Resource Book on the Transfer of Sentenced Prisoners under EU Framework Decision 909

Nalini Hussain - EuroPris/HMPPS Expert Group Coordinator

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EUROPEAN ORGANISATION OF PRISON AND CORRECTIONAL SERVICES

EXPERT GROUP ON FRAMEWORK DECISION 909

RESOURCE BOOK

February 2020
About EuroPris

The European Organisation of Prison and Correctional Services (EuroPris) is a non-political, non-governmental organisation that was founded at the end of 2011 and is registered in the Netherlands.

Membership is open to public institutions or organisations in the Council of Europe region, which provide prison or correctional services on a legal or statutory basis.

EuroPris brings together prison practitioners with the specific intention of promoting ethical and rights-based imprisonment, exchanging information and providing expert assistance to support this agenda. The organisation exists to improve co-operation among European Prison and Correctional Services, with the aim of improving the lives of prisoners and their families, enhancing public safety and security; reducing reoffending; and advancing professionalism in the corrections’ field.

EuroPris
P.O. Box 13635
2501 EP The Hague
Netherlands

www.europris.org

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Introduction

This resource book has been developed in conjunction with the EuroPris expert group on Framework Decision 909. It is designed to be used by Competent Authorities to assist in completing transfers of sentenced prisoners. The resource book brings together practical recommendations, best practice and resources developed to assist with the transfer of sentenced prisoners.

Information contained in this resource book is based on practical recommendations and best practice shared by Member States. Guidelines in this document should be read in conjunction with the European Commission Legal Handbook on Framework Decision 909, published on 29 November 2019.
Council Framework Decision 2008/909/JHA


Implementation status of EU Framework Decisions 909, 947, 829

The table below shows the implementation status as at January 2020 of each EU Member State with regards to the Framework Decision on the Transfer of Prisoners (FD 2008/909/JHA), on Probation Measures and Alternative Sanctions (FD 2008/947/JHA) and on European Supervision Measures (FD 2008/829/JHA).

Further information can be obtained via: www.ejn-crimjust.europa.eu/ejn/EJN_library_statusOfImpByCat.aspx?CategoryId=36

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**Competent Authorities**

Through implementation of Framework Decision 909, individual Member States determine the Competent Authority responsible for issuing and executing certificates for the transfer of sentenced prisoners. In some Member States, the role of the Competent Authority has been adopted by one single agency such as the national prison administration, in others it has been adopted by multiple agencies, responsible for geographic regions such as regional courts.

The European Judicial Network (EJN) maintains a database of Competent Authorities and contact points. This can be referenced at:

The EuroPris expert group have discussed whether it would be possible for Member States with multiple delegated competent authorities, to establish one central authority who could deal with queries regarding relevant courts, queries about legislative processes or chasing responses.

**Staff Training**

Through the *Support for Transfer of European Prison Sentences Towards Resettlement* (STEPS 2) project, an e-learning platform was developed to support practitioners using Framework Decision 909.

The e-learning was designed for authorities who are (co-) responsible for the decision making regarding transfer of the execution of the custodial sentence and is divided into 4 chapters:

- Chapter 1: objectives, principles and legal framework of Framework Decision 909
- Chapter 2: the transfer process
- Chapter 3: certificate
- Chapter 4: additional information and legislation

The e-learning platform can be accessed in English and Spanish via:

**Consent and information about the transfer process**

Framework Decision 909 provides that sentenced prisoners consent to their transfer to another Member State. However, Article 6 of the Framework Decision sets out the circumstances when the consent of the prisoner is not required, including when:

- the person is a national of the country of the executing state and also lives there;
- the person would be deported to the executing state on completion of their sentence; or,
- the person has fled or otherwise returned there in response to the criminal proceedings.

Where the consent of a sentenced prisoner is not required, the opinion of that prisoner should still be sought and taken into account prior to a certificate being issued. This opinion should be included with the certificate sent to the executing state, with due consideration given to translation of this opinion. In order to give informed consent the prisoner will require information about the process and consequences of transfer.

The process by which Member States obtain the consent and/or opinion of a sentenced prisoner being considered for transfer under the Framework Decision varies, for example some countries require written consent from the prisoner, whilst others require the prisoner to appear before a judge.
Documents have been developed to communicate the purpose and process of Framework Decision 909. The purpose of these documents is to provide prisoners with additional information about the transfer process and prison regime of the country to which they may be transferred. It is hoped that this will assist in obtaining the prisoner’s informed consent to transfer.

- The **Offender Leaflet**, developed by the STEPS 2 Resettlement project provides an overview of the transfer process.

- The **Offender Handbook**, developed by the STEPS 2 Resettlement project provides more detailed about the transfer process, prisoner rights and a glossary of technical terms used within the Framework Decision.
  - The Handbook is included in Annex 2. Download via: [https://steps2.europris.org/](https://steps2.europris.org/)

- The EuroPris expert group has collated **Information on Prison Conditions in EU countries** sheets to enable prisoners, staff and Competent Authorities to access information about prisons in the executing state and support informed consent for transfer. The information sheets are available in the national language and English and provide an overview of topics such as induction procedures, family visiting and early release arrangements.
  - An example of the sort of information provided to prisoners in **Denmark** is included at Annex 3. For the full supplement of information from other jurisdictions, access via [http://www.europris.org/fd-909-prisoner-information-sheets/](http://www.europris.org/fd-909-prisoner-information-sheets/)

Further examples of practices used by Member States to provide information on the process and obtain informed consent to transfer include:

- Telephone information line providing prisoners and their families with information on the transfer process. This is supplemented by a factsheet detailing the stages of the transfer process.

- Providing information to sentenced prisoners, explaining that they are being considered for transfer at the earliest possible opportunity. Some Member States have adopted processes that provide information in multiple languages.

- Asking prisoners to sign a consent to transfer declaration. Some Member States have developed and translated a declaration for prisoners to sign, which is regulated by the Competent Authority.

- In cases where prisoners are seeking voluntary transfer or deportation, the issuing state informs them that they will also seek a compulsory transfer to avoid the situation of a prisoner changing their mind later in the process.
European Prison Information System (EPIS)

The European Prison Information System (EPIS) has been developed by EuroPris to provide general and operational information on prisons and prison administrations across the EuroPris network. Prison services have direct access and are themselves responsible for updating information on their prison system. The resource provides search functionality across a range of topic areas and countries. Information is contained under the following headings:

- General – including implementation of Framework Decision 909
- Types of treatment/intervention programmes provided
- Population & Staff
- Regime
- Outsourcing
- Technology
- Finance
- Purposeful Activity
- Security & Order
- Welfare
- Throughcare

EPIS also contains an archive of questions and responses to Knowledge Management System (KMS) requests that have been posed and answered by EuroPris members. This provides an operational overview on policy and process within different prison administrations. For more information about KMS please see http://www.europris.org/kms-guidance/.

EPIS is hosted on the EuroPris website - http://www.europris.org/reports/. Access is granted via secure login through recognition of official justice / prison service email addresses. This ensures information is not publicly available. EuroPris has extended domain access to ensure that official email addresses of Competent Authorities are recognised. Requests for access need to be sent to fraserbryans@europris.org.

Social Rehabilitation

The concept of social rehabilitation is central to Framework Decision 909, as articulated in Article 3:

‘The purpose of this Framework Decision is to establish the rules under which a Member State, with a view to facilitating the social rehabilitation of the sentenced person, is to recognise a judgment and enforce the sentence.’

However, there is no definition of ‘social rehabilitation’ within the Framework Decision and there is differing opinion about what would contribute towards the social rehabilitation of foreign national prisoners. This issue was further explored by De Montfort University (UK) under Workstream 3 of the STEPS 2 Resettlement project. This can be accessed via http://steps2.europris.org/en/documents/

Within this report, the following best practice examples were identified for returning prisoners transferred under Framework Decision 909:

i. The prisoner should be informed of what the sentence arrangements will be on their return to their country of residence. This should be achieved by the prison authority responsible for transfer under the Framework Decision giving reliable information (for instance, in the form of a leaflet) setting out the legal position of returning prisoners and how their prison sentence will be implemented.
ii. The prisoner should be contacted by the Embassy staff, or a representative, from their country of residence to discuss transfer arrangements, contact with family / partner and the help / support that can be provided by the country of residence to facilitate their social rehabilitation.

iii. At that meeting, or by letter, permission should be obtained from the prisoner for the authorities of their country of residence to contact their family / partner or important people in their life to tell them about the impending transfer and involve them in any sentence planning and support arrangements.

iv. A liaison officer should be appointed in the person’s country of residence to be case worker during the transfer process to ensure that transfer is carried out following best practice in social rehabilitation.

v. Returning prisoners should be placed in a specialist prison (or prisons) where staff are trained in dealing with the specific needs of returning prisoners and can provide the advice / guidance and support that are needed to maximise their opportunities for resettlement into their home community.

vi. The trained staff / key worker should arrange early visits for the prisoner, if appropriate, with their family / partner / important people to facilitate re-settlement and social rehabilitation.

vii. After the assessment and sentence planning has been carried out at the specialist prison then the individual, accompanied by all relevant sentence documentation including the sentence plan and post release plan, should be transferred to the nearest appropriate prison to their home community.

viii. The prison key / case worker should arrange a pre-release planning meeting with the supervising officer (if there is post sentence statutory licence supervision in place), all local agencies who will be working with the prisoner in their home area, any mentor / volunteer who will be involved and any relevant family members. This meeting is to review progress on the sentence plan and agree the post sentence objectives in the community.

ix. Successful re-settlement ‘through the gate’ processes in the release of a prisoner rely on clear communication with any external supervising officer, external agencies and family / partner / important individuals. All those involved should provide intense supervision and support during the initial release period to assist in achieving the outcome of social rehabilitation.

The report also identified best practice examples for prisoners transferred out of a country:

i. There should be one (or more) specialist prisons where people who are to be transferred under Framework Decision 909, are placed so that these may benefit from having experienced staff who are trained to work with people in such circumstances to aid their social rehabilitation.

ii. The staff in the prison should ensure that the individuals know about their situation and the details of the potential transfer, what their rights are and that they do have a voice in the process.

iii. One key worker / liaison officer should be appointed to work with each individual before and during the transfer process to ensure continuity and avoid misunderstandings.

iv. At the earliest opportunity – preferably at the beginning of any sentence - the person should be given in writing - translated into their language – a leaflet explaining about the Framework Decision 909 process and how that might impact on them and their social rehabilitation.

v. As part of the process of transfer, the key worker should obtain the individual’s views about the transfer and ensure that these views are heard by the relevant authority that will make the final decision about transfer.
vi. The key worker should contact the relevant embassy staff to set up a meeting with them (or their representative) to discuss the details and implications for the transfer of the prison sentence.

vii. The individual should be given assistance and every opportunity to send regular letters to, and have telephone calls with, their family / partner in their country of residence.

viii. Whilst serving their sentence in the issuing state, the individual should not be discriminated against and should be allowed opportunities to take part in work and programmes, in the same way as a prisoner who is normally resident in that country.

ix. The key worker – or the prison authorities – must contact the authorities in the individual’s home area to explain about the transfer and ensure the relevant documentation is sent to the right place and right person.

x. The key worker should discuss with the individual the people who should be kept informed about the pending transfer – for example, where appropriate, family / partner / important person in their lives who will be able to assist in their social rehabilitation.

xi. Once transfer has taken place, the key worker should ensure that relevant information is sent to the authorities in the receiving country.

**Time Limits**

The Framework Decision provides a 90 day time limit for the executing state to decide whether it will take over the enforcement of the sentence (Article 12). After which, if the decision has been made to take over the enforcement of the sentence, the Framework Decision provides that the transfer should be completed with 30 days of the final decision (Article 15).

There is no formal mechanism for recording the length of time that enforcement decisions or practical transfers are taking, although some Member States have developed their own internal procedures for measuring the status and progress of requests. However, there is general consensus that the time limits as laid out in the Framework Decision are not being met, which has implications for the number of prisoners being transferred under the Framework Decision.

Issues that are commonly cited as causing delays in the process, meaning that the time limits are not adhered to include: translation, interpreting the sentence, and information exchange with agencies involved in physical transfer arrangements.

**Translation**

Under Article 5, the issuing state of the Competent Authority is required to send the certificate and judgement to the executing state. Competent Authorities set out which languages they will accept certificates to be sent to them in – details can be accessed via the European Justice Network - http://www.ejn-crimjust.europa.eu/ejn/ejn_home.aspx

Translation can be costly and timely to procure and cause delays in Competent Authorities issuing certificates for transfers, in particular relating to the judgement and answering supplementary questions the executing state may have.

**Best practice:**

- As discussed at EuroPris expert group meetings, it is not necessary to fully translate the whole of the judgment. Instead, to satisfy Article 6, a summary of the judgement should be contained in the certificate and include a description of the main facts of the offence. However, where cases were of particularly high risk, or there were distinct differences in sentencing policy, or where the case was particularly complex, the executing state may still request a translation of the full judgement.
In cases where two countries are in regular communication e.g. one country receives a high volume of requests to transfer the sentence from another country, regular communication is encouraged. This could take the form of a conversation between Competent Authorities prior to a certificate being issued, or could be a bilateral meeting so that the issuing state understands the elements of the judgment that are most important for the executing state to receive. This would help to avoid repeated requests for further information.

**Interpreting the sentence**

Experts responsible for the transfer of sentenced prisoners have often expressed difficulty in obtaining and understanding early release arrangements in other Member States. To add further complexity, there is a lack of consistency regarding how pre-sentence detention is calculated and accounted for by other Member States.

The Framework Decision is explicit in limitations on sentence adaptation and does not provide scope for sentence conversion or the executing state effectively re-sentencing a prisoner following transfer. A different sentence may only be imposed (‘adapted’), when the sentence in the issuing state exceeds that of the executing state. In this case a sentence can only be adapted to that maximum sentence and no lower. In some cases, the executing state may be able to recognise part but not all of the sentence. In these circumstances Chapter II, Article 10, provides for ‘partial recognition and enforcement’. The possibility of partial enforcement should be considered before refusing a request in these circumstances. Discussion between the Competent Authorities is essential in these cases.

**Best practice:**

- Include the date the sentence started (and anticipated release date where applicable) on the certificate as well as the length of sentence, so that it is clear how long has been served and how early release arrangements might be calculated.

- Issuing states should use section (j) of the certificate to elaborate on information relevant to understanding the sentence and early release arrangements in their country. Where possible, this should include information on how time on remand is accounted for, effect of other sentences and whether early release arrangements are mandatory or discretionary and if that would entail release on licence or full discharge.

- If supplementary information on early release arrangements are annexed to the certificate, it can be helpful for the issuing state to provide supplementary explanation of how this applies to the particular case.

- For a prisoner with multiple convictions, it should be clearly stated how long the sentence for each conviction is and whether sentences are running consecutively or concurrently. This is especially important where an executing state might not recognise one or more of the offences.

- Summary information on early release arrangements is included within the sheets developed on [Prison Conditions in EU countries](http://www.europris.org/fd-909-prisoner-information-sheets/). These can be accessed via [www.europris.org](http://www.europris.org)
Practical Transfer

Time delays can also be caused by information about the prisoner’s immediate needs not being fully declared in the first instance e.g. if they were to have a disability that might affect physical transfer arrangements.

There are multiple agencies responsible for the physical transfer of prisoners in Member States, including prison agencies and Interpol and information needs to be appropriately shared with these agencies to manage the risk and responsibility for the transfer of prisoners.

Member States have cited a lack of escort staff, difficulties with airlines accepting prisoners on flights and transiting through other countries as rationale for the 30-day transfer period not being adhered to. Whilst Member States are seeking to address these issues individually, common concerns should be raised through the EuroPris expert group to develop a collective understanding.

Best practice:

- The issuing state should seek to include any information that would be vital to the practical transfer arrangements or early days in custody, such as physical needs of the prisoner within section (I) of the certificate. This would enable the executing state to be prepared for adequate transportation, accommodation and medical arrangements to be made.

- The Prisoner Information Document, developed by the EuroPris expert group should be completed and accompany a prisoner during transfer. Whilst there are data protection limitations as to what can be included on the form, information that is necessary and proportionate for the safety of the prisoner and accompanying staff should be included.
  - The Information Form is included at Annex 4. This form can be downloaded from the FD909 group resource pages:

- Member States adequately scope and seek to ensure they have enough staff capacity to escort prisoners.

- Where Member States have entered into contractual arrangements with private companies for the transfer or prisoners, information on these arrangements should be shared with the issuing state.

- Travel documentation is not always crucial for the enforcement of transfer. It is the responsibility of the issuing state to ensure that the requisite travel documents are available.

Victims

Under implementation of the Victims Directive (2012/29), Member States will have considered how victims should be notified of the transfer of a foreign national prisoner – [http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32012L0029](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32012L0029)
The following best practice examples have been provided to the EuroPris expert group:

- Where the victim is known and in contact with either the prison/probation service or a victim-focused organisation in the issuing state, they should be contacted to see if they would like to make a representation regarding the prisoner transfer.

- Where there is not a specific victim-liaison officer, the issuing state should seek to establish the views of the victim at the earliest possible opportunity.

- Where there are known victims’ issues, the issuing state should share this information with the executing state at the earliest possible opportunity.
Information to process prisoner transfers within Europe

What are Prisoner Transfers and what is FD909?

This leaflet refers specifically to prisoner transfers under FD909.

FD909 is short for Framework Decision 909 which is the official term for the mutual recognition of sentence transfers between EU Member States.

What are EU Member States?

These are the countries that make up the European Union. These include:

- Austria
- Belgium
- Bulgaria
- Croatia
- Cyprus
- Czech Republic
- Denmark
- Estonia
- Finland
- France
- Germany
- Greece
- Hungary
- Ireland
- Italy
- Latvia
- Lithuania
- Luxembourg
- Malta
- Netherlands
- Poland
- Portugal
- Romania
- Slovakia
- Slovenia
- Spain
- Sweden
- United Kingdom

Can I apply?

You can apply to be transferred via FD909 to your country of nationality or country of permanent residence only.

You cannot apply if your country of nationality or permanent residence is the country in which you are currently imprisoned.

If you are subject to deportation you will be transferred back to your country of nationality at the end of your sentence, but you may apply to transfer before this to help establish links with family and job centres for when you are released.

Compulsory vs. Voluntary transfer

Compulsory transfer may be done without your consent if you are subject to deportation at the end of your sentence. This can be automatic depending on the country you are in.

Voluntary transfer is where you consent to be transferred when you might not otherwise be transferred. It is not automatic.

How long does it take to transfer?

The time it takes to apply is different for each country.

Once the other country has the application, they should reply within 90 days. However, this can sometimes take a bit longer.

Some reasons for the delay might be:

- Translation into another language
- Asking more questions
- Working out the sentence length

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1 Transfer under CoE
The Process

- Application
- Agree or decline application
- Sentencing review
- Both states agree transfer date
- Escorted to country of nationality and handed over to authorities

More information:

This leaflet only contains the basic information about FD909 and therefore it is recommended that you:

- Find out if you are subject to deportation or not
- Read the more detailed information handbook available either in your library or via a member of prison staff.
- Speak to a member of staff about starting the process
- Use the Question and Answer formulation inside this leaflet to see if you should consider voluntary transfer
- To access this information or the handbook in a different language please visit [www.europris.org](http://www.europris.org) where different versions are available for download.

Will my sentence change if I transfer?

Each country has different laws and sentencing lengths for offences and so your sentence length might be changed to be similar to other prisoners serving time for the same offence.

Countries will also have different rules for early or conditional release.

Will the prison conditions be the same?

In general prison conditions can vary from country to country and from region to region within a country so it is best to find the general conditions out from the country factsheet. If you have internet access you can find this out via the EuroPris website [www.europris.org](http://www.europris.org)
Prisoner transfers within Europe
Information Booklet for Prisoners
This booklet will give you more information on how a prisoner transfer works.
The EU Prisoner Transfer Agreement makes it simpler for prisoners to move between most EU countries.

There is a glossary at the back of this booklet to help you understand the complicated language you might hear when applying for a transfer.

If you have any extra questions, you should ask within your prison, or speak to your legal team.

Which countries agree to transfers?

All EU Member States (except the Republic of Ireland) agreed to make country-to-country transfer simpler. These countries include:

Austria
Belgium
Bulgaria
Croatia
Cyprus
Czech Republic
Denmark
Estonia
Finland
France
Germany
Greece
Hungary
Italy
Latvia
Lithuania
Luxembourg
Malta
Netherlands
Poland
Portugal
Romania
Slovakia
Slovenia
Spain
Sweden
United Kingdom
What is the transfer agreement? What does it do?

It is an agreement between all EU Member States about the mutual transfer of a sentence from one country to another. The transfer agreement is also known as Framework Decision 909.

The agreement makes it easier for countries to transfer prisoners whose nationality or permanent residence is not the country where they are currently in prison. Transfer can be either voluntary or without consent depending on which country you are in.

How does it work?

The Framework Decision 909 allows for all EU Member States to recognise the transfer of a sentenced person to their country of nationality or country of permanent residence. This is done by the mutual agreement between the issuing state (current country of imprisonment) and the executing state (the country you would be transferred too). Your sentence is reviewed by the court or judge in the executing state to determine if the sentence could be carried out in the executing state.

To incorporate the agreement into national law, each Member State has a separate piece of legislation which specifies the authorities responsible and the process for the transfer of prisoners under the Framework Decision. There are therefore some differences in the operation of the process between each Member State.

What is my country of nationality or permanent residence?

Your country of nationality is the country on your official paperwork such as passport or ID card.
Your permanent residence is the country in which you have leave to remain indefinitely and have proof of permanent residence. For example, where you have a property registered as your official address.

**Compulsory Transfer**

**What is compulsory transfer?**
If you must be deported at the end of your sentence, the country where you are in prison might decide to start the transfer process early without your agreement. This is known as a compulsory transfer.

You would not have a choice in this transfer but you may be able to appeal against the decision.

**Why transfer?**
If you are subject to deportation at the end of your sentence you will be sent back to your country of nationality or permanent residence without your agreement so it might be better to apply for voluntary transfer. Transferring back early might help you to be closer to family and friends and to start planning for things like finding a job on release.

**Can I be made to go back if I don’t want to?**
Yes, this is possible. You should speak to the prison and your legal team so you can be sure of what will happen.

You might be asked to tell a judge or court why you don’t want to be transferred. This can be in writing or in person and is called “making a representation”. The judge or court will take this into consideration when
making a decision on whether or not you have to be transferred before the end of your sentence.

**If you think you might benefit from a voluntary transfer please read the Voluntary Transfer section of this booklet.**

**Can I back out of the process?**

Withdrawing your consent to the process may have different implications, dependent on the country you are in.

As compulsory transfers do not need your consent, you may still be transferred even if you revoke consent to a voluntary transfer.

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**Voluntary Transfer**

**What is a voluntary transfer?**

A voluntary transfer is where you ask to be transferred to your country of nationality or country of permanent residence before the end of your sentence. You must agree to the transfer, both countries must agree to the transfer and you must meet the minimum requirements. These include:

- Your sentence must be final (this means you cannot be going through any appeal process against your conviction or sentence in the country where you are currently in prison). You can, however, still apply, if you are waiting for the result of an appeal at the European Court of Human Rights
- You must have a minimum time left to serve when you place your application (usually six months or more)
- The executing state must have space for you to transfer
Information to process prisoner transfers within Europe

Reasons to transfer
Serving a prison sentence can be difficult in any country, but it can be harder if you are a long way from home. Some of the reasons prisoners which to transfer back to their home country include:

- Be closer to family and friends for visits
- Get help from the prison and others in your own language
- Prepare for release by using prison services such as education and probation support

How do I apply for a transfer?

- Speak to prison staff first as they can let you know more about the process specific to the country you are in. They will contact the relevant person to start the paperwork.

Administration will:

- Contact the right people in the country you want to transfer to
- Get information for you about what prison is like in the country you want to transfer to
- Fill out the “certificate” (this is the application for transfer)

Do I have to go back to the country I was born in?
No, but you will not be allowed to transfer unless you have nationality of the country you wish to transfer to, or have close links with that country (normally through permanent residence).
Can I back out of the process if I had initially agreed?
This depends on how far the process has gone, you can withdraw as long as the transfer has not yet been agreed between both countries.

The Transfer

How does the transfer work?
The country you transfer to will take over the management of your sentence. You will have to follow the prison rules and laws within that country from the time you are transferred.

What is the process for transfers?
1. Application (certificate) – completed by issuing state
2. Certificate reviewed by executing state
3. Certificate approved or denied by executing state (if denied the certificate may need more information or is denied under one of the grounds for refusal)
4. If you have not agreed to transfer now is when you could put forward reasons why you shouldn’t be transferred
5. If approved then the sentence is reviewed by the executing state
6. Sentence is agreed between executing state and issuing state
7. Transfer date is agreed
8. Travel to executing state
9. Sentence is served in executing state until release
Information to process prisoner transfers within Europe

Will the transfer be automatic?
No, the country where you have been convicted and the country you are going to return to, must agree on the terms for your transfer. The transfer might not happen for many reasons, some of which include:

- Your offence is not recognised as a crime
- The sentence lengths for your offence are very different in the two countries who need to agree to your transfer. This might concern the authorities and victims of your crime
- You owe a fine to the country you were convicted in – which would be difficult for that country to collect after you are transferred

How long does it take?
The time it takes to apply is different for each country.

Once the other country has the “certificate” they should reply within 90 days. However, this can sometimes take a bit longer. Some reasons for the delay might be:

- Translation into another language
- Asking more questions
- Working out the sentence length

What information is sent?
A certificate is sent from the country where you are in prison to the country that you could transfer to. It will include the following details:

- Personal information e.g. name, date of birth, nationality, passport/identity card number, languages spoken etc
• Relevant information about family/work to the country you are being transferred to
• Information about your offences and the sentence received
• Whether you would be eligible for early release in the country where you were sentenced
• Whether you are consenting to the transfer
• You will be given a copy of the agreed certificate.

How does the actual transfer happen?
The Issuing State (current country you are in) will escort you to the Executing state (country you are transferring to) and will then hand you over to the authorities in the executing state. From this point you will be subject to the laws, rights and policies of the executing state (including rights and privileges) and have no further contact or association with the Issuing state.

Sentence Details

Will I have to serve the same time in prison?
Each country has different laws and sentencing lengths for offences and so your sentence length might be changed to be similar to other prisoners serving time for the same offence.

Countries will also have different rules for early or conditional release. For example, some countries automatically release prisoners from prison halfway through their sentence, while other countries release prisoners two-thirds of the way through their sentence.
Prison staff will be able to help you find out what the early release scheme is in the country you are transferring to. [www.europris.org](http://www.europris.org)

**Are prison conditions different in my home country?**
Prison conditions can vary across countries and regions so it is best to read the country factsheet to find out. If you have internet access you should visit the EuroPris website [www.europris.org](http://www.europris.org). If you do not have access to the internet please ask a member of staff to find this information for you.

**Can I return to the issuing state after transfer and being released?**
Yes if you weren’t subject to deportation.

If you have been subject to deportation you would have to wait until your deportation order expired.

**Is the Prisoner Transfer Agreement the only way I can be sent home?**
No. You may be deported if you are not allowed to remain in the sentencing country.

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**What to consider before you apply**

- Am I a voluntary or compulsory transfer?
- Where will my family be at the end of my sentence?
• What are the prison conditions like in my country of nationality (think about education, visits, work, and housing)?

• Have I got long enough time left on my sentence to be eligible? (the transfer process can take over 90 days from application)

• Am I prepared to accept a longer sentence if I apply?

• Do I fully understand my rights in the transfer process?

Once you have the answers to all these questions it can help you make an informed decision on whether to transfer or not. If it is a compulsory transfer you can make preparations to make it easier.

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**Glossary**

There are some words and phrases that you might hear prison officers and lawyers use during the process. You don’t need to know all of them, but it might be helpful to understand some that are used often.

**Certificate:** The application for transfer sent to the country you might transfer to. It includes information the other country will need to know about you

**Competent Authority:** The court or public body that will process your transfer, e.g. Ministry of Justice

**Council of Europe Convention:** This has been replaced by FD909. It used to be the authority for the transfer of prisoners within EU countries

**Executing State:** This is another name for the country where you could be transferred to and would carry out your sentence
**Framework Decision:** Used within the European Union for countries to work together in criminal justice matters.

**Framework Decision 909 (FD909):** This is the official name for the transfer of sentence from one EU Member State to another

**Implemented:** This refers to whether a country has adopted a Framework Decision into their national law

**Issuing State:** The country where you are currently in prison, that is requesting the transfer

**Member State:** One of the 28 countries that make up the European Union

**Social Rehabilitation:** This is a phrase that is used in the Framework Decision. There is no universal definition and each country has a slightly different interpretation of what “social rehabilitation” can mean. Although, it is accepted that it includes factors which can aid a reduction in the risk of reoffending, such as access to work, education, healthcare and family contact.
Information on serving a prison sentence
Information on serving a prison sentence

This folder gives you the most important rules for people who have to serve a prison sentence. If you want to know more, you can borrow rules and laws from the staff. Also, you can always ask the staff if you are in doubt about anything.
State or local prison?  
A prison sentence is normally served in a state prison. If your sentence is short, or if other particular circumstances make it appropriate, you may have to serve your sentence in a local prison or in Copenhagen Prisons (“Western Prison”). In many cases they have the same rules as a closed state prison, see below.

Open or closed prison?  
A prison sentence is normally served in an open state prison. The Department of Prisons and Probation may decide, however, that you have to serve your sentence in a closed prison, for example if you have a long sentence.

A closed prison has more staff and control than an open prison. A closed prison also has stricter rules about money, telephone calls, visits, leaves and other matters. See below for details.

Semi-open units  
If you are to be admitted or transferred to a closed prison, you may in some cases be admitted or transferred to a semi-open unit. Most open state prisons have semi-open units. You can get more information about the semi-open units from the staff.

Transfer to a closed prison  
If you abuse the greater freedom in an open prison, you risk being transferred to a closed prison. This will normally happen if, for example, you leave the prison without permission, smuggle in or abuse drugs or alcohol, behave in a threatening or violent manner or otherwise commit a crime inside or outside the prison.

You can ask the staff about your possibilities for transfer to an open prison at a later stage.

Sentence calculation  
After the judgment, or when you have arrived at the prison, you will receive a so-called sentence calculation. This will give you the important dates for your sentence, for example the date of completion of your sentence, which is the latest date of your release. You will also receive the dates when you may perhaps be allowed leave and release on parole.
If you do not agree with the sentence calculation, you can complain according to the ordinary rules; see under Complaints and appeals. If you disagree with the interpretation of the judgment, you can demand that your sentence calculation must be submitted to the court.

**Association**

In the state prisons, you are normally together with other inmates during working and leisure hours. In most prisons you will be able to be alone in your cell/room during leisure hours and at night. In some prisons you can also serve your sentence completely without association with other inmates.

The local prisons and Copenhagen Prisons offer more limited possibilities of association.

If you are under 18 years of age, special rules apply to association. Ask the staff, if relevant.

**Personal, social, and legal help**

While you are serving your sentence, you can particularly get help and advice from the staff of your unit. You can also talk with the unit staff or with the social worker of the prison about your and your family’s personal and social problems.

When you have arrived at the prison, you will be advised about your rights, duties and other matters relevant to your stay. If you are serving a sentence of more than four months, you and the prison together have to prepare a plan for your time in prison and the time after your release. In some cases such a plan also has to be prepared even though the sentence is shorter.

If you need other special assistance, you can come into contact with the prison chaplain, nurse, doctor, dentist, teacher, and the management of the institution. If you have questions about your sentence, you can seek help from your counsel. To a certain extent, the social worker or the management of the prison may be able to reply to other legal questions. The staff can also refer you to lawyers who offer free legal aid.
Property and money
The cell is furnished, and you will receive bed linen, towels and work clothes. To some extent, you can bring personal property, such as clothes and pictures.

The rules on what personal property you can bring with you differ between closed prisons, open prisons and local prisons.

Ask the staff whether you can have property or money that is sent to you handed over or be permitted to send your money or property out of the prison. Normally you will not be allowed to send money out of a closed prison unless the money is wages.

As a rule, the institution is not liable for damage, destruction or theft of your property.

Food, drink, etc.
As a rule you will receive money to buy your own food if you serve your sentence in a state prison. In local prisons you get ready-made food. The doctor can prescribe special food for health reasons. If you are a vegetarian or need special food for religious reasons, such food requirements will be observed. You can ask the unit staff or possibly the chaplain.

You can buy coffee, tobacco and other supplies in the prison. The range of products offered for sale differs from prison to prison.

Work and education
If you serve your sentence in a state prison, you have a right and a duty to occupation through work, education or other approved activity, including treatment. You will receive wages for your occupation. If the doctor reports you ill, you will receive sick pay.

If you serve your sentence in a local prison, you have a right, but no duty, to occupation.

The offers of work and education differ from prison to prison, and in local prisons the offers are limited. In a state prison you can typically work with production work in a workshop, with farming or forestry, cleaning, building maintenance or maintenance of parks and gardens. In a local prison, the work will often be simple production work and building maintenance.
Education takes place in the prison’s own school or is given by teachers attached to the local prison and will typically consist in general adult education or remedial education.

To the extent possible, your own wishes and abilities will be taken into account. Ask the staff about the possibilities, if relevant.

In special cases, you may get permission to work or study outside the prison (day release) or to attend to your own job in the prison. If you have income from work, for example in case of day release for occupation, you normally have to pay for your stay in the prison. The staff can tell you more about this.

**Treatment**
If you have a special need for treatment, you may be able to serve the sentence in an institution outside the Prison and Probation Service in certain cases. If that is not feasible, the Prison and Probation Service offers a series of different treatments that you may be able to undertake, for example if you have an alcohol or drug problem or have been sentenced for violence or a sexual offence. The Prison and Probation Service has special folders about the treatments possible, etc. Ask the staff about it, if relevant.

**Leisure time**
You are normally entitled to at least one hour a day in the open air.

You can listen to the radio, watch television and read newspapers, magazines and books. Ask the staff about the possibilities of renting a radio and/or television set and of borrowing or buying magazines, newspapers, etc.

Recreational offers are most varied in open prisons and rather limited in local prisons. State prisons offer sports, fitness training, various hobby activities, etc. Ask the staff, if you are interested.

**Religion**
Religious services are held in state prisons and in some local prisons. You are entitled to talk with a priest or the like from your religious community. In addition to the prison chaplain, who is a member of the Danish Evangelical-Lutheran Church, some prisons employ persons from other religious communities, such as imams and persons from the
Roman Catholic community. In other cases, the prison chaplain or the staff can make contact for you with an external priest or the like from your religious community.

If your religion forbids you to work on certain days, your working hours must be planned to take that into account.

**Illness**

A doctor is associated with the prison. After your admittance you will be offered a consultation with the doctor or the nurse. If you believe that you need a doctor in other cases, tell the staff who will then notify the doctor or the nurse.

The doctor will assess whether you need treatment, and whether any treatment should be given in one of the institutions of the Prison and Probation Service or in an ordinary hospital.

**Dental treatment**

You are entitled to certain forms of dental treatment. In certain cases you must pay for the expense yourself. Ask the staff, if relevant.

**Visits**

You are entitled to visits for at least one hour and, if possible, two hours a week. In state prisons, it is often possible to have more and longer visits. Normally, your visitors must be approved in advance.

Visits are normally not supervised by staff. You are entitled to unsupervised visits from your counsel in the criminal case that resulted in your admittance to the prison, or in a pending criminal case against you. The same applies to other lawyers retained for assignment as counsel for the defence.

If you have no family or friends to visit you, you can ask the staff about the possibility of visits from a Red Cross prison visitor.

You are normally entitled to visits from the press, but the Prison and Probation Service has to give its permission.
**Telephone calls**

Open state prisons have coin or card payphones. In closed state prisons and in local prisons you can only make calls if you have special permission. As a rule you have to pay for your telephone calls yourself. The staff makes the call and will normally monitor your call. However, most units in the closed prisons and in Copenhagen Prisons have special arrangements with card payphones. The staff can tell you more about this.

It is forbidden to bring a mobile phone with you into the prison. In closed state prisons and in local prisons, it is a criminal offence to bring a mobile or cell phone with you. It is also a criminal offence for your friends or family to bring a mobile or cell phone with them when they visit you in a closed state prison or a local prison.

**Letters**

Your letters will not be read unless it is deemed necessary for reasons of order or security or to protect the victim of your offence. A letter may be withheld for the same reasons.

Letters to you will normally be opened and the envelope contents checked in your presence.

Letters that you send from closed state prisons or from local prisons will be checked before being posted. In open state prisons, letters are usually not checked before being posted.

The staff is not allowed to open letters to or from the following authorities: The Minister of Justice, the Director-General of the Prison and Probation Service, the courts, the Special Court of Indictment and Revisions, the Appeals Permission Board, public prosecutors, the police, the Parliamentary Ombudsman, members of the Danish Parliament, other public authorities, the European Court of Human Rights, the European Committee for the Prevention of Torture, the UN Human Rights Commission, the UN Committee against Torture, the counsel of your criminal case or a pending case, including a case concerning discharge on parole from preventive detention. The same applies to letters to or from lawyers retained for assignment as counsel for the defence. Such letters may, however, be scanned to prevent smuggling.

If it is difficult for you to write, you should tell the staff who will then help you with, for example, a tape recorder or with extended access to making telephone calls.
Elections, etc.
You are entitled to vote by letter for parliamentary and local elections. You are also entitled to participate in other forms of legal political activities.

Spokesman scheme
Inmates have a right to exert influence on general matters in the institution. This influence may be exerted through spokesmen elected by the inmates.

Leaves
Most inmates of open state prisons have regular leave every third weekend. You can only be granted leave after at least 30 days in prison, and in some cases much more time will pass.

It is also possible to be granted leave from a closed prison, but not as quickly as from an open prison. Ask the staff, if relevant.

If you abuse a leave, for example by failing to return, trying to smuggle drugs or alcohol into the prison or committing a new crime, your right to leaves may be withdrawn. Your right to leaves may also be withdrawn if, for example, you abuse, possess or sell drugs inside the prison.

If you are an inmate of an open prison, you also risk being transferred to a closed prison.

As an inmate, it is possible for you to be granted leave for special purposes, for example if persons closely related to you become seriously ill or die. Permission for such a leave always requires that the leave has a purpose that can be approved and that there is no risk of abuse. In certain cases, you may be accompanied by an escort.

Release on parole
Inmates are normally released on parole when they have served two-thirds of the sentence. However, this usually only applies if your sentence is of at least three months.

In some cases you may be released on parole when you have served between half and two-thirds of your sentence. This may be the case if you have made a special effort during your term in prison to avoid relapsing into crime, for example by participating in treatment for drug or alcohol abuse. Ask the staff, if relevant.
Offenders with a life sentence may be released on parole when they have served 12 years of the sentence.

The prison or the Ministry of Justice (the Department of Prisons and Probation) decides whether you will be released on parole. If they deem that release on parole is inadvisable because there is a risk that you will commit a new crime, they may refuse to release you on parole.

When you are released on parole, a parole period is set. If you commit a crime during the parole period, the remainder of your sentence will normally be added to the new sentence.

In some cases you can only be released on parole on condition of supervision by the Prison and Probation Service. There may also be additional conditions of, for example, treatment for alcoholism. If you break the conditions, the Prison and Probation Service may decide that you must return to prison.

**Rules, orders and prohibitions**

You are entitled to see what the rules of the Prison and Probation Service and the European Prison Rules say, and what special rules the prison has.

Alcohol and drugs are forbidden. The same applies to medicine that has not been prescribed by a doctor.

It is a criminal offence to escape from the prison.

You must generally follow current rules and the staff's directions.

**Disciplinary punishment, etc.**

If you break the rules, you can be given a disciplinary punishment in the form of a warning, a fine or a period in a disciplinary cell. You are entitled to make a statement before the decision is made and to receive an explanation of the reasons for the decision. In certain situations your right to association may also be withdrawn ("exclusion from association"). See under *Complaints and appeals*.

**Search**

When you are admitted to the prison, you may be searched. This means that the staff will examine whether you have brought any items with
you that are prohibited in the prison. Upon request, you must remove all your clothing, even if this is against your religion. Such a search will be performed by persons of the same sex as yourself.

You may also be searched during your stay in prison, for example before and after visits. For security reasons, your cell may be searched too.

You may also be ordered to provide a urine sample to check whether you have taken any drugs.

**Use of force**

The staff has the right to use force and means of restraint in certain circumstances. The staff may, for example, use various holds or handcuffs.

The use of any form of force is subject to very close control, and very specific conditions must be fulfilled. The use of force must be as mild as possible and must be necessary to achieve the purpose. See under *Complaints and appeals*.

**Compensation for undeserved measures**

You are entitled to compensation if you have undeservedly served a prison sentence for too long, if you have undeservedly been placed in an interrogation cell, disciplinary cell or protective cell or have undeservedly been excluded from association. If you have undeservedly been subjected to other measures, you may in certain cases receive compensation if special conditions are satisfied.

**Complaints and appeals**

You are always entitled to make a statement before your case is examined. Normally, all refusals and decisions going against you must be supported by reasons. You are entitled to receive decisions in writing. According to the general rules about the right of access to documents, you are also entitled to receive a copy of the written material available and to comment on it before the decision is made. You must be advised about your possibilities of making a complaint.

Special rules apply concerning the choice of enforcement institution, exclusion from association and transfer between the institutions of the Prison and Probation Service. In these cases you are not entitled to access to documents, and you therefore also have a limited right to receive reasons for the decision.
You can appeal staff decisions to the prison management or to the Department of Prisons and Probation.

If you want to appeal to the Department of Prisons and Probation, you have to do so within two months of receiving the decision.

When the Department has determined your appeal, you may be able to demand that the decision must be brought before the court in certain situations. This applies to the following decisions:
- decisions concerning the calculation of sentences;
- certain decisions concerning withholding of letters;
- decisions on disciplinary punishment in the form of a period in a disciplinary cell for more than seven days;
- certain decisions concerning the confiscation of property or money;
- certain decisions about set-off against your wages;
- refusal of release on parole after having served two-thirds of a determinate sentence or 14 years of a life sentence;
- certain decisions of recall; and
- certain decisions refusing compensation for undeserved measures imposed during the sentence enforcement.

When a decision is made in a specific case, you will be advised whether you can demand that the decision must be brought before the court. If you want a decision brought before the court, you have to demand it within four weeks of receiving the decision.

In other cases, you can bring the decision before the Parliamentary Ombudsman. The Ombudsman cannot alter any decision himself, but he can ask the Department of Prisons and Probation to reconsider the matter. In practice, the Ombudsman’s recommendations will be observed.

Act on Processing of Personal Data

When you are an inmate of one of the institutions of the Prison and Probation Service, personal data about you will be collected and processed electronically.

Pursuant to the Act on Processing of Personal Data you can make use of the following rights:
- Right to be notified of the collection of data for electronic data processing purposes;
- Right to request access to the data being processed;
- Right to demand correction, erasure or blocking of data which are inaccurate, misleading or otherwise electronically processed in contravention of legislation.
Information for foreigners

Rules
The most important rules about serving a sentence are available in English. You can borrow them from the staff.

Language problems
Normally, you will be able to talk in English or German with staff. If you do not speak these languages, somebody among staff or a fellow inmate may be able to help you with interpretation. The staff can summon an external interpreter, if necessary and feasible.

Spokesman
Some prisons have a special spokesman for foreign inmates.

Embassy, etc.
It is possible for you to come into contact with your country’s embassy or consulate. Ask the staff, if relevant.

Elections, etc.
In certain cases you are entitled to vote at local elections. Ask the staff, if relevant.

Transfer to your country of origin
In certain cases it may be possible for you to serve your sentence in your own country. Ask the staff, if relevant.

Expulsion
If the court has decided that you are to be expelled when you are released, you normally have to serve your sentence in a closed prison.

If you are to be expelled, you may be able to be released on parole earlier than normal. You can be released when you have served half the sentence if the entry prohibition is for ever, or when you have served 7/12 of the sentence if the entry prohibition is for a limited period. Even if you do not want release on parole, for example because you are trying to have the expulsion sentence altered, you will be released after having served two-thirds of the sentence. The police decide how you are to be expelled and will normally arrange for the expulsion to be effected upon your release. You can ask the staff or your counsel, if you are in doubt about anything concerning the expulsion.
Information for relatives
If you want to visit an inmate, you normally have to obtain a visiting order from the prison. The prison will give you further advice about the rules for visits, including how to book a time for a visit, and what items may be brought for visits. Please note that you have to allow the staff to search the items that you bring along and your clothes.

There are rules specifying the extent to which inmates may have their own property and money in the prison. The individual prison can give you further details if you want to give items or money to an inmate.

Letters that you send to an inmate will not normally be read by staff, but will normally be opened by staff in the inmate’s presence to prevent smuggling. However, in certain situations, a letter that you send to an inmate may be read. Similarly, a letter may be withheld. Normally the letter has to be returned, and in any case the sender must be informed about the withholding within four weeks.

See further details above about the inmates’ opportunities for leaves and for using the telephone.

It is a criminal offence to bring a mobile phone when you visit inmates in closed prisons and local prisons.

Confidentiality
All members of staff of state and local prisons and the Probation Service are subject to a duty of confidentiality.

They are not allowed to disclose information about the inmate to relatives or to any other third party. Only the inmate himself or herself may tell relatives or others about personal matters unless the inmate has given the staff permission to do so.

Telephone hotline
If you have any questions, you can talk with a social worker from the Prison and Probation Service and obtain information about rules and rights through the anonymous telephone hotline of the Prison and Probation Service at +(45) 70 26 04 06.

The hotline is open every workday from 9 a.m. to 3 p.m. and between 7 and 10 p.m. At weekends, the hotline is open between 12 noon and 6 p.m.
This folder gives you the most important rules for people who have to serve a prison sentence. If you want to know more, you can borrow rules and laws from the staff. Also, you can always ask the staff if you are in doubt about anything.
Prisoner Information Document

COUNTRY ISSUING (Issuing state):
COUNTRY RECEIVING (Executing state):
DATE OF TRANSFER:

The transfer is based on the following decision:
…………………………………………………………………………………………………………………………………………
…………………………………………………………………………………………………………………………………………
…………………………………………………………………………………………………………………………………………
……………………………………………………………..

Transfer Agreement number:…………………………………………………………………………

PERSONAL DETAILS OF OFFENDER

Full name:..............................................................................................................................................

Date of Birth:...........................................................................................................................................

Type of travel document:..............................................................................................................................

SENTENCE DETAILS

Details of Main Offence:
…………………………………………………………………………………………………………………………………………
…………………………………………………………………………………………………………………………………………

Warrant/Judgement number.........................................................................................................................
MEDICAL DETAILS

Are there any specific medical issues that the executing state should be aware of upon receiving the prisoner? (For example – diabetic and requires regular insulin, or any other required medication to be administered frequently or on-going treatment to be continued?)

Disabilities:

……………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………

RISK

Risk level prior to transfer (Low….Medium….High) Please circle.

*If high risk level, please supply additional information explaining the reasons:*

……………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………
……………………………………………………………………………………………………………………………

TRANSFER DETAILS

Departure airport:……………………………………………………………..

Arrival airport:……………………………………………………………..

Flight number:……………………………………………………………..

Flight departure time:……………………………………………………

Flight arrival time:……………………………………………………

Specific requests with regards to where the escorts hand the prisoner over:

……………………………………………………………………………………………………………………………

In the event the flight is delayed or cancelled contact.
Name………………………………..

Number……………………………..

Any other relevant information:

………………………………………………………………………………………………………………………………………………

………………………………………………………………………………………………………………………………………………

DECLARATIONS

We ensure that the prisoner is handed over and received by the authorities of the executing state.

Issuing state

Name of authority:…………………………………….
Contact number:……………………………………

Name of Escorting Officers:
1, ……………………………………………………
2, ……………………………………………………

Date:………………………………………………….. Signature:…………………………………………………………..

Receiving/Executing state

Name of authority:…………………………………….
Contact number:……………………………………

Name of receiving Officers:
1, ……………………………………………………
2, ……………………………………………………

Date:………………………………………………….. Signature:…………………………………………………………..
Optional information

Prisoner history sheet (copy attached) Yes…No

Prisoner record of imprisonment (copy attached) Yes….No

Prisoner Security information reports (copy attached) Yes…..No

The Prisoner Information Document is to accompany the prisoner when they are being transferred between Member States of the European Union under the Framework Decision 909.