlighting the CRC's 'deep regret' at **Georgia's** legislation lowering the age of criminal responsibility to 12 for certain crimes. On 1 June, children's day in Georgia, PRI delivered a letter to the President signed by Georgian and international civil society actors calling for the law to be repealed.

In the **USA**, the Washington office continued to work with lawyers, advocates and others in a national campaign to end the sentence of life without the possibility of parole for offences committed by children. In February, a two-day meeting in New York looked at international laws and norms as well as federal constitutional law as tools to change public opinion and legislation. The meeting was an opportunity to develop cooperative strategies among the different groups and individuals. PRI's role was to increase awareness of international standards and best practice. PRI subsequently facilitated adoption of a human rights approach into the work of the National Juvenile Justice Network, providing international examples of how this can be done.

Responding to special needs

Women in prison

PRI's briefing paper on Women in Prison was published in English, French and Arabic, illustrating the difficulties women prisoners face in an environment designed primarily for male inmates. It was widely distributed at the related UN and other inter-government organisation sessions. The situation of mothers with babies in prison is one of particular concern to PRI.

The small grants project in **Georgia** continued to support rehabilitation and vocational training for women and juveniles, despite some interruption due to the security situation.

A team from Oxford University researching the social reintegration of women prisoners discussed research on the issue with PRI **Moscow** representatives.

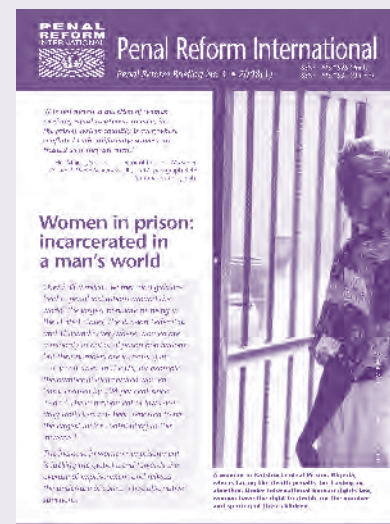
In the **USA**, the Washington office convened a roundtable to look at problems, solutions and ways to achieve reform for antenatal care, labour and mother/baby bonding for women and girls who give birth in prison, jail or detention centres. The roundtable consisted of medical staff, corrections administrators, lawyers, and advocates for prisoners and women who had themselves given birth in prison, as well as international experts on the treatment of pregnant women and girls behind bars. Facilitated by PRI, the group shared information and created a strategy for future activities. As a result of the subsequent discussions, PRI prepared recommendations for alternatives to incarceration for non-violent women, improved family visitation, and aftercare, and the ending of shackling of pregnant women.

Multi-regional project to abolish the death penalty and raise concern over life imprisonment as an alternative sanction

PRI worked collaboratively and in partnership with many other organisations, to make the global death penalty debate effective. It remains a member of the steering group for the World Coalition against the Death Penalty.

The four regions involved in this EC-funded programme are the MENA, Moscow, South Caucasus and Central Asia offices. Each region carried out independent activities designed to promote the aim in the context of their particular region's profile on this subject.

At the OSCE Human Dimension Implementation Meeting in October/November 2008, the **Central Asia** Regional Director delivered to the



PRI's briefing paper on women in prison was published in English, French and Arabic, illustrating the difficulties women prisoners face in an environment designed primarily for male inmates.

"The main focus of the Small Grants Initiatives has been to institutionalise NGO involvement in penal reform, and to create and maintain official, moral and practical support for rehabilitation as an integral part of the Georgian penal system. It is of great importance to NORLAG to have an organisation like PRI to cooperate with."

Marie Roise, Norwegian Mission of Rule of Law Advisers to Georgia

Responding to special needs

"We thank PRI for the assistance it has given to our college. Your organisation significantly helps Ukraine to reform its prison system, by promoting Minimum Standards and human rights."

Head of the Bila Tserkva College of professional training of personnel of the criminal-executive system of Ukraine

plenary session a joint statement with Amnesty International urging progressive abolition of the death penalty and adoption of an alternative that respects international standards and norms; she subsequently participated in workshops on this issue and torture prevention

PRI **Central Asia** was actively involved as a member of national working groups in **Kazakhstan** and **Kyrgyzstan** on the issue, through participation in meetings, and submission of recommendations for practical implementation in both countries of legislation to abolish the death penalty. It continued to raise public awareness on the abolition of the death penalty in Kyrgyzstan and Kazakhstan, supported by the media and local NGOs, using a film promoting abolition of the death penalty made by a famous Kazakhstan TV journalist. Jointly with Freedom House Kazakhstan, PRI organised a two-day seminar devoted to the death penalty, alternative sentencing and the human rights of lifers. Participants from all countries in the region attended the event, which received wide media coverage.

Seminars and round table discussions for prison officials and staff were held in **Kazakhstan** and **Kyrgyzstan** where the film was shown for the World Day against the Death Penalty in October. PRI organised a comprehensive TV information campaign throughout Kazakhstan and Kyrgyzstan. The media and information campaign ran up to the end of the year, and included a competition among journalists in Kazakhstan.

In **Georgia**, the PRI office interviewed life sentenced prisoners and established formal partnerships with civil society prison monitors in **Armenia** and **Azerbaijan** to conduct similar work. PRI met prison officials and NGO partners to discuss progress on lifer research. Interviews with prisoners and officials, and data from **Armenia**, **Azerbaijan** and **Georgia** were translated and analysed. A PRI regional conference on the abolition of death penalty and life imprisonment issues took place in Georgia in December 2008.

In **Russia**, PRI organised a student essay competition on the death penalty and life imprisonment. It stimulated public discussion on the death penalty and human rights. The winners were invited to a conference on the death penalty in Moscow. In autumn, a book of the competition results was published and roundtable discussions and other events took place to publicise the campaign. Letters concerning the United Nations General Assembly (UNGA) death penalty resolution were sent to Ministries of Foreign Affairs of Russia, Ukraine and Belarus, as well as other government departments. In May, a conference on long-term imprisonment and life imprisonment took place in Ukraine, co-organised by PRI and the Department for Execution of Punishment.

Responding to special needs

For the **MENA** office, the programme had two overall objectives:

- To challenge society's attitude to the death penalty
- To support governments and other stakeholders moving towards abolition of the death penalty and to challenge the validity of life imprisonment as an alternative sanction

Activities included:

- Public education and media work to change attitudes and perceptions about the death penalty and life imprisonment
- Advocacy for legislation to bring about legal and not just de facto abolition.

Under Sharia law, the death penalty is explicitly prescribed as a punishment for some specific crimes. All penal codes of the region provide for the death penalty, although some states observe a de facto moratorium.

Also in the **MENA** region, a number of meetings took place at the national level. A regional conference in partnership with the Swedish Institute in **Alexandria** took place in April. The conference focused on the UNGA Resolution 49/162 calling for a moratorium on executions in countries that have not yet abolished the death penalty. Participants came from **Algeria, Egypt, Iraq, Jordan, Lebanon, Morocco, Qatar, Tunisia, Turkey** and **Yemen**. The conference adopted a widely publicised declaration, representing a breakthrough in challenging the death penalty in the Arab World.

In **Algeria**, due to the security situation, a proposed national conference against the death penalty was postponed, while work continued to set up a national coalition. Algeria was the only country in the Arab world that voted in favour of the UN resolution to establish a moratorium on the death penalty.

The **MENA** office published *Studies on the Death Penalty and the Right to Life in the Arab World*, containing 18 papers dealing with the death penalty in the region. It set out the case against the death penalty from different perspectives, including that of Islam. Media coverage of the campaign against the death penalty attracted wide interest in the region. The campaign results were reflected in the votes at the UNGA in both the 3rd Committee and plenary.



Studies on the Death Penalty and the Right to Life in the Arab World

Transitional justice

The **Great Lakes** office continued to monitor the genocide cases dealt with by the Gacaca courts. The end of the Gacaca trials has been announced several times in the past but is now expected in 2009.

In 2008, the field researchers and assistants monitored:

- The transfer of Category 1 cases (the most serious cases of genocide) to the Gacaca courts;
- Sentences for reparation/compensation to victims (for property offences committed during the genocide – Category 3 defendants);
- The reopening of some Category 2 trials (any person who tortured another even though such torture did not result in death, together with his or her accomplice)

The report *“The testimonies and the evidence in front of the Gacaca jurisdictions”* was given to the Gacaca National Service for comments, and distributed to partners and other stakeholders.

Since then, research has focused on the carrying out of the agreements and judgments with reparation, the subject of the next Gacaca report. It will analyse recovery procedures, implementation of agreements between victims and the defendants, and sentences to provide redress for looting during the genocide. A new theme of multiple files has also been identified, where the same charges for the same person may go before different courts.

PRI's Gacaca research is currently its only programme of transitional justice. The office is planning for the conclusion of this activity, which will enable it to focus on more mainstream issues of prison reform in the region, particularly to expand its paralegal support services.



A genocide prisoner faces a Gacaca court in Rwimbogo, Rwanda/IRIN

Finance

PRI is grateful to its donors in 2008

Income by donor

€

Belgian Ministry of Foreign Affairs	623,922
European Union	491,489
Swedish International Development Cooperation Agency	450,147
Open Society Institute	347,568
Sigrid Rausing Trust	227,425
Foreign and Commonwealth Office, UK	135,245
United Nations Development Fund	119,570
Development Cooperation Ireland	108,476
Norwegian Mission of Rule of Law Advisors to Georgia	86,770
Netherlands Ministry of Foreign Affairs	74,470
UNICEF	57,680
Inter-church Organisation for Development and Cooperation, The Netherlands	25,489
United Nations Office of the High Commissioner for Human Rights	16,887
RCT/Empathy	7,125
University of Oxford	6,622
Total	2,778,885

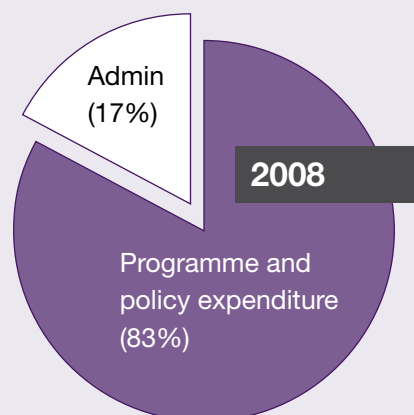
Expenditure (€)

2008

Programme and policy expenditure: €2,250,177

Administrative expenditure: €454,660

Total expenditure in 2008: €2,704,837

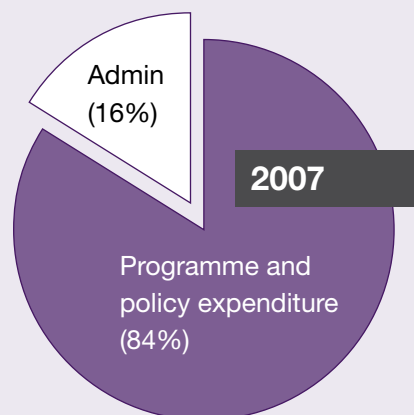


2007

Programme and policy expenditure: €3,444,241

Administrative expenditure: €633,283

Total expenditure in 2007: €4,077,524



PRI structure

PRI's head office is located in London, UK. At the beginning of 2008 PRI had six regional offices based in Kazakhstan, Russia, Georgia, Rwanda, Jordan and the USA.

The key policy and governance bodies of PRI are the General Meeting (of members), the Board and the Executive Board.

The General Meeting

The General Meeting is held at least once every five years, at which PRI members are invited to set policy for the organisation and elect the board. The next meeting is scheduled for December 2009 in Geneva.

The Board

The Board comprises at least nine representatives elected from and by the members of the General Meeting. The composition of the Board reflects the different regions of the world. The Board meets once a year.

The Executive Board

The Board elects from its members an Executive Board, which consists of the Chairperson, the Secretary-General, the Treasurer and their deputies. The Executive Board meets quarterly.

At the end of 2008 the board members were:

David Daubney, Canada (Vice-Chairperson)
Olawale Fapohunda, Nigeria
Maria Eugenia Hofer Denecken, Chile
Juliet Lyon, UK (Secretary-General)
Amin Mekki Medani, Sudan
Angela Melo, Mozambique
Simone Othmani-Lellouche, France
Livingstone Sewanyana, Uganda (Treasurer)
Rani Shankardass, India (Chairperson)
Bryan Stevenson, USA
Anthony Tang, HKSAR, China
Vera Tkachenko, Kazakhstan

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