

REVISED ACTION PLAN

ALI v. Serbia

Application no. 4662/22 Judgment of 25 March 2025, final on 25 June 2025

I CASE DESCRIPTION

1. This case concerns the failure of domestic authorities, in 2021-2022, to examine, in a manner compatible with the Court's case-law requirements, the applicant's claim of a risk of ill-treatment prior to extraditing him to Bahrain (violation of Article 3), as well as their non-compliance with the interim measure indicated by the Court under Rule 39 (violation of Article 34).

2. The Court held that instead of making a substantive analysis of the applicant's alleged fear of persecution, the domestic bodies confined themselves to a formal examination of whether the statutory requirements for his extradition had been fulfilled. The domestic courts did not examine the situation in Bahrain in general nor did they carry out any, let alone an adequate, scrutiny of the applicant's personal circumstances. They failed to obtain any international report relevant to the situation in Bahrain, one of which specifically indicated that the applicant had been subjected to ill-treatment in the past, and they failed to allow the applicant to substantiate his claims (§§ 105-106).

3. According to the latest information available to the Court, the applicant had been arrested and detained immediately on arrival in Bahrain, further to his extradition by the Serbian authorities. It was reported in the media that he was allegedly convicted for terrorism-related offences and sentenced to several life sentences. It was further alleged by his legal representative that the applicant had no access to a lawyer, that his family

had not been permitted to visit him and that he had only been allowed to make telephone calls to five numbers. It was further reported that the applicant had gone on hunger strike in protest at the harsh prison conditions and had been pepper-sprayed, handcuffed and placed in solitary confinement (§§ 38-42).

II INDIVIDUAL MEASURES

4. The Serbian authorities have taken steps to ensure that the violation at hand ceased and that the applicant was redressed for the negative consequences of the violation found by the European Court. These measures are set out below.

A. The applicant's redress

5. The Court awarded the applicant just satisfaction in respect of non-pecuniary damage in the amount of EUR 9.800. The payments have been made on 20 February 2026.

6. The authorities note that during the enforcement proceedings, the authorities have repeatedly contacted the applicant's legal representative to provide the necessary payment documentation. However, as the applicant is currently incarcerated in the Kingdom of Bahrain under an especially strict prison regime, which restricts the number of allowed visits, the representative has been unable to obtain the required documentation for the payment.

7. For enforcing the judgment, a court deposit account has been opened with the First Basic Court in Belgrade in the name of the applicant and the payment has been executed.

8. In view of the above, the authorities consider that the applicant has been fully redressed for the damage sustained.

B. Proceedings before the Constitutional Court

9. Regarding the constitutional appeal filed by the applicant (registered under case number UŽ-1875/2022), the Government note that it is currently pending and remains under active consideration before the Constitutional Court.

10. The Serbian authorities undertake to provide an update and inform the Committee of Ministers as soon as a final decision is rendered by the Constitutional Court.

C. Ensuring the applicant's protection from ill-treatment and continued diplomatic monitoring

11. Immediately following the delivery of the judgment in case *Ali*, the Serbian authorities took urgent and proactive steps to prevent any continuation of the violation found by the Court under Article 3 of the Convention and to ensure that the applicant is not exposed to a risk of ill-treatment in the Kingdom of Bahrain.

12. The Serbian Ministry of Foreign Affairs contacted without delay the Embassy of the Republic of Serbia in the Kingdom of Bahrain and instructed it to closely and continuously monitor the applicant's situation, with particular attention to his conditions of detention, access to legal counsel, health care, and the overall treatment by the Bahraini authorities. The competent diplomatic mission confirmed that communication had been established with the Bahraini authorities and that assurances concerning the applicant's treatment in line with international human rights standards had been formally sought.

13. According to the official communication received from the competent Bahraini authorities, the applicant was convicted on 7 October 2013 by the High Criminal Court of Bahrain for a number of charges, including: joining a terrorist group with the aim of undermining constitutional provisions; possessing and using explosives to endanger lives and create public fear; attempting to manufacture and smuggle weapons and explosives

for use in terrorist acts; financing and supplying terrorist groups. He was sentenced to life imprisonment, after exhausting all stages of litigation before the courts.

14. As stated by the Bahraini authorities, the applicant was represented by the legal counsel throughout all stages of the domestic judicial proceedings. Under Bahraini legislation, individuals unable to appoint a private lawyer are entitled to legal aid, and counsel had been appointed in the applicant's case. The applicant did not request further contact with or assistance from his lawyer after the conclusion of judicial proceedings.

15. The Bahraini authorities further confirmed that the applicant's current detention conditions fully comply with domestic law and international human rights standards. In particular:

a) Access to legal counsel

16. The applicant may meet privately with his lawyer in accordance with Article 31 of the Bahreini Executive Regulation of the Reform and Rehabilitation Centre's Law.

b) Family visits

17. Pursuant to Articles 17–20 of the Bahreini Executive Regulation of the Reform and Rehabilitation Center's Law, the applicant is entitled to regular family visits, including special-circumstance visits. Taking into account the medical condition of his child (autism), the Bahreini authorities granted exceptional barrier-free visits. The applicant has so far had 20 virtual calls and 49 visits.

c) Right to submit legal and administrative applications

18. The applicant, his family members, his legal representatives, as well as INGOs may lodge petitions and complaints through clearly established legal and administrative channels, including directly to oversight bodies. Such complaints are handled in a transparent and professional manner, with follow-up and reporting.

d) Medical care

19. Since 2024, all detainees' medical records have been integrated under the supervision of the Bahreini Ministry of Health, ensuring equal access to healthcare as for the general population. The applicant has received multiple medical examinations, including 11 visits by the general physician, one visit by the orthopedic specialist, and two visits by the nutritionist. He had a consultation at the Salmaniya Medical Complex on 29 June 2025 and had an additional medical consultation on 4 February 2025. A nutritional assessment was conducted on 2 June 2025, to evaluate dietary needs and review claims of food-related issues.

e) Accommodation and hygiene

20. Detention facilities are regularly monitored, and inspections by oversight bodies confirmed compliance with health and hygiene standards, with all necessary supplies provided.

f) Outdoor access and solitary confinement allegations

21. The applicant is granted at least two hours of daily outdoor access and is not held in solitary confinement. His cell door remains open for extended periods, allowing movement within common areas.

g) Nutrition and water

22. The applicant receives three nutritionally adequate meals per day and has continuous access to clean drinking water. Special dietary needs are accommodated upon medical recommendation.

h) Hunger-strike allegations

23. According to the Bahreini authorities, the applicant is not currently on hunger strike. His most recent hunger strike occurred in February 2025 and was managed with full medical supervision, which confirmed stable vital signs and no immediate health risks.

24. With respect to inquiries regarding alternative sentencing or the possibility of a royal pardon, the Bahraini authorities indicated that a pardon is a sovereign prerogative of His Majesty the King. These measures are governed by specific legal conditions set forth in national legislation. Should the inmate meet the required legal criteria and formally apply, his case would be reviewed by the competent committee established to assess such requests, in accordance with the procedures stipulated by law.

D. Contacts with independent oversight bodies

25. With a view to strengthening the objectivity and independence of the monitoring process, the Serbian authorities have initiated steps to establish communication with Bahraini independent oversight mechanisms.

26. According to the information provided by the Bahraini authorities, three independent oversight bodies—namely the Ombudsman's Office, the National Institution for Human Rights, and the Prisoners and Detainees Commission - exercise broad monitoring powers, including both announced and unannounced visits. They interview inmates, supervise detention conditions, and publish reports containing recommendations aimed at improving human rights protection in places of detention. In the event of any alleged violation, these bodies, as well as the detention centers themselves, are required to take immediate action as per the legal framework and hold those involved accountable if any violation was to occur.

27. The Ombudsman of the Republic of Serbia initiated direct contact with the Bahraini oversight authorities. An official letter was dispatched to the Ombudsman for the Ministry of Interior and Chairperson of the Prisoners' and Detainees' Rights Commission

of the Kingdom of Bahrain, and the answer is still pending. The purpose of this communication is to obtain specific, up-to-date information regarding the applicant's current status and the protection of his fundamental rights. This inquiry specifically covers:

- The applicant's access to and communication with legal counsel;
- Frequency and facilitation of family visits;
- Provision of adequate healthcare services;
- General conditions of detention, including housing and mandatory daily time outdoors;
- The applicant's ability to submit formal filings and grievances.

28. In this context, the Ambassador of the Republic of Serbia to the Kingdom of Bahrain held a meeting with the Bahraini Ombudsman in Bahrein.

29. During this meeting, the Bahraini Ombudsman confirmed that her office continuously monitors the applicant's situation. According to the provided information, the applicant's sister submits requests and appeals to the Ombudsman on a monthly basis, ensuring their ongoing engagement with the case.

30. The Ombudsman is particularly monitoring any disciplinary proceedings that may be initiated against the applicant due to allegedly not abiding by prison rules. Thus, the Ombudsman, for every incident in the prison allegedly connected to the applicant, requests a review of CCTV recordings from the competent authorities, to confirm the circumstances of the detainee's behaviour and the responses of the authorities.

31. Furthermore, the Ombudsman confirmed that the applicant has access to medical assistance and necessary therapies within the prison.

32. Regarding family visits, the Ombudsman stated that they are permitted but currently take place in a room with a physical barrier. Physical contact during these visits

is not yet possible. However, there would be no obstacles to accommodating the majority of the requests made by the applicant and his family in the future.

33. The Serbian authorities, having briefed the Bahraini Ombudsman on the ECtHR proceedings and the recommendations of the Department for the Execution of Judgments, will continue to maintain regular diplomatic contacts with competent Bahraini institutions to closely monitor the applicant's situation. Any further relevant information received through these channels will be promptly communicated to the Committee of Ministers.

E. Ongoing reporting

34. The Serbian authorities will continue to closely monitor the applicant's situation through diplomatic channels, communication with Bahraini authorities and oversight institutions, and regular collection of all relevant updates.

35. The Government remains fully committed to ensuring the applicant's protection and will continue to provide the Committee of Ministers with timely and comprehensive information on all individual measures undertaken in the execution of this judgment.

III GENERAL MEASURES

36. Further to the facts of this case, the authorities have taken measures aimed at preventing similar violations as set out below.

A. Measures aimed at rapid reaction to an interim measure ordered by the European Court

37. The authorities recall that the measures aimed at enabling a rapid reaction to an interim measure ordered by the European Court have already been taken in the context of the *Antić* case.

38. Namely, the authorities would like to highlight that a range of measures have been taken to ensure proper inter-agency communication within the state, in order for the state to be able to fulfill its obligations under Article 34 of the Convention, even if as in the present case the indication of interim measures from the Court arrives after working hours or on a weekend.

39. The Ministry of Justice, on 25 February 2025, named a contact person for the Ministry for the purposes of the execution of interim measures set out by the European Court. This position was taken by the assistant to the Minister in the Sector for international cooperation and strategic planning. Notifications about interim measures in the future are to be done via phone call with this person, whose availability is determined to be 24/7, thus providing the conditions for the timely application of any future interim measures. That decision remains in force and the contact person continues to perform these duties and remains available on a 24-hour basis, seven days a week.

40. In order to ensure the uninterrupted functioning of this mechanism, the Ministry of Justice has established a broader institutional duty system involving designated staff members who provide continuous operational support and ensure the availability of the competent authorities outside regular working hours.

41. The timely transmission of information concerning interim measures to other competent authorities, including the Ministry of Internal Affairs, is ensured through direct telephone and electronic communication channels, including outside working hours and during public holidays.

42. Although the mechanism has not yet been activated in practice since its establishment because no interim measures have been indicated in similar circumstances outside of working hours, the authorities consider that the necessary institutional arrangements are in place to ensure the prompt communication and implementation of any future interim measures indicated by the European Court and thus to prevent similar violations of Article 34 in the future.

43. The Ministry of Justice further confirms its commitment to ensuring full compliance with interim measures indicated by the European Court under Rule 39 of the Rules of Court and, as set out below in paragraphs 52-54, is looking into providing explicit legal guarantees concerning the obligation of the competent domestic authorities to act in accordance with such measures.

44. The Ministry of Internal Affairs, for its part, also took steps to ensure uninterrupted communication concerning the execution of interim measures in similar cases. It was decided that Interpol NCB (the Ministry's Section for international operative police cooperation of the Direction of criminalistics police) would be the contact within the Ministry of Internal Affairs for such cases whenever the Ministry of Justice receives notification of the indication of interim measures. This body also works under a 24/7 regime, providing the necessary conditions for timely reactions to any interim measures decided on by the European Court and communicated to the authorities.

45. The authorities have assessed that the existing organizational framework, as set out above, already provides the necessary conditions for the timely communication and implementation of interim measures indicated by the European Court. Accordingly, the operational mechanisms established following the *Antić* judgment continue to be applied in practice, including the designation of a contact person available on a 24-hour seven days a week, and the establishment of a broader institutional duty system ensuring continuous operational support. The timely transmission of information to all competent authorities, including outside regular working hours and during public holidays, is ensured through direct telephone and electronic communication channels.

46. The authorities further reaffirm their commitment to ensuring full compliance with interim measures indicated under Rule 39 of the Rules of Court and consider that the institutional arrangements currently in place provide an effective safeguard against similar violations in the future identified by the Court in the *Antić* and *Ali* judgments.

47. The authorities will continue to keep the Committee of Ministers informed of the progress of these measures.

B. Legislative measures

48. In its letter from 20 August 2025, the Department for the Execution of Judgements noted that the preconditions for extradition in the 2009 International Legal Assistance in Criminal Matters Act (Article 16) only require that the requesting State provide guarantees that the death penalty, if prescribed in the requesting State for the offence for which extradition is requested, will not be imposed or executed. It does not expressly provide for similar safeguards if there are serious grounds to believe that if the person concerned is extradited to the requesting country, he would run the real risk of being subjected to treatment contrary to Article 3 of the Convention. Article 21 of that Act, in so far as relevant, provides that an investigating judge must hear a person whose extradition has been requested on all the circumstances relevant for establishing the preconditions for extradition. It is unclear, however, if this provision allows for effective scrutiny of the allegations of the risk of ill-treatment, since the preconditions for extradition do not expressly indicate Article 3 considerations.

49. In order to further strengthen the protection of human rights in extradition proceedings - an area which the Government recognises as particularly sensitive - and to ensure a more effective assessment of allegations concerning the risk of torture or inhuman or degrading treatment prior to any extradition decision, the Ministry of Justice has undertaken a detailed review of the relevant domestic legislation.

50. During the preparation and adoption process of the Law on International Legal Assistance in Criminal Matters, the Ministry of Justice conducted a detailed analysis. Based on this analysis, the Ministry will proceed with amendments to the Law to align it with European Union legislation and international standards. A draft version is expected to be prepared by the end of 2026 or in the first quarter of 2027.

51. During this process, particular attention is being given to the implementation of the principles arising from the judgments of the European Court in *Antić v. Serbia* and *Ali v. Serbia*.

52. The authorities envisage that the new legislative framework will expressly require the competent authorities, in extradition proceedings, to examine any allegations and all relevant circumstances relating to the protection of fundamental rights guaranteed by the Convention, in particular Articles 2 and 3 thereof.

53. The draft legislation is also expected to provide for the obligation to seek and obtain appropriate assurances from the requesting State whenever there are allegations, or serious grounds for believing, that the person concerned may face a real risk of treatment contrary to Articles 2 or 3 of the Convention following extradition.

54. Furthermore, the authorities are currently considering the introduction of provisions aimed at strengthening safeguards relating to the execution of interim measures indicated by the European Court under Rule 39 of the Rules of Court, including an explicit obligation for the competent authorities to act in accordance with such measures.

55. The authorities will keep the Committee of Ministers informed of further developments and of the content of the legislative solutions ultimately adopted.

C. Co-operation with the Department for the Execution of Judgments

56. On 3 June 2026, representatives of the Department for the Execution of Judgments of the European Court of Human Rights of the Council of Europe held a meeting in Belgrade with representatives of the Ministry of Justice and Finance, and with the Government Agent of the Republic of Serbia before the European Court of Human Rights, within the framework of the action “*Strengthening Human Rights Protection in Serbia*”.

57. The meeting was organised under the joint programme of the European Union and the Council of Europe “Horizontal Facility for the Western Balkans and Turkey”, which aims to support domestic authorities in the execution of judgments of the European Court through enhanced co-operation, exchange of information and institutional coordination.

58. Among other issues, the participants discussed the execution of the judgments in *Antić v. Serbia* and *Ali v. Serbia*. Particular attention was devoted to the measures undertaken by the Serbian authorities following these judgments.

59. The authorities consider that this meeting provided a valuable opportunity to exchange views with the Department for the Execution of Judgments on the progress achieved and the measures envisaged in the context of the execution of the *Antić* and *Ali* judgments.

60. The authorities wish to express their appreciation for the continued support and expertise provided by the Council of Europe in this process.

D. Publication and dissemination measures

61. In 2025, the authorities ensured that publication and dissemination of the present judgment were taken to draw the attention of the relevant domestic authorities on the European Court's findings in this case. To this end, the European Court's judgment was translated into Serbian and published in the Official Gazette and on the Government Agent's official web page. The European Court's findings have therefore been made easily accessible to judges and the legal community nationwide.

62. The Government Agent furthermore prepared [an analysis of the European Court's findings in this judgment](#) and ensured its dissemination together with the translated judgment to all relevant domestic authorities, including the Constitutional Court.

63. The above-mentioned measures ensured that all domestic courts and relevant bodies are now aware of the Court's findings and the need to comply with the Convention requirements in similar cases.

IV JUST SATISFACTION

64. The authorities ensured that just satisfaction awarded by the European Court has been disbursed to the applicant on 24 June 2024. The payment has not been made within the deadline set out by the European Court, since the unsuccessful efforts to obtain the necessary documentation required for the payment on time.

V CONCLUSIONS

65. The authorities consider the individual measures taken ensured that the applicant was redressed for the damage sustained.

66. The authorities will inform the Committee of Ministers of the progress in individual and general measures.

67. The Government takes this opportunity to reiterate to the Committee of Ministers its commitment to comply with its obligations under Article 46 (1) of the Convention in this case.