

**Prison establishments
in the Central African Republic**



National demilitarisation strategy

For greater security



National strategy for the demilitarisation of prison establishments in the Central African Republic

This document has been prepared with the technical assistance of Penal Reform International (PRI) and the Judicial and Penitentiary Affairs Section of the United Nations Integrated Multidimensional Mission for Stabilization in the Central African Republic (MINUSCA)

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Acronyms and abbreviations

ASF	Avocats Sans Frontières
AFC	African Financial Community (CFA franc)
Bangkok Rules	United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders, known as the 'Bangkok Rules', adopted by the United Nations General Assembly (Resolution A/RES/65/229)
CAAF	Central African Armed Forces
CAR	Central African Republic
DGPS	Directorate General of Prison Services ("the DGPS" = Director)
EDF	European Development Fund
ENAM	Ecole Nationale d'Administration et de la Magistrature
EU	European Union
GDP	Gross domestic product
ICRC	International Committee of the Red Cross
ISF	Internal Security Forces
ILN	International Law Network
IGJS	Inspectorate General for Judicial Services
JCS	Justice and Corrections Section (MINUSCA)
Mandela Rules	United Nations Standard Minimum Rules for the Treatment of Prisoners, known as the 'Mandela Rules', adopted by the United Nations General Assembly (resolution 70/175)
MD	Ministry of Defence
MISCA	International Support Mission to the Central African Republic (African-led)
MINUSCA	United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic
MJ	Ministry of Justice
MS	Military staff
NGO	Non-governmental organisation
NRPC	National Recovery and Peacebuilding Plan for the Central African Republic
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PA	Prison administration
PRI	Penal Reform International
RJPS	Rehabilitation of the Justice and Police Sector
RSS	Reform of the Security Sector
SCC	Special Criminal Court
SJ	Sentencing judge
SWP	Strategic Workforce Planning
TFP	Technical and financial partners
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

Statement by the Government

Since the justice consultation held in Bangui in October 2007 and despite the military and political crises that have halted the progress of the major legal and institutional reform projects, the Central African Republic has formally embarked on a reform process for its penal system.

Whether through the operational conclusions of the national seminar on the Reform of the Security Sector (RSS) in April 2008, the National Recovery and Peacebuilding Plan for the Central African Republic (NRPB) or the Ten-Year Justice Reform Programme in the Central African Republic adopted in the Council of Ministers on 25 March 2010, the government's strategic compass has remained the same: ***'to introduce a demilitarised, professional prison service that guarantees compliance with international human rights standards and is focused on the reintegration of detainees'***.

The patient pursuit of this objective has, first of all, allowed the Government of the Central African Republic to open up the legislation to include penal provisions, by way of the Penal Code, introduced by Law 10.001 of 6 January 2010, the Code of Penal Procedure, introduced by Law 10.002 of 6 January 2010 and Law n° 12.003 of 12 April 2012 setting out the basic principles of the penal system in the Central African Republic.

Aware of the urgent need for prisoners to see the dividends of the modernisation of the regulatory framework, the government, the prison administrations, the partner institutions and the communities affected by the challenges of dealing with prisoners in detention have set themselves the same objective by committing to give the people of the Central African Republic a 'demilitarised penitentiary administration' that 'operates in accordance with international norms' (NRPB: pillar 1, component 3, sub-component 5).

This national strategy document for the demilitarisation of prisons in the Central African Republic, which the government has validated and undertakes to apply with the unwavering support of its partners,

demonstrates the political will of the highest state authorities to introduce a modern prison system that respects the rights of persons deprived of their freedom through a decision of the judicial authority.

We – public authorities, development partners and civil society – therefore have an urgent duty to cooperate further so that we can respond to this challenge facing our country.

Prime Minister, Head of Government

14 JAN 2019



Implicie Mathieu SARANGI

Introduction

In 2010, as a follow-up to the justice consultation organised by the Ministry of Justice (MJ) in October 2007, the Government of the Central African Republic (CAR) adopted the '*Justice Reform Programme for the Central African Republic*'. Criminal justice was placed at the heart of this reform programme through '*the promotion and defence of human rights and humanitarian law through education, awareness and training in human rights and the humanisation of detention centres*'.

The justice system was particularly affected by the 2013 crisis. The budget of the MJ represents just 1.07% of the national budget. Several jurisdictions, particularly in the east of the country, are no longer operational due to the presence of armed groups. Those judicial institutions that are still operational are experiencing serious problems. Additionally, the criminal justice system has to deal with a number of challenges.

With the return of institutional order, the need for an in-depth reform of the criminal justice system is widely acknowledged, supported by the President of CAR. This reform includes in particular the introduction of the National Recovery and Peacebuilding Plan for the Central African Republic (NRPC, the Plan) and the debates surrounding its annual review.

In May 2016 the government, with the support of the European Union (EU), the United Nations and the World Bank, carried out a needs assessment for the development of the NRPC. The Plan comprises three pillars, which incorporate the national needs and priorities, with the aim of supporting peace, security and national reconciliation in CAR. Objective three of pillar one of the framework Plan is to reform the criminal justice system and promote the fight against impunity.

This process highlighted the challenges that the criminal justice system faces in the coming years and also affect the issues of access to justice, the quality of judicial services, conditions of detention, the inadequacy of this MJ's budget, the absence of a coherent legislative and regulatory framework, poor practices, corruption, etc.

For the government, these challenges can only be dealt with as part of a reform plan structured and prepared in cooperation with all the relevant state and non-state, national and international stakeholders in this sector.

Before 2013 the criminal justice system had already received support from technical and financial partners (TFP), including the EU, through the 10th European Development Fund (EDF), and French cooperation for training the parties involved in the justice system. The United Nations Development Programme (UNDP) supported the justice system until 2014, prioritising access to justice, the modernisation of the institutional framework and the management of prisons. Some of these projects, which had been suspended or delayed due to the 2013 crisis, have now been continued beyond their original deadline.

Since 2018 the MJ has received support from the *‘Joint Project to Support the Revival of Justice and Fight against Human Rights Violations in the Central African Republic’*, largely financed by the United States of America, supported by the UNDP and the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) with a budget of US\$3.7 million.

Lastly, at the initiative of the UNDP, several TFP worked with the national authorities to develop a sector-based policy document for CAR’s criminal justice system by the end of 2018.

It is in this context of far-reaching reforms that the MJ has taken the initiative to put forward a genuine strategy for the demilitarisation of the prisons in CAR.

The primary aim of this strategy is, of course, **to transfer responsibility for security matters from Central African Armed Forces (CAAF) and Internal Security Forces (ISF) prison staff to a large number of civilian prison staff trained in this specific role.**

But for the MJ, the demilitarisation of prisons should not be limited to this initial challenge. **The central objective of increasing security in prisons also requires the organisation of a full programme of progressive reforms for the criminal justice system** by means of an ambitious, realistic strategy that involves all the national and international stakeholders.

PART 1

An ambitious, realistic strategy for the demilitarisation of prisons

Current situation

Run-down prisons and a weakened prison administration

The current prison context in CAR is characterised by the attribution of surveillance and security functions in all the country's prisons to the CAAF and, to a lesser extent, to the ISF. Not only does this situation contravene both the 2012 Penal Law and international standards, it also results in prison functions being focused solely on the issues of security and safety. The issues of conditions of detention and the treatment of prisoners remain the responsibility of the penal system, which is currently lacking any structural, functional and budgetary means.

Since 2012 the Government of CAR has been implementing a major reform process, with extensive support from its TFP. Despite everything, the penal situation remains extremely unstable in a context of persistent insecurity in both the prisons in the interior of the country and the capital. The country's prisons are also the scene of recurrent outbreaks of intense violence.

1. The country currently has eight prison establishments and one 'annex' that are 'operational', ie considered safe enough for people – men, women and children – to be imprisoned there under state control.

The description 'operational' does not mean that the minimum international standards required for the dignified treatment of prisoners are respected, but that three criteria are met, namely:

- The infrastructures are up to standard.
- A minimum number of prison staff are present.
- Armed CAAF prison staff are present to guarantee security.

Before the crisis in 2013 there were some 30 prisons around the country that are currently not operational and/or located outside state-controlled zones. The ongoing insecurity in part of the country means that the state cannot yet reopen more than the nine current sites, but the government's objective is to gradually restore its authority in every prison and thus ultimately have more prisons available, and even to reopen the 32 prisons from before the crisis.

2. The security of prisons and the surveillance of prisoners are primarily the responsibility of elements of the CAAF, namely (theoretically) 107 surveillance prison staff (83 in post) and six healthcare prison staff.

3. There are currently 38 civilian prison staff in post (the theoretical number is 68) in all categories, as not all the prison staff members trained over the last few years have yet been fully integrated and assigned.

4. The number of detainees was:

- 1,375 detainees in February 2018.
- 1,484 detainees in July 2018.
- 1,423 detainees in October 2018.

According to MINUSCA statistics, **the rate of overcrowding is more than 212 per cent** (the number of spaces is under 700).

5. Visits to the country's prisons by the central administration and the data collected by the support partners have led to these detention conditions being described as **violations of the principle of the dignity of the human being** and even as **inhuman and degrading treatment** within the meaning of international law.¹

In this respect, the MJ recalls that the international standards applicable in CAR state that *'Conditions of detention in police custody and pre-trial detention shall conform with all applicable international law and standards. They shall guarantee the right of detainees in police custody and pre-trial detention to be treated with respect for their inherent dignity, and to be protected from torture and other cruel, inhumane or degrading treatment or punishment'*.²

6. At a central level, the human, logistical and budgetary resources available to the Directorate General of Prison Services (DGPS) are insufficient for even the partial achievement of its duties and responsibilities. The annual budget allocated to the prisons for everything concerning the treatment of detainees is **CFA 21.06 million, or an average of 40 CFA per detainee per day**.

With regard to health, only three prisons currently have medical prison staff seconded from the CAAF, and some medication available.

1. Article 5 of the African Charter on Human and Peoples' Rights.

2. Guidelines on the Conditions of Arrest, Police Custody and Pre-Trial Detention in Africa, African Commission on Human and Peoples' Rights, 2014.

7. The prison administrations assume no responsibility for security in prisons, even less so for operational coordination. Security in the prisons remains the exclusive responsibility of the CAAF and sometimes other internal security forces/ISF (Gendarmerie and Forest Rangers).

8. A **process to renovate certain prisons has been underway for several years** with the support of the TFP, as part of the 'joint project'. This has allowed emergency work to be carried out. There is no doubt that this work has improved conditions of detention for some detainees, but it is not enough to meet current needs and the State is not yet in a position to maintain these establishments. Overall, the prison infrastructure remains very run-down.

The most significant symptoms of the current dysfunctions are:

- Real and persistent insecurity (in and around prisons), despite the presence of CAAF (in insufficient numbers, poorly equipped and not trained in the specific needs of the prison sector).
- Recurrent mutinies and escapes.
- Structural violence and massive abuses of the individual rights of detainees, in particular the most vulnerable (women and children).
- Persistent poor practices within both civilian and military prison staff (corruption, misuse of the budget, abuse of power over women, etc).

The main causes of these dysfunctions have been identified and result from:

- Run-down and insufficient prison buildings.
- 'Disgraceful' material conditions of detention that lead to violent individual and collective reactions by detainees.
- Actual prison staff numbers that are nowhere near the theoretical workforce required.
- Insufficient civilian prison staff (at both central and territorial levels), inadequately trained in the specific roles of the prison administrations.
- Insufficient budgetary resources.
- No human resource management policy.
- No control or inspection mechanism within the DGPS.

In this context, the demilitarisation of prisons should not be limited to the transfer of security competencies from CAAF and ISF prison staff to civilian prison staff, even if they are trained for this specific duty.

The general situation of prisons in CAR in itself produces a great deal of insecurity, due to the different forms of violence inflicted on both the detainees and on prison staff that is poorly trained, poorly coordinated, heavily criticised and badly equipped.

The aim of making prisons secure, which the CAR Government has set itself, therefore involves the creation of a programme of progressive reforms of the criminal justice system through this demilitarisation process.

A strategy of change

A strategy of change to create greater security

The demilitarisation strategy will allow the MJ leading it to meet the two-fold challenge of **transferring skills relating to the security of prisons to exclusively civilian prison staff, without compromising on the security requirement.**

It is based primarily on the MJ's view that the security of prisons involves several elements, including the humanisation of the condition of detention, and that only a modernised prison administration will be capable of taking this demilitarisation process through to completion.

The two-fold penal challenge

The assigning of responsibility for security in and around prisons in CAR primarily to the CAAF and sometimes to ISF is a long-standing situation that has continued until now due to the uncertain security environment.

Despite everything, the principle of demilitarisation has been a government priority for several years now.

Since 2012, Penal Law n° 12-003 has clearly stated that responsibility for all the duties attributed to prisons lies exclusively with civilian prison staff:

- *'The public penitentiary service in CAR is provided by the penitentiary administration under the authority of the Ministry of Justice'* (Article 6 par. 1).
- *'The management, surveillance and administration of prison establishments are performed by the personnel of the penitentiary administration'* (Article 8 par. 1).
- *'The public penitentiary service is provided by civilian personnel...'* (Article 12).

The demilitarisation of prisons in CAR is therefore a priority, to bring them in line with national law, which is consistent with international standards on this issue.

This process must also be a major component of the modernisation of CAR and of its development. The demilitarisation of prisons is specifically one of the aspects of the NRPC 2017-2021, which supports the vision of the CAR Government.

The demilitarisation of prisons was included as one of the strategic results of Objective three 'Advance justice reform and promote an end to impunity' of Pillar one 'Promote peace, security and reconciliation': *'The demilitarized penitentiary administration is redeployed across the territory and operates in accordance with international norms'*.

For the CAR Government, there is therefore a clear statement that the security function in prisons, like all other functions of the prison administration, must only be provided by civilian agents from the prisons, and under the sole responsibility of the DGPS of the MJ. The CAAF and ISF, which have taken on this responsibility to date, must not continue to do so in the long term.

The emphasis over the decades on the issue of security, strictly defined as the prevention and repression of acts of violence committed by detainees (attacks, escapes and mutinies) has hampered any attempt to allow the penal system in CAR to perform its other duties, in particular to guarantee dignified conditions of detention and support social reintegration actions, for which the DGPS has only very few human and financial resources.

The challenge of the demilitarisation of prisons thus involves raising the issue of security as a whole. It would be totally deceptive to think that the demilitarisation process, with its security requirement, can succeed if detainees are held in the same detention conditions as currently and if they cannot be offered a suitable and realistic reintegration project in the medium- or long-term. The issue of security must be defined in a global perspective, integrating all these dimensions, and there must be a real modernisation of the criminal justice system.

A global vision for change supported by the Ministry of Justice

The demilitarisation of prisons is first and foremost a process of transition towards a truly professional penal system, which must have exclusive responsibility for prisons on the one hand, and all the human, material and financial resources it needs to fulfil all its duties on the other.

Firstly, therefore, the strategy reiterates the recognition by the MJ that the DGPS' goal of modernisation directly addresses the issue of security in the country's prisons.

The demilitarisation strategy contains **three change objectives** that are indivisible, interdependent and interrelated and can be achieved through solid and progressive policies that aim at strengthening the institutions:

- 1.** To transfer the security of prisons and the surveillance of detainees from CAAF agents to trained and exclusively civilian prison staff.
- 2.** To guarantee dignified conditions of detention as an enabling factor for the promotion of public security.
- 3.** To introduce a policy that prepares convicted prisoners for social reintegration.

To meet these objectives, the demilitarisation strategy, which takes account of every dimension of the key issue of security in a prison environment, will be based around five components, all of which will increase security in and around prisons:

- Component 1 : Security and humanisation of detention.
- Component 2 : Security and safety of prisons.
- Component 3 : Security of the prison environment, by improving the professionalism of the prison administration.
- Component 4 : Security of prisons and the legal security of detainees.
- Component 5 : Public security and social reintegration policy for detainees.

A frame of reference: the Mandela Rules and the Bangkok Rules

The international standards applicable in this area must be the frame of reference for this entire process of the demilitarisation of prisons in CAR. More specifically, these are the *United Nations Standard Minimum Rules for the Treatment of Prisoners*, known as the 'Mandela Rules', adopted by the United Nations General Assembly (Resolution 70/175) and the *United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders*, known as the 'Bangkok Rules', adopted by the United Nations General Assembly (Resolution A/RES/65/229).

The principles established by Penal Law n°12/003 of 2012 confirm the commitment of CAR to progressively adopting these internationally recognised minimum rules.

These internationally recognised minimum rules constitute the body of reference for the minimum standards applicable to the management of prisons and the treatment of detainees. Therefore, all the actions that need to take place as part of this demilitarisation strategy will be in line with the fundamental principles that govern the treatment of detainees, which include as a priority:

- *All prisoners shall be treated with the respect due to their inherent dignity and value as human beings (Rule 1).*
- *There shall be no discrimination, although account will be taken of the needs of specific categories of prisoner – women, minors, the sick (Rule 2).*
- *All prisoners shall be treated with humanity (Rule 3).*
- *The safety and security of every person present in the prison (prisoners, staff, service providers and visitors) shall be ensured at all times (Rule 1).*

For the MJ, this demilitarisation process aims to both guarantee a high level of security and allow the criminal justice system in CAR to gradually move closer to these international standards.

It is in this perspective that a major process to revise and draft standards and procedures has already been launched, to ensure that internal DGPS procedures are consistent with those of the international standards.

This important work to harmonise national standards with these international norms will continue as part of this strategy. The new national standards will be the body of reference for any actions taken in the context of the demilitarisation of prisons in CAR and the modernisation of its penal system.

For the CAR Government, real prison security is not possible if all these demands are not met. This implies the reform of the criminal justice system, implemented by the MJ and the DGPS, together with the other relevant ministries, particularly the Ministry of Defence (MD).

Risks and opportunities

The risks to be considered

To give the demilitarisation strategy every chance of success, all the identifiable risks linked to both internal and external factors must be considered and all the procedures to minimise their consequences must be put in place.

Country-specific risks

The first hypothesis to consider is that of political instability, which could lead to the challenging of the principles of the rule of law. This situation would have a direct impact on the justice sector and thus on the prison sub-sector.

Whether or not it is part of this first risk, the deterioration of the security situation in CAR must be considered, together with its immediate consequence of an increase in delinquency and crime. This affects the incarceration rate, the security in prisons and the conditions of detention.

Lastly, the economic situation in the country clearly has an impact on the conditions for the implementation of the strategy. Any deterioration in this situation entails a serious risk that budgetary choices will be made to the detriment of support for the sector. This risk may, however, be tempered during dialogue between the CAR Government and the TFP.

Technical and operational risks

The smooth implementation of the demilitarisation strategy and the resulting action plan will depend on the quality of the preparation and mobilisation phase for prison staff within the relevant ministries. The MJ will be vigilant regarding their availability and ability to mobilise.

Institutional risks

The implementation of this strategy depends entirely on the hypothesis of a proactive CAR Government policy for the demilitarisation and professionalisation of the prison administration, in line with international (minimum) standards.

Social risks

Particular vigilance is required with regard to the impact that this reform process could have on a population that is often more receptive to security issues and a retributive criminal justice policies, and less concerned by the rights of detainees and reintegration. Communication and awareness will be the main keys to the political and technical success of the project.

Environmental risks

Certain components of the strategy may have an environmental impact, particularly the infrastructure and production aspects. An 'environmental watch' must be created, with legal, regulatory and social dimensions, to limit the occurrence of environmental risks of any kind.

The opportunities identified

It is very important for the demilitarisation strategy to be launched quickly, not only to support the current reform cycle, but also to **capitalise on the dynamics of change already in place**. This applies to the continuing regulatory reforms that need to be completed and the ongoing training actions.

With limited resources, the MJ and its DGPS have been able to embark on the reform process with the support of several TFP. This has led to:

- The adoption of a new Penal Law n°12/003 of 2012 setting out the basic principles for the penitentiary system.
- The adoption of Decree N° 16 379 on the organisation and operation of the MJ and setting out the roles of the MJ.
- The adoption of Decree N°160088 on the redefinition of the framework for the prison administration.
- The adoption of Decree N°160089 defining the dress code, insignia and ribbons.
- The adoption of Decree N°160090 on the Standard internal regulations for prisons (+3 specific regulations – Ngaragba, Bimbo and Camp de Roux).

Furthermore, several TFP are already offering programmatic support for this process, providing technical solutions and funding.

The issue of the detention of future suspects and prisoners by the Special Criminal Court (SCC) is an opportunity that must be included in the global demilitarisation strategy.

The drafting of a sector-based justice policy initiated by the MJ, in partnership with the 'Joint Project to Support the Revival of Justice and Fight against Human Rights Violations in CAR' will give a further boost to this strategy by strengthening coordination and synergies between all the stakeholders involved in the process.

The reform of the security sector, including the deployment and resizing of the defence and security forces, represents an opportunity in the implementation of the strategy for the demilitarisation of prisons. The military staff (MS) has regularly communicated its desire to stop directly maintaining security in prisons and start redeploying the CAAF currently working in prisons to other strictly military roles. Yet, this withdrawal from the penal system would not be immediate.

In fact, in an integrated approach it is important for all the stakeholders involved in implementing the strategy for the demilitarisation of prisons to consider the timeline required for this process.

The progressive and gradual departure of the CAAF from prisons can only happen as part of a concerted plan and operational programming among the MD, the MS and the MJ.

Implementation process

Once the aims and objectives of the demilitarisation strategy have been set out, the MJ acts as the guarantor of the process and its guidance mechanism, which will allow these duties to be transferred to civilian prison staff within a reasonable period of several years, whilst still maintaining a high level of security and safety in prisons, as part of the process to modernise the prison administration.

An inclusive, integrated process

The demilitarisation strategy can clearly not consist of a single action that would cause the military staff currently in post to leave prisons in CAR immediately since this would inevitably lead to significant unrest and result in a very high level of insecurity. There must therefore be a transfer, included as **a cycle of reforms and actions progressively built and carried out** around several major components.

Furthermore, the strategy must be part of a process that is both inclusive and integrated.

Inclusive

Inclusive, insofar as the demilitarisation of prisons in CAR will not solely be the responsibility of the criminal justice system. Therefore, the reform project must involve other ministries, as well as civil society and the TFP.

Integrated

Integrated, in order to fit with the government's political and budgetary priorities, as part of the national objectives set out in the NRPC:

- To promote stability through the reform of the security sector (Pillar 1).
'The demilitarized penitentiary administration (...) operates in accordance with international norms'.
- To reform the judicial institution and promote the end of impunity.

- To redeploy the administration throughout the national territory (Pillar 2).
'The demilitarized penitentiary administration is redeployed across the territory'.
- To rehabilitate and build (state) infrastructures (Pillar 3).
'The infrastructures of the penitentiary administration will be progressively rehabilitated'.

The proposed strategy is part of more global reforms of the (criminal) justice system and the security sector, namely:

- National Defence Plan (linked to the National Defence Strategy).
- National Capacity-Building and Development Plan for ISF, in line with the National Strategy for the Reform of the Security Sector (RSS):

Although not expressly included in the *National Strategy for the Reform of the Security Sector 2017-2021*, the demilitarisation strategy is perfectly in line with the goal of strengthening the '*democratic governance of the security sector*', which aims to ensure that all '*providers of security are governed and work in accordance with the rule of law*', and respect '*the supremacy of the law*'.

- Draft military programming law.

The demilitarisation strategy will clearly have a place in the **criminal justice policies**.

At the same time, the introduction of a framework for the strategy will guarantee that the strategy for the demilitarisation of prisons in CAR is both inclusive and integrated.

The framework for strategic guidance and monitoring-assessment

The introduction of a framework for strategic guidance and monitoring-assessment is essential for guaranteeing the achievement of the demilitarisation strategy and ensuring that it achieves its objectives and results.

The demilitarisation strategy will be broken down into an operational action plan (AP) which is:

- Structured around detailed programmes of activities based on the logical framework of the action plan.
- Accompanied by an implementation schedule.

- In a budgetary framework prepared in consultation with the relevant ministries.

A formal guidance mechanism will therefore have to be created in order to guarantee a connection between strategic thinking and the realities on the ground and to align the strategic directions with the subsequent budget process.

The demilitarisation strategy is led by the MJ, which will provide guidance and coordination both with the other ministries involved and with its own departments (including primarily the DGPS) and the TFP.

This strategy alignment will allow it to become part of the criminal justice policies that are currently under preparation.

The MJ will create three bodies to provide this guidance:

1. The steering committee

The steering committee is the political body whose role is to provide general guidance related to the implementation of the strategy and its assessment-monitoring. This steering committee has the capacity to give meaning to its action and to ensure an optimum balance between the different strategic objectives and the achievements. This body will be chaired by the MJ in person. It also comprises the other relevant ministries and representatives of the TFP.

2. The technical monitoring committee

The technical monitoring committee is the technical body responsible for coordinating exchanges of information and dialogue on the preparation of the action plan, the objectives and the implementation of the planned actions.

3. The technical secretariat

The DGPS will act as the technical secretariat.

A monitoring-assessment process

The monitoring-assessment phase is essential for the achievement of the strategy and the resulting operational action plan, as this process makes it possible to check the actions carried out and their compliance with the strategy's objectives.

The monitoring-assessment of the actions carried out to achieve the strategy falls within the remit of the guidance bodies.

The detailed work programmes will therefore also be based on the quantitative and qualitative data required to measure the objectively verifiable indicators (OVI) that are essential an effective monitoring-assessment process.

A pilot project and phase

Launching the implementation of the strategy for the demilitarisation of prisons in CAR as part of a pilot project and phase (or interim programme) is one of the conditions for its success.

The demilitarisation pilot project will allow the rapid launch of the operational phase of demilitarisation, by quickly focusing the attention of the stakeholders involved on the different stages to be completed in at least one prison. All the stakeholders will thus prioritise certain actions in the demilitarisation process, without waiting for all the resources to be available for the strategy to be deployed at national level.

In fact, based on the current strengths and weaknesses of the institutions involved, and the resources available, it seems premature to develop a demilitarisation strategy for prisons throughout the country, when certain short-term actions can be carried out now.

Developing a pilot project will also make it possible to assess all the actions to be carried out and measure their results and their initial impact before they are fully rolled out to every prison.

The pilot project will also allow the demilitarisation strategy to be *modelled* and the initial lessons from the implementation of the process to be learned quickly.

The choice of the pilot project site(s) must be approved by all the members of the steering committee and by the TFP.

PART 2

The five components of the strategy for the demilitarisation of prisons

The issue of the security of prisons lies at the heart of the demilitarisation strategy and its scope goes beyond the mere issue of transferring management and skills in the area of security from the CAAF and the ISF to civilian prison staff from the prison administration.

A complete demilitarisation of prisons in CAR, that does not compromise on the security requirement, must take account of every dimension of the specific concept of security in a prison environment. It is with this in mind that the national strategy for the demilitarisation of prisons will be based around five additional components, namely:

- COMPONENT 1** Security and humanisation of detention.
- COMPONENT 2** Security and safety of prisons .
- COMPONENT 3** Security of the prison environment and the improved professionalism of the prison administration.
- COMPONENT 4** Security of prisons and legal security of detainees.
- COMPONENT 5** Public security and social reintegration policy for detainees.

COMPONENT 1

Security and humanisation of detention

Issue

The principle of dignity, which lies at the heart of treatment of prisoners, imposes on the state, through its prison administration, an initial duty of diligence with regard to the satisfaction of detainees' most basic needs.

Article 30 of the Penal Law of 2012 sets out this same principle, stating that *'Any person deprived of their freedom should be treated with humanity and with respect for the inherent dignity of the human person'*.

In general terms, the MJ plans to take any measures possible to guarantee that all detainees in prisons in CAR are treated in a way that respects this principle of dignity. The *'Justice Reform Programme in the Central African Republic'*, adopted by the government in 2010 made the prison regime one of the focuses of its reform programme through ***'the humanisation of detention centres'***.

But as well as being a requirement, as important as it may be, imposed by international standards and regional and international human rights instruments, giving detainees a guarantee that they will be treated with dignity is also a key factor in prisons' security, as it is likely to significantly reduce detention-related tension, in particular violence against fellow detainees and between detainees and prison staff. It is indisputable that many individual and collective acts of violence (assaults, suicides, mutinies and escapes) are originally caused by inhumane detention conditions.

Defining and performing actions that will make prisons in CAR more humane and as a result more secure, must be one of the main focuses of the demilitarisation strategy for prison in CAR.

However, the current conditions of detention in CAR are a cause for serious concern. Although considered ‘operational’, these prisons do not have the resources necessary to provide detainees with most of the ‘basic’ services to which each of them should be entitled. The vast majority of detainees live in extremely poor conditions, including with regard to access to water, a balanced diet and access to healthcare.

So, the demilitarisation strategy prioritises the humanisation of prisons. The objective is to guarantee access to healthcare and to food of adequate nutritional value for all detainees in order to improve security.

The achievement of this objective will be based around **two short-term deliverables**, namely that:

- All detainees have access to water and to food of adequate nutritional value and of an appropriate quality (Article 22 of the Mandela Rules).
- All prisoners have access to healthcare, without discrimination (Article 24 of the Mandela Rules).

RESULT 1.1

All detainees have access to water and to food of adequate nutritional value and of an appropriate quality

The Penal Law of 2012 states the principle according to which *‘the enforcement of a sentence involving deprivation of liberty (...) is intended to **provide favourable conditions for a good diet, good health and physical exercise**’*.

However, the current situation with regard to prisoners’ access to water and sufficient food of an appropriate quality does not correspond to the law. Detainees do not receive balanced meals and sometimes remain several days without food. Vulnerable detainees and mothers detained with their babies do not receive more food for their children and are obliged to sacrifice their own portions in order to feed them. There is therefore an urgent need to reverse this situation and give all detainees access to adequate food.

The MJ is aware that the primary responsibility lies with the state, and the main cause of this situation is the inadequate budgetary funds allocated to each prison for its detainees, as well as the effective distribution mechanisms for this budget, which are inappropriate and lead to poor staff practices.

Nevertheless, it is important for the most appropriate solutions to be implemented quickly. The '*National Strategy for the social reintegration of detainees 2017- 2022*', deployed in June 2017 offers some answers in this respect.

This issue of the right of all detainees to access water and sufficient food will be led by the MJ, on behalf of the entire government, as a priority, like other nutritional programmes for the most vulnerable people. The DGPS will be involved to define the priority actions that will guarantee that these rights are respected.

It will be the responsibility of the steering committee and the technical committees to define these very short-term priority actions, as part of the future action plan for the implementation of this strategy for the demilitarisation of prisons.

Indicative priority actions

- To conduct a precise diagnosis in each prison of the needs and the available food and water resources (with a view to creating a map at national level).
- To ensure that the DGPS receives an adequate annual budget allocation for the provision of sufficient, balanced, high quality food rations.
- To formulate and introduce secure procedures for:
 - the monthly allocation of the budget to each prison (on a pro rata basis according to its actual prison population);
 - the control of food distribution to detainees.
- To draft a 'Nutrition in Detention' programme in partnership with the relevant international organisations (including the International Committee of the Red Cross (ICRC)) and the TFP.

RESULT 1.2

All detainees have access to healthcare

The healthcare situation in prisons in CAR is just as worrying as the situation regarding access to food and water.

Its main characteristics are:

- Neglected and unsuitable premises, which lead to terrible hygiene conditions.

- Inadequate human resources assigned to this role, currently all military staff.
- Insufficient appropriate medical equipment (for auscultation, diagnosis, examination, treatment, etc) and insufficient basic medication.
- No specific treatment for the most vulnerable detainees, particularly pregnant and breastfeeding women,³ children and the elderly.

The Government of CAR must draft a national policy for the treatment of detainees in need of healthcare, so that the basic principles of Law n° 12.003 of 12 April 2012⁴ can be applied. These principles expressly state that:

'medical treatment is provided by the public prison and hospital services; the public prison service must encourage prevention and health education for detainees' (Article 53).

In 2017 a process was launched to finally define an initial *National Healthcare Policy for Prison Establishments*, which will aim to act as an authentic reform of the prison health service. It will be included in this demilitarisation strategy, one of whose operational aspects will be the transfer of prison health competencies to the Ministry of Health and its officers.

This policy must meet four specific objectives, although the urgent priority must be to 'improve promotional, preventive and remedial healthcare services in prison establishments' and thus to quickly prepare a priority action plan so that this policy can be implemented as soon as possible.

There is therefore an urgent need to rapidly create a specific budget line, as there is for access to water and sufficient food. The MJ will soon embark on the preparation of an emergency 'Health in Detention' Plan, while waiting for the budget resources required for the health of detainees in future years.

The provision of healthcare in all the country's prisons will be a priority for the state. For certain infectious diseases, neglecting the issue of health in prison can increase the risk of a direct negative impact on the rest of society.

The steering committee and the technical committees will be responsible for defining these priority actions as part of the future action plan.

3. See Articles 99, 100 and 101 of Decree No 16.087 of 16 February 2016, on the organisation and operation of prison establishments in CAR and determining their internal regime.

4. Supplemented by Decree No 16.087 of 16 February 2016.

Indicative priority actions

- To implement a provisional emergency 'Health in Detention' Plan.
- To finalise the reform process and the transfer of prison health management from the MD to the Ministry of Health.
- To plan and provide a budget for the introduction of healthcare services in all prisons, which includes:
 - The recruitment and training of nursing staff and doctors specially assigned to prisons (in compliance with medical ethical standards).
 - The introduction of specific measures for the most vulnerable detainees (women, children, the elderly and persons with disabilities).
 - The provision of an infirmary and suitable technical equipment for every prison.
 - The improvement of health facilities and the processing and recycling of human waste.
 - A monthly medical budget allocation to each prison in proportion to the number of detainees.
- The drafting of adequate procedures to guarantee access to medical care for all detainees without discrimination.

COMPONENT 2

Security and safety of prisons

Issue

The demilitarisation of prisons in CAR raises the urgent and legitimate issue of the security of detention centres and, more broadly speaking, that of public security, in a way that respects the dignity of detainees.

Over the last few years, the assignment of elements of the armed and security forces to work in and around prisons has been a necessary security measure in the absence of civilian human resources from the MJ. It is not an absolute gauge of security, as can be seen from the recurrent mutinies, violent incidents and escapes taking place in prisons in CAR over the last few years.

Furthermore, the current situation does not meet the requirements of Law 12-003, which sets out the fundamental principles of the criminal justice system in CAR.

Lastly, the state has embarked on major processes to reform the security and defence force sector on the one hand, and the criminal justice sector on the other. In this context, the transfer of responsibility for managing the security of prisons from one to the other is a key challenge for both sectors, for the state and for the country's population.

The demilitarisation process was clearly launched with the adoption of Law 12-003 setting out the fundamental principles. This law entrusts the management of prisons, including the security aspects, exclusively to civilian prison staff.

This is why the demilitarisation process complies with this law and the regulations that establish a number of security safeguards, namely:

- *'Order and discipline must be maintained firmly, but without imposing more restrictions than are necessary for maintaining security and a well organised community life'* (Article 55 of the Law of 2012).
- *'Law enforcement officers may use force only when strictly necessary and to the extent required to perform their duty'* (Article 3 of the Code of Conduct of Law Enforcement Officers).

The organisation of security in prisons is an issue often raised to the level of a dogma that cannot be discussed, including its implementing rules. The aim of this strategy is not only to allow this responsibility to be transferred to an exclusively civilian prison staff and administration, but also to strengthen security, whilst respecting the principle of the dignity of detainees.

To achieve this goal, all the stakeholders in the demilitarisation process will need to be involved and to first share the same vision of the three dimensions of prison security, namely:

- Passive: infrastructures, equipment.
- Active: procedures, prison regime.
- Dynamic: prison intelligence.

In addition, two aspects of the security issue stand out in the context of the measures to be put in place, which are:

- Security, ie the prevention of escapes and incidents and the immediate perpetration of new crimes.
- Safety, ie the protection of the physical integrity of detainees, prison staff and visitors (families, magistrates, lawyers, service providers, non-governmental organisations (NGOs), etc).

Expected results

- Prisons are made secure through the rehabilitation and upgrading of infrastructures and equipment (passive security).
- The security of prisons is improved through the implementation of internal rules and procedures (active security).
- The security of prisons and the safety of prison staff and detainees are guaranteed through prison intelligence (dynamic security).

RESULT 2.1**Prisons are made secure through the rehabilitation and upgrading of infrastructures and equipment (passive security)****Mandela Rules**

In terms of security, the Mandela Rules essentially relate to active security (Rules 50, 51, 52 and 89) and dynamic security (Rule 76), although three rules mention passive security (Rules 36, 37 and 89).

Observation

A number of reports by the MJ and the TFP go into detail about the situation and state of prison infrastructures in the country and their insufficiency in number and in nature. This puts a significant strain on the level of security in prisons and on the quality of the treatment of detainees. Many prisons date from the colonial period and can no longer meet current standards and challenges. The vast majority are neglected, run-down, unsanitary and cramped, often without lighting, air, ventilation and sufficient and appropriate sanitary facilities. The heights of the walls are often too low and there is a lack of watchtowers, fences and often even roofs. This situation encourages escapes and leads to insecurity for prison staff, detainees and the populations living near these prisons.

SUB-RESULT 2.1.1**A five-year construction and reforming plan is prepared, taking account of security, legal and normative requirements**

CAR has the desire to support the authorities in bringing its prisons up to standard and the required technical skills in the areas of infrastructure and security.

The budget costs involved in the construction or reforming of several prisons would make it difficult for the Government of CAR to embark on a full construction/reformation process at this time. Furthermore, the technical, security and environmental standards and international prison construction standards are restrictive.

The MJ, with the support of the other relevant ministries and the TFP, will launch a five-year plan for the construction and reformation of prisons based on quantified technical studies.

Since 2015 MINUSCA and its partners have provided a range of support for the total or partial improvement of several prisons in regions that are gradually coming back under state control. In order to guarantee the short-term security of prisons as part of the demilitarisation process, it seems necessary to bolster the efforts undertaken in addition to the actions already carried out as part of a five-year plan for the construction and reformation of prisons. This will be a costed, realistic and prioritised plan that takes account of the political and security situation in the country and the national authorities' capacity for commitment with the support of the TFP.

SUB-RESULT 2.1.2

The creation of the prison map

The harmonisation of the judicial map and the prison map is a major challenge for the successful implementation of the plan for the reformation and construction of prisons. Based on objective criteria (including urgency, volume of legal cases and categories of prisons), each reformed or constructed prison has the security equipment provided for in a standard plan⁵ prepared by the MJ with the support of the TFP and in accordance with the Mandela Rules.

SUB-RESULT 2.1.3

The preparation of a standard plan for prison construction and reformation

As part of the five-year plan, the fixed costs for the construction and reformation of prisons must be reduced through the rationalisation of the prison model (by category). Each prison will be reformed or built based on a pre-established standard. Value will be added through modelling. The prisons will have the structure and facilities specified in a standard plan drafted by the MJ in compliance with Decree N°160088 on the redefinition of the framework for the prison administration and all the the Mandela Rules. The same standard plan will define the specifications for the security facilities and will also specify the material and equipment available to prison staff for the management of the security and safety of prisons.

Indicative priority actions

To create an office for the planning, coordination and monitoring of the prisons' construction and reformation project, with responsibility for the following tasks:

5. A Decree will set out the minimum architectural specifications for each category of prison establishment.

- Preparing a ten-year plan for the closure and/or reformation/construction of prisons and budgeting.
- Developing a building engineering service in the MJ.
- Producing the prison map.
- Redefining the classification of prisons in accordance with requirements.

RESULT 2.2

The security of prisons is improved through the implementation of internal rules and procedures (active security)

Mandela Rules

In addition to Rules 36 and 37 stated above in Result 1, Rules 58/2, 89/2 and 111/3 set out the procedures to be implemented within a prison.

Observation

The security of a prison requires the introduction of rules and procedures that are appropriate for the security level of the prison and coordinated at national and territorial level. These procedures play a vital role in preventing escapes and security incidents. They also make it possible to deal with questions such as the modalities for the movement of detainees within the prison, the determination of the personal possessions allowed in detention, the rules on searches (of detainees, visitors, etc) and the organisation of day-to-day (sporting, educational, training, etc) activities.

The prison staff have a vital role to play in implementing these defined and controlled procedures. Each prison must have a series of procedures that can be understood by all the staff and that set out how and when certain actions must be taken.

SUB-RESULT 2.2.1

The principles of active security are organised and coordinated centrally

To improve coherence with result 1 (on the principle of modelling the prisons), all the procedures relating to the security and safety of prisons must fit within a model and explain the best way of carrying out a series of tasks. This will ensure that they are performed uniformly within the prison as well as from one prison to another.

It is the responsibility of the DGPS, centrally, to prepare a series of security procedures and rules that determine what must be done under normal or exceptional circumstances. The procedures indicate how to apply the rules, define the stages involved in achieving an objective, set out the mechanisms for respecting the rules and act as a reference that can be consulted quickly in a crisis situation.

This will form the basis of prison staff training in active security management (see Component 3 below).

SUB-RESULT 2.2.2

The implementation of active security is supervised, monitored and controlled

The demilitarisation of prisons in CAR will result in the prison administration taking up the challenge of providing security for prisons, whilst also protecting the rights and dignity of the detainees. Preparing and training prison staff in security management are at the heart of this challenge (see tools and mechanisms governing all security measures).

The implementation of the security measures and procedures must be documented, so that the conditions of their use can be controlled. The rules and procedures must be periodically re-examined by the central authority, through the Inspectorate General for Judicial Services (IGJS), by the reinforcement (i) of the action of the IGJS in this area (specialised section dedicated to the prison service) and (ii) of the capacities of the DGPS as a central administration. The IGJS may also be responsible for finding out the security levels applied in the different prisons and their effects on the work of the prison staff and the quality of life of the detainees, depending on the category. This monitoring and control mechanism must, for instance, find out the conditions for the application of the security measures, examine the criteria on which decisions are made, identify who monitors their application and check that their execution complies with the regulatory and/or legal source.

Indicative priority actions

- To draft a national prison security plan at local, territorial and national level.
- To create a security contingency plan for prisons in CAR, which includes:
 - A security procedure manual for prisons in CAR.
 - A code of conduct for prison staff.
 - A specific training manual on active security and the implementation of the rules and procedures.

RESULT 2.3**The security of prisons and the safety of prison staff and detainees are improved through prison intelligence (dynamic security)****Mandela Rules**

Articles 5, 49, 51 and 74 of the Mandela Rules contain specific information on dynamic security.

Observation

The condition of the infrastructures and equipment, the lack of security procedures and the poor conditions of detention may encourage escapes and outbreaks of violence and thus lead to insecurity. It is the responsibility of the prison staff to prevent escapes, mutinies and the deterioration of the infrastructures and their equipment. The recurring nature of these events in CAR's prisons demonstrates the fact that prison staff, management and the military staff in post do not have the capacity for situation analysis and anticipation that could allow them to prevent or limit these risks.

However, experience shows that establishing contact with the detainees in a framework of positive relationships, and the fair treatment of sensitive situations, lead to another level of security in addition to 'passive' and 'active' security. The security of prisons therefore also depends on whether or not the staff knows what is happening inside the prison and is able to manage certain complex or crisis situations with a range of responses that generate the least violence possible.

This approach to public security (escape prevention) and prison security (internal order) guarantees that the quality of the relationships between prison staff and detainees allows these two aspects of security. Dynamic security involves knowing what is happening in the prison whilst maintaining an environment of safety and security favourable to the performance of the activities that make up life in prison. It involves establishing a relationship with each detainee and acquiring concrete knowledge of the situation in the prison. It also aims to prevent detainees from organising a tortuous or criminal activity outside the prison or bad practices (corruption).

Dynamic security can also be introduced with few or no resources and can therefore be developed as a priority while waiting for result 1 to become effective.

SUB-RESULT 2.3.1**The number of security incidents is reduced through the development of prison intelligence**

Dynamic security allows the staff and management of the prison to be informed before a security incident takes place and to take preventive measures to stop the incident from occurring. For this to happen, the prison staff is trained and encouraged to establish good relationships with the detainees, to get to know them, understand the difficulties caused by their detention, to help them solve their problems (through good practices) and to engage in constructive dialogue with them. High quality interactions between staff and detainees have a positive effect on the current and future behaviour of these detainees. A well-treated detainee will not endanger their plans for their post-prison life (reintegration) through negative behaviour.

This type of action makes it easier for prison staff to discover disturbing behaviour by certain detainees, such as escape attempts, violence between detainees, planned violence or that targeted at staff, the trafficking of prohibited products and articles, etc and to implement preventive active security measures.

The prison staff has not yet incorporated the importance of dynamic security in the management of prisons in CAR, at central or territorial level. However, under the demilitarisation strategy, it is essential for staff to develop this new capacity as it will help to strengthen security in the prisons. To this end, the MJ plans to create a Department of Intelligence within the central administration. One of its key roles will be to coordinate this aspect with the internal security services and at the same time develop training in new professional practices for prison staff.

Indicative priority actions

- To create a Department of Prison Intelligence at central level.
- To produce a dynamic security plan.
- To develop practical training and support for prison staff in the field of dynamic security.

COMPONENT 3

Security of the prisons and professionalisation of the prison administration

Issue

One of the key challenges to be overcome in the demilitarisation of prisons in CAR is making the prison administrations more professional.

At the institutional level, the penal system has a two-fold duty, namely:

- To ensure public security through the execution of penal sanctions that restrict freedom.
- To establish conditions that promote the rehabilitation aspect of a custodial sentence.

The MJ has never before been responsible for or implemented these two pillars of the general mission of the future criminal justice system.

The aim is to develop prison sector jobs at a professional level and for prisons to become a stakeholder in social regulation through its task of reintegrating detainees, whilst also playing a leading role in security. It therefore seems essential for learning to be based on the new work situations and more closely linked to training. This will develop many different areas of additional expertise that are appropriate for the new roles of the prison staff. Well-trained and well-equipped officers are more likely to identify problems and dangers and to take, sometimes in an emergency, the best possible measures to reduce the risks. The effective management of prisons depends on their moral integrity, humanity, skills and professional abilities.

Essentially, the penal system in CAR is facing issues that are first and foremost structural in nature. There are many different symptoms of the prison system's failure to fulfil its social regulation role:

- The phenomenon of overcrowding.
- The high recidivism rate.
- Increased escapes.
- The dissatisfaction of the population and supporters of a more repressive penal policy.
- The questioning of its effectiveness as a deterrent.

These symptoms then lead to the penal policy being called into question. The result is staff and management who are disoriented, demotivated and dissociated from their duties, which only emphasizes the phenomenon of failure. The crisis then moves from structural to functional and the prison administrations can no longer guarantee the stability and consistency of its internal order.

With this demilitarisation strategy, the MJ is embarking on a positive dynamic whose aim is to develop the DGPS **into an administration that benefits the common good** and is managerial, responsible, accountable and recognised. This is the challenge involved in making the prison administration in CAR more professional.

Expected results

- A structure and a training programme appropriate for the duties of the penal system are developed within a dedicated entity.
- The status and management of careers of prison staff are the subject of Strategic Workforce Planning (SWP).

RESULT 3.1

Ongoing training services are developed for all prison staff

Mandela Rules

With regard to training, the Mandela Rules stress a large number of themes ranging from security management to healthcare for detainees and preparation for social reintegration. In more general terms, we can highlight three rules that directly relate to the training offer and framework: Rules 74, 75 and 76.

Observation

The demilitarisation of prisons and the modernisation process of the prison administration require a new balance to be found between a real recruitment policy, the initial training system for prison staff and the management of ongoing training. Only the *Ecole Nationale d'Administration et de la Magistrature* (ENAM) is currently able to organise and offer theoretical training for the prison staff, on the sole condition that a partner finances the entire training programme.

So, a model is needed for the general organisation of training, redefining the role of the strategic, operational and management bodies and proposing the institutional, administrative and educational reorganisation of the training environment and possibly its location.

SUB-RESULT 3.1.1

The prison training model has a sustainable structural and organisational framework

The modernisation of the prison administrations requires a new training model and a new organisation. The MJ and the DGPS in particular need a model created with clear strategic training guidelines.

To achieve this result, it is necessary to assess the training structure and consolidate this structure by developing a strategic plan for the training model and a short- and medium-term action plan for the entire training programme.

Strategic Training Plan

The Strategic Training Plan will prioritise the creation of training plans and programmes (including a proposal for the revision of training programmes, curricula and methods) and develop a process for the assessment of programmes, trainees, the training and the trainers (permanent, temporary and supervisors). This plan will also underline the importance of interaction between the initial and ongoing training of prison staff.

Action Plan

The Action Plan will aim to define the training objectives according to the target groups in their roles (supervisors, assistants, controllers and non-operational personnel). It will also produce a map of ad hoc training programmes, with the assistance of the TFP.

One of the prerequisites for the creation of the training model involves determining the place (or space) that has the appropriate resources to provide all the initial and ongoing training activities, both theoretical and practical.

Lastly, the implementation of this identification process will involve **mobilising the accessible financial resources** (state, TFP, etc), to ensure that the training programme has a constant operations budget.

Indicative priority actions

- To assess the training needs and model with regard to training for prison staff.
- To prepare a strategic plan for the training model and an action plan for the entire training programme.
- To organise the coordination and mobilisation of the financial and budgetary resources.

SUB-RESULT 3.1.2

A team of prison trainers supports the new training model

In the current context of the massive recruitment of civilian prison staff, the prison administration must be able to rely on a team of trainers that is itself professional and trained. The notion of sustainability mentioned above requires the training structure to have a team of permanent trainers (the stable core), supplemented by temporary trainers. Once formed, this team will be the cornerstone of the initial and ongoing training programme, guaranteeing a unified training model and promoting exchanges between the different professional categories (future managers, supervision staff, specialised staff).

To this end, the MJ will develop a job creation strategy (human resource and budget) for a defined number of education officers and trainers.

In collaboration with the TFP, a partnership and twinning policy will also be established between the prison training centre and CAR prison administrations that have demonstrated their abilities and achievements. A plan for training the trainers will be developed at the same time, along with follow-up indicators. This plan will include a series of long and short trainer training cycles.

Indicative priority actions

- To develop a job creation strategy.
- To launch a prison twinning policy with external training centres.
- To create a trainer training plan.

SUB-RESULT 3.1.3**The training curricula are revised and harmonised**

With regard to management and security, as well as the other roles of the prison administration, the demilitarisation of prisons requires skilled staff who received solid training in theoretical and practical issues before taking up their post. Increased professionalism therefore involves the standardisation and formalisation of these practices and the diversification of content (security, reintegration, health, social, etc). The purpose of redefining the training curricula must be for trainees to fully master a job, ie a series of skills, know-how and interpersonal skills, always in line with international standards and best practice. Furthermore, the new curricula must include scientific approaches (knowledge required for the professions), criminological approaches (required sociological and legal knowledge) and practical approaches (know-how and interpersonal skills).

With regard to ongoing training, a manual setting out new educational methods based on skills and active learning (learning through action) will be prepared and put forward the modalities for implementing the concept of work-linked training in the new training programme.

Indicative priority action

- To prepare educational specifications for the prison training model.

RESULT 3.2**The introduction of Strategic Workforce Planning (SWP) in the prison administrations****Mandela Rules**

Three rules relate directly to issues linked to the status and management of careers of prison staff (Rules 74.2-74.3-75.3).

Observation

The prison staff, who are currently insufficient in number, do not have a specific status and are only given the general status of public servants, with no regard for the complexity of prison jobs, for example managing the security of the prisons. Prison staff does not have the appropriate clothing for prison work, although this would give them a sense of belonging to a profession and a specific administration. Prison jobs remain socially discredited and devalued. The legal framework for the prison profession does not meet all the requirements. The staff do not receive specific initial and ongoing training or the appropriate resources they need for their job.

The modernisation and professionalisation of the prison administration in the context of demilitarisation are the focus of the project to improve detention conditions in an environment that is secure for all. In this perspective, the prison administration must be able to rely on an appropriate number of skilled, mobilised and honest men and women who are motivated by their work.

Managing the recruitment of these officers is at the core of the demilitarisation strategy and the new policy for the security of prisons in CAR. The prisons cannot be truly secure without an adequate number of staff.

The MJ has decided to progressively introduce a SWP mechanism.

The aim of this mechanism is to ensure consistency between the skills of the staff and the needs of a rapidly changing administration. The changing needs and rights of detainees, the massive recruitment of officers and the demobilisation of former employees are all challenges that must be overcome. The MJ must immediately prepare for this and also prepare the prison staff for the upcoming need for adaptability.

To achieve optimal management of its human and financial resources, the production factors, including the human factor, must be adapted through the development of a (provisional) management anticipation strategy for jobs and skills, on behalf of the prison administration.

The SWP is based on constant dialogue between the DGPS and the Directorate General for Resources of the Ministry of Justice, which themselves are a vital source of information and an important lever in terms of intelligence, guidance and anticipation of the required human resources.

SUB-RESULT 3.2.1**The SWP management tools are created**

The MJ has committed to introducing a SWP mechanism. For this to happen, the MJ (DGPS and Directorate General of Resources) will introduce an SWP consultation framework with the Ministry of Public Administration and the TFP.

The first phase of this process involves preparing a ‘professional framework’ based on the analysis, collection and sharing of information with a view to producing a catalogue of present and future prison administration jobs (in the prisons and central management).

The redefinition of prison administration jobs allows, among other things and for illustrative purposes, a precise definition of the limits and the balance required between the necessary *security* function and *preparation for social reintegration* in a detention environment that respects human dignity.

The second phase of the process will involve developing a ‘skills framework’ that allows the changing skills of the prison staff to be monitored with a view to establishing their evolution according to different factors (regulation, technology, etc). Updating and regular monitoring will make it possible to seek and detect new skills that meet the needs of the prison administration.

Thirdly, it will be necessary to consider changes to the training programme, so that it can meet the need for developments in professional skills that are appropriate for a changing profession. The upstream redefinition of the jobs and skills of the prison staff will allow the creation of a ‘training framework’ to supplement the professionalisation programme for the new prison administration in CAR.

The SWP will allow the prison administrations and the MJ to start sharing a common culture, to reflect together on the transmission of knowledge, the place of ‘young people’ and ‘the elderly’, to take action on motivating officers, to find out their strengths and talents and to develop these to create a modern justice system that respects the rights of everyone involved.

Indicative priority actions

- To introduce an SWP consultation framework.
- To create a professional framework.
- To create a skills framework.
- To create a training framework.

SUB-RESULT 3.2.2**The prison administration puts in place a career management system**

The creation of the skills framework means that the prison administration and the MJ's human resources have to manage human resources, which involves recruitment, assessment, training, mobility and career development. The prison staff's ability to adapt to the new prison administration roles, such as the management of security and reintegration, is the main challenge in the profession's development. Some jobs will evolve and others will disappear, while newly recruited officers will be signing up for more than three decades. These prospects involve the introduction of new practices (skills, mobility, career plan, etc) which differ from those of the strictly administrative framework (status, qualification).

In this integrated approach, the MJ will create a legal and regulatory framework on career management, in particular by drafting a Ministerial Decree that includes recruitment and the principles of staff mobility. It will also introduce the periodic assessment of temporary prison staff, with a view to promoting good professional practice.

Indicative priority actions

- To draft the legal and regulatory framework for career management.
- To support the Directorate General of Resources in the systematic evaluation of prison staff.

COMPONENT 4

Security of prisons and legal security of detainees

Issue

Increasing legal security involves ensuring that all detainees are held in the conditions specified by law. Meeting this requirement is first and foremost the responsibility of the judge who sentences a person to prison and enforces the sentence, and then of the prison administration and the courts services, which must ensure that there are grounds for detention. Lastly, several non-judicial mechanisms can enhance the legality checks.

Acting at these different levels guarantees the eradication of arbitrary detention, as defined by international law, and in the context of CAR, illegal detentions and those of an excessive length.

In view of the challenge, all the stakeholders involved (judges and prison staff) have an obligation to deliver. Illegal detention cannot be justified by a simple lack of resources, on the contrary, the Government of CAR plans to introduce a real culture of respect for the law and for individual rights through awareness-raising and skill-building actions, the introduction of a monitoring mechanism and the development of synergies between the judicial and prison systems.

Increasing the legal rights of detainees first requires an improvement in their legal security, through action on two levels, namely:

- Increasing the ability of detainees to access justice and the law.
- Strengthening the judicial reviews of detention systematically and without discrimination.

Ensuring that detention is legal legitimises imprisonment, makes it understandable and thus more ‘acceptable’ for the detainee, and thus contributes to prison security.

In addition, and as a secondary issue, it also allows greater regulation of the prison population and even a significant reduction in prison overcrowding, which is due in part to arbitrary detentions.

Although the primary responsibility for guaranteeing legal detention conditions lies with the magistrates and the prison administration, it is just as vital for detainees to be aware of their rights and, if necessary, invoke them by accessing the competent judge. This is the essence of giving detainees access to justice and the law.

The strategy will be based around two results that will help to improve security in prisons, namely:

- To guarantee the legal rights of detainees (through the judicial review of detention and access to the law and justice for all detainees).
- To increase non-judicial reviews of the legality of detentions.

RESULT 4.1

Improved prison security by guaranteeing judicial rights to detainees

It is undeniable that the legal uncertainty suffered by the majority of detainees in CAR prisons, who are placed and/or kept in detention in illegal conditions and often beyond the legal time period, is liable to lead to a large number of incidents within prisons. Although it is true that legal institutions are experiencing an irrefutable lack of human and material resources, this is a case of *'irregularities in the application of the texts'*.⁶

Under this global approach recommended by the MJ as part of this strategy for the demilitarisation of prisons in CAR, guaranteeing the judicial rights of detainees must be one of its priorities, as it could directly help to improve prison security.

The MJ is willing to act on two levels, which are:

- To strengthen judicial reviews of detention so that they become systematic.
- To allow all detainees access to justice and the law.

6. See Report by the Inspector of Judicial Services on the *"Guide to the use of IJS to strengthen its controls of the activity of magistrates with an impact on custodial measures"*.

SUB-RESULT 4.1.1

Judicial reviews of detention become systematic

The objective of eradicating illegal detentions first requires improved reviews of the legality and duration of detention. The judicial review of pre-trial detention addresses the need to guarantee individual freedom, as a fundamental right, with respect for the principle of the separation of powers. This review complies first of all with the requirements of the International Covenant on Civil and Political Rights (Articles 9.3 and 9.4), as well as the principles set out in the **Constitution of 30 March 2016** which, after recalling the principle of the ban on arbitrary arrests and detentions, states that the judicial authority, as the guardian of individual freedom, respects this principle under the conditions set out by the law. CAR's Code of Penal Procedure specifies the modalities for these reviews.

In the current national and international texts, the standards relating to pre-trial detention are in agreement in that they are based around a two-fold requirement: pre-trial detention must be **necessary in principle** and **reasonable in duration**.

However, there are too many cases of arbitrary detentions (lack of respect for the legal conditions of detention; illegal duration) directly linked to a lack of systematic reviews of the legal conditions and duration of detention, and court practice exhibits serious flaws and malfunctions.

Pre-trial detention: the vast majority of detainees are placed in pre-trial detention.

The principle of 'exceptional' placement in pre-trial detention is not respected in practice and the trend is to rely too systematically on custodial measures. Furthermore, reviews of this pre-trial detention remain extremely random.

Reviews of sentence enforcement: these reviews are also the subject of legal provisions that are currently under the responsibility of the sentencing judges (SJ). Unfortunately, the resources available to these judges are insufficient for them to effectively perform their duty and the Assessment Board specified by law has not yet been created.

The MJ is aware that these situations are extremely likely to contribute to insecurity within the prisons **and that there is an urgent need to solve this issue of the judicial security of detainees by including it in this strategy for the demilitarisation of prisons in CAR.**

Indicative priority actions

- In the short term, to organise the distribution of the *'Guide to the use of IJS to strengthen its controls of the activity of magistrates with an impact on custodial measures'*.
- To introduce a computerised management system for pre-trial detention and the enforcement of sentences.
- To give investigating offices the logistical and budgetary resources they need to develop judicial supervision.
- To improve training on the subject of disputes about freedom (magistrates, public prosecutors, lawyers).
- To create the Assessment Board and give it the logistical (particularly IT) and budgetary resources it needs to perform its duties.

SUB-RESULT 4.1.2**All detainees have access to justice and the law**

For all citizens, effective access to justice and the law must be a priority in a modern, democratic country. It both conveys the state's awareness of its obligation to meet all the demands for justice of its population, including the most vulnerable members of society, and also ultimately guarantees the restoration of this population's greater trust in the justice system and, consequently, in state institutions in general.

For detainees, the question of access to justice and the law relates directly to the issue of knowing, beyond the judicial review of detention, how to guarantee that they can individually take direct action to ensure that their imprisonment is legal and that its duration does not exceed the legal limits.

The response requires the existence of a legal aid and judicial assistance mechanism.

The Mandela Rules also specify an obligation for the prison administration to facilitate access to a lawyer in prison (Rules 54b, 61 and 119).

In CAR, the right to legal aid is not systematically guaranteed through a legal framework that is appropriate, specific and binding. On the other hand, its application is extremely remarkable.

Positive law in CAR formally guarantees the right of access to justice, principally through the provisions of Article 4 of the Constitution, which specifies the need to respect the 'guarantees necessary for defence' in the context of legal proceedings. But the Constitution does not sanction the right to legal aid, which would give the most disadvantaged people, including detainees, systematic access to justice.

The only two applicable texts specifically relating to the modalities for the operation of legal aid are:

- Decree No 113 of 12 April 1962.
- The law on the status of the profession of lawyer.

In practice, the legal aid providence is insufficient. The providence of CAR's bar is limited to a few criminal court hearings. However, the overwhelming majority of detainees are very poor and do not have the means to pay for a lawyer. Consequently, they do not receive assistance, which has a direct impact on the legal conditions of their detention, as these detainees are not aware of their rights and the correct procedure to be followed and as a result do not legally contest their detention. Justice remains inaccessible to them.

In addition to CAR bar, several civil society associations with very limited financial resources try to organise judicial assistance for a few of the most vulnerable detainees, particularly women, by occasionally financing lawyers who work on an individual basis.

As part of the vision supported by the MJ for the demilitarisation of prisons in CAR, the Government of CAR must forcefully reaffirm that legal aid is an essential human right for everyone and part of the right to a fair trial as guaranteed by international human rights law.

It is just as essential for this principle to become operational in the very short-term, and for the process of validating legal aid reform to be launched. As this validation process develops, the MJ will examine the opportunity to take the initiative in introducing a pilot legal aid project for the most vulnerable detainees. This project will include a training element, as well as the coordinated establishment of legal clinics in prison and the creation of a legal aid fund (co-financed by the state and the TPF) for the most vulnerable detainees.

Indicative priority actions

- To conclude the process of adopting the law on legal aid.
- To create an assistance fund for the most vulnerable detainees.
- To support the action of associations and NGOs in raising awareness and providing information and advice on the rights of detainees, through the creation of legal clinics in prison (including mobile clinics).

RESULT 4.2

Strengthening non-judicial reviews improves prison security

This issue is legally defined in the provisions of Articles 10 and 11 of the Penal Law of 2012, which specify two review systems, namely:

- A review by the internal administrative review structures of the MJ.
- The creation of an independent prison observatory.

In practice, however, none of these review mechanisms are really effective in CAR, although the DGPS, with very limited resources, carries out certain inspection missions within the prison for which it is responsible.

The system set out in the Penal Law recalls that reviews of detention are not the sole responsibility of the judicial authorities. On the one hand, the prison administration has an important responsibility to guarantee that *'no person must be held if no grounds for detention are established by the competent judicial authority'*, as is stated in Article 34 of this law. On the other hand, other bodies such as civil society can also contribute to these reviews and thus to improving the judicial security of detention. The development of these non-judicial reviews of detention is an additional factor in making prisons more secure.

Within this objective of improving the legal security of detainees, the demilitarisation strategy recommends the effective implementation of the various non-judicial review mechanisms stipulated by the 2012 Penal Law, whether these are reviews by the services of the MJ or other administrations or bodies, provided that their actions are coordinated.

SUB-RESULT 4.2.1

The reviews carried out by the services of the MJ and the prison administration

A first priority must be to **strengthen the system already stipulated by law, starting with the IGJS**, created by Decree n° 91.137 of 1 June 1991 and to which the Decree of 5 November 2016 on the Organisation of the Ministry of Justice (Section II, Art. 7) attributes *'the permanent mission of inspecting all levels of jurisdiction and the services and institutions of the Ministry...'*. In this respect, *'it should therefore monitor prison establishments, it also being observed that Article 10 of the law of 12 April 2012 on the regime for prison establishments in the Central African Republic further reinforces this obligation, as it entrusts the assessment of the public penitentiary service to the Ministry of Justice'*.⁷

7. Guide to the use of IJS to strengthen its controls of the activity of magistrates with an impact on custodial measures (p. 7).

Although in principle its role is more limited than that of an Inspectorate of Prison Services, the IGJS is supposed to intervene when the occurrence of serious events within one or more prisons may result in the challenging of elements of penal policy, or when the issue calls into question not only the services of the prison administration but also other MJ services. As part of a programme to support the IGJS, a guide (or frame of reference) on reviewing the activity of magistrates with an impact on custodial measures has been prepared.

The MJ will examine the conditions for strengthening the capacity for action of the IGJS. In the short and medium term, this could without contradiction be accompanied by the effective development of the internal capacities of the prison administration, through:

- Support for prison court services.
- The creation of an Inspectorate of Prison Services.

SUB-RESULT 4.2.2

The reviews carried out by other administrations or bodies

The many roles played by prisons in terms of the upkeep, food, health and work of detainees and defendants mean that the reviews usually carried out by the Inspectorate of each competent administration (the Ministries of Employment, Health, etc) should also be carried out in these prisons.

Furthermore, in a legal context, **the creation of a national Committee for the prevention of torture** and other cruel, inhumane or degrading treatment will result in it being given the authority to carry out certain reviews in detention.

Lastly, penal law does not exclude the development of reviews carried out by civil society, as it establishes **the creation of an Independent Prison Observatory** that would be responsible for ‘assessing the conditions of detention and the operation of prison establishments and proposing any measures to improve them...’. In the medium term, this system would be introduced after consultations with the main civil society organisations already involved in penal issues and the rights of detainees.

Indicative priority actions

- To create an Independent Prison Observatory.
- To launch the process of creating a National Committee for the Prevention of Torture.

COMPONENT 5

Public security and social reintegration policy for detainees

Issue

The international standards concerning criminal justice recommend that, where possible, the state creates conditions favourable to the social reintegration of detainees. These are essentially the recommendations made by the Nelson Mandela Rules (N°4, 88, 89, 91-94 and 96-108). Prisons must provide access to education and professional training, as well as work and any other assistance necessary for rehabilitation/re-socialisation and reintegration.

This reflects the main objective of detention, which is to protect society and avoid recidivism. To be effective, these programmes must be as personalised as possible and the prison staff, who are trained in this role, play a key role in the rehabilitation of detainees.

This issue of the social reintegration of detainees is one of the major aspects of the demilitarisation strategy. In the context of CAR, the development of social reintegration activities in the country's prisons can only help to make them more secure. These activities preparing detainees for reintegration help to improve detention conditions by reducing the level of tension and violence and preparing for detainees' release from detention at the end of their sentence.

The demilitarisation strategy will therefore have the additional **objective of developing and implementing a policy and actions in preparation for social reintegration, in order to strengthen prison security.**

The achievement of this objective will be based around a single result to be achieved in the medium and long term, namely developing and implementing realistic social reintegration actions that are adapted to the local context of each prison.

RESULT 5.1**A policy and actions to prepare for the social reintegration of detainees are established in order to increase prison security**

There is currently no social reintegration programme for detainees, although the MJ recently launched strategic deliberations on this issue.

International standards recommend that the prison regime be favourable to the launch of specific actions that can contribute to the social reintegration of detainees. The primary aim of all these actions is to mitigate the harmful consequences of long periods of detention on detainees and prepare their release in order to prevent recidivism.

In the short term, these actions have a direct and immediate impact on the living conditions of detainees and thus on prison security. In the medium and long term, they reduce the risks of recidivism, promote social reintegration and therefore help to improve security for society as a whole.

In particular, detainees must be able to:

- Spend time outside their cells, particularly to perform physical exercise and recreational activities.
- Take part in educational and professional training programmes that meet their needs, or even in useful work. In this context, the education and training of detainees who are minors and young adults must be a priority.

All this must obviously be part of a prison regime that allows detainees to maintain social links, particularly with their families (Rule 58).

With regard to the policy and actions for the social reintegration of detainees, budgetary resources are non-existent and human resources are extremely inadequate, although certain officials from the Ministry of Social Affairs have been seconded to work in prisons and lead training workshops there. However, the DGPS, together with a large number of relevant national stakeholders (ministries, organisations, communes, etc), recently led the process to draft a '*National Strategy for the Social Reintegration of Detainees 2017- 2022*'.

This strategy defines five strategic guidelines based on an inventory that highlights both the shortcomings to be rectified and the urgent need for an action plan.

For the Government of CAR, this social reintegration strategy for detainees is of the utmost relevance if it is integrated into the more global context of this prison demilitarisation strategy.

In the context of the future action plan, it will be the responsibility of the steering committees for strategy implementation to define these priority actions that will be implemented progressively. For the government, this policy must be both realistic and adapted to the needs and the available resources. It must also be based on the following levers:

- The validation of the *National Strategy for the Social Reintegration of Detainees 2017-2022* and the identification of priority actions included in the action plan for the prison demilitarisation process, in order to launch a dynamic that will: a) reduce prison overpopulation (combined with a policy for sentence enforcement); b) promote socio-professional reintegration; c) reduce the recidivism rate of (ex-)detainees; d) build on the economic potential of both detainees (improvement in their food; building of savings, etc) and the real estate heritage of the prison administration through income-generating activities.
- The allocation of an annual budget to each establishment for locally-defined reintegration actions.
- The identification of priority actions proposed by the DGPS and submitted to the TFP, according to the available national and local resources.

Indicative priority actions

- To validate and budget for the national social and professional reintegration policy.
- To provide resources for the DGPS that prepares prisoners for social reintegration.
- Develop a national plan for the development of work in prison and income-generating activities.

Conclusion

In a democracy, the legitimacy and credibility of the prison system is based on its ability to keep detainees inside prisons thanks to a level of security and safety that prevents escapes and the perpetration of new crimes during detention, whilst at the same time respecting the rule of law. This 'security' aspect of prison management is essential, as it helps to protect the population and restore and maintain the trust of citizens, the media and the political class in its institutions, including criminal justice and prisons. Making prisons secure in line with the rule of law is the primary ambition of this strategy for the demilitarisation of prisons in CAR.

The strategy for prison demilitarisation in CAR currently allows the MJ and the DGPS to set the criminal justice system on the path to modernity. This will be characterised by responsible professional practices that respect the rights of detainees in an environment that guarantees the security and safety of the prisons their staff, detainees and, lastly, the population as a whole.

This strategy will be implemented in close collaboration with all the stakeholders that must be involved, first and foremost the MD, the Ministry of the Interior and the MS, as well as civil society and the TFP. It is on this condition that the main objectives set out here will be achieved.

List of relevant documents

MINUSCA (penal support unit) documents

- Summary table of projects underway on 04/01/2018.
- Annual report of the project team (May 2017).
- National strategy for the Social Reintegration of Detainees 2017–2022 (June 2017).
- Strategy for the protection of detainees and detention centres of the SCC (2018).
- Rapport de l'Atelier de validation de la Stratégie de Protection des détenus et des lieux de détention de la Cour Pénale Spéciale et du Guide de Bonnes Pratiques à l'intention du personnel pénitentiaire centrafricain.
- National Health Policy in Prison Establishments, framework document, Ministry of Justice and Ministry of Health (2018).
- National strategy for the reform of the security sector, 2017–2021.
- Justice and Corrections Achievements and Impact, CAR (MINUSCA 2014–2017).
- Guide à l'usage de l'Inspection des Services Judiciaires pour le renforcement de ses contrôles sur l'activité des magistrats ayant une incidence sur les mesures privatives de liberté, Ministry of Justice, 2018.
- General Information on the Prison System in CAR/March 2017.
- Corrections update to SRSG Parfait Onanga-Anyanga (12 April 2017).
- PowerPoint Debriefing SRSG (April 2017).
- Prisons in Central African Republic (for DSRSG briefing).
- Table: *“Cumul des statistiques hebdomadaires des maisons d'arrêt et de correction de la RCA- 2 au 8 février 2018”* MINUSCA Penitentiary Affairs unit.

- Table: *“Cumul des statistiques hebdomadaires des maisons d’arrêt et de correction de la RCA- 28 juin au 4 juillet 2018”* MINUSCA Penitentiary Affairs unit.
- 2017 Annual statistical data for prisons in CAR.
- Projet de Politique Nationale de Sécurités, RCA, November 2016.
- UNODC Mission report in CAR, August 2016.

Legal and regulatory texts

- African Charter on Human and Peoples’ Rights (entered into force on 21/10/1986 and ratified by the Central African Republic on 26 April 1986).
- International Covenant on Civil and Political Rights (ICCPR), New York, 16 December 1966 (ratified by the Central African Republic on 8 May 1981).
- Constitution of the Central African Republic of 30 March 2016.
- Penal Code of the Central African Republic (Law n° 10.001 of 6 January 2010).
- Code of Penal Procedure of the Central African Republic (Law n° 10.002 of 6 January 2010).
- Law n°12/003 *“setting out the fundamental principles of the penitentiary system in CAR”*.
- Decree of 16 February 2016 *“on the organisation and operation of prison establishments in CAR and determining their internal regime”*.
- Decree of 16 February 2016 *“on the definition of the dress code, insignia and ribbons of officers in the Central African Republic penitentiary administration”*.
- Decree of 16 February 2016 *“on the redefinition of the framework for the penitentiary administration”*.
- Decision of the Directorate of the penitentiary administration of 5 August 2016 *“approving the internal regulations governing the temporary annex of Camp de Roux”*.
- Decision of the Directorate of the penitentiary administration of 25 February 2016 *“... on the internal regulations for Ngaragba central prison”*.

- Decision of the Directorate of the penitentiary administration of 5 August 2016 *“approving the internal regulations of Ngaragba prison”*.
- Emergency plan for the prison establishments of Bangui, Ministry of Justice, DGPS.
- Draft internal regulations of Bangassou prison.
- Memorandum on the creation of a management committee for production activities within each prison establishment.
- Draft framework document of the *“National Health Policy in prison establishments”*.
- Draft Decree *“on the detention conditions for persons placed under a high security regime”*.
- Draft Decree *“setting out the minimum architectural specifications and the standard plans for each category of prison establishment and the minimum vital space allocated to each detainee”*.

UNDP documents

- ILN Projects proposal: *Joint Project to re-establish and build capacity of security, governance, and justice in the Central African Republic (CAR)* or “Joint project”.
- Budget of the “Joint project”.
- Terms of reference for the drafting of a sector-based justice policy in CAR in the context of the “Joint project”.

Rehabilitation of the Justice and Police Sector documents

- Report of the “Expert mission for the drafting of initial and ongoing professional training plans for prison staff” (Oct–Nov 2014).
- RJPS, Objectives and results.

Miscellaneous reports and documents

- *L’aide légale en République Centrafricaine, Etat des lieux*, ASF, September 2016.
- General matrix v4 of 5 April – 2017 Roadmap (Pillar 1 – Supporting Peace, Security and Reconciliation/Component 3 – Reforming the Judicial Institution and Promoting the Fight against Impunity).

- *“Pity the man who is alone: Corruption in the criminal justice system in Bangui, CAR”* CDA Collaborative Learning Projects September 2017.
- System of Judicial Statistical Information (SJSI): overview (October 2017; April and May 2018).
- Justice Coopération Internationale: summary of the project: *“Support for the restoration of the Rule of law in the Central African Republic”*.

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