



Education and Culture DG

Lifelong Learning Programme
Grundtvig



DISCUSSION DOCUMENT FOR THE CONFERENCE WORKSHOPS

Introductory Notes & Key Questions

BUDAPEST, 22-24 FEBRUARY 2010

Pathways to Inclusion –

Strengthening European Cooperation
in Prison Education and Training

Conference Paper 5



The discussion papers contained in this document have been prepared by the coordination teams for the Working Groups, listed in document. The contents of this publication do not necessarily reflect the position of the European Commission.

The present document contains the discussion papers for the Workshops in Series A and B at the conference:

Working Groups – Series A: Thematic issues

- A1 – Adult basic education
- A2 – Arts and cultural creativity
- A3 – Vocational training
- A4 – Guidance and counselling, validation of prior learning (vpl), individual plans
- A5 – E-learning, information technology, distance learning
- A6 – Initial and in-service teacher training
- A7 – The prison as a positive environment for learning: regime issues, role of governors, prison officers supportive of learning
- A8 – Release, transition, reintegration: the role of education and training
- A9 – Research needs in prison education and training

Working Groups Series B : Issues relating to specific categories of offenders

- B1 – Juvenile offenders
- B2 – Foreign offenders and offenders from a migration or ethnic minority background
- B3 – Female offenders: a need for gender equality strategies
- B4 – Long-term offenders
- B5 – Short-term offenders
- B6 – Offenders with special learning needs or mental health problems

For the Workshops in Series C (European programmes), participants' attention is drawn to the separate Conference Documents 2, 3 and 4 which contain an analysis of projects supported by Grundtvig and Leonardo da Vinci (Document 2) and EQUAL (Document 3) as well as a catalogue of projects supported by Grundtvig and Leonardo da Vinci (Document 4).

In addition to any topic-specific questions raised in the working papers, each Working Group will be invited to address and report on the following questions:

1. What are currently the key issues in this specific field of prison education/training?
2. What are the main problems facing people and organisations working in this field? What are their needs?
3. How do you see the field developing in the coming years?
4. How relevant are the Grundtvig / Leonardo / EQUAL-ESF projects presented at the conference, relative to these issues, trends and concerns? What is missing?
5. How has Grundtvig / Leonardo / EQUAL-ESF contributed to the improvement of prison education/training in this field?
6. How should the European programmes change in the future in order to make a better contribution? What kind of research do we need in this field/topic?
7. Any other points of interest

WORKING GROUP A1 – ADULT BASIC EDUCATION

The team coordinating this working group will be:

Anita Wilson, Chair, European Prison Education Association (Prison ethnographer, Literacy Research Centre, University of Lancaster, UK)

Sandrine Dickel, Grundtvig National Agency, France

Overview

This theme addresses some of the most complex or contested questions in prison education:

- **What do we mean by ‘adult basic education’?** and
- **What do we mean by ‘literacy, numeracy, digital literacy, and soft skills’?**
- **Are they both sides of the same coin or somehow mutually exclusive?**

How these terms are conceptualised not only affects the curriculum and approach of prison education but also its fundamental aim. Therefore it is important for the workshop participants to spend some time discussing/examining the meaningfulness of reading, writing, maths, and keyboard-related competencies, together with softer skills such as speaking, listening, and understanding.

Across Europe they are interpreted in different ways and for different purposes. Until the recent downturn in economic progress and stable employment, much of Europe focussed on linking levels of literacy and numeracy to potential employability. However, in the current, less stable economic climate, the topic requires further debate in order to a) still recognise the importance and usefulness of various aspects of reading, writing and communication skills and b) perhaps re-think the wider benefits of education for prisoners in terms of (as Bynner¹ would argue) lifelong learning across the lifecourse.

Current trends bolster the perception that the majority of prisoners lack basic literacy and numeracy². Consequently, we must be careful not to perpetuate the notion that lack of basic skills presumes a propensity for crime. And while there is evidence to suggest that many prisoners (particularly young prisoners) have indeed fragmented educational histories³ and low levels of ability, nevertheless if reintegration and active citizenship are truly to be part of the rehabilitative process, by recognising what people can (rather than cannot) do, suggests that the current emphasis on testing to identify ‘need’ provides only part of the picture. This is why a broader definition/perception of the aims and benefits of adult basic education may be more meaningful and appropriate.

Key data

Given the nature of educational provision across Europe (which varies considerably), it is difficult to ascertain how many prisoners are currently engaged in education or how many require or wish for education that focuses primarily on communication skills. Given that the prison population in

1 Bynner J. (2009) Lifelong Learning and Crime: A Lifecourse Perspective. IFFL Public Value Paper 4

2 International Adult Literacy Survey (2001), Irish Prison Literacy Survey (2003)

3 Hurry, Brazier & Wilson (2005)

Europe has both risen (for example in the UK and Turkey) and fallen (for example in Romania and the Netherlands)⁴, **more work needs to be done to ascertain what type and focus of provision is in place, whether this is influenced by the rise (or fall) in the prison population, and whether it is linked to current political or economic variables.**

Provision is dependant upon resources and it is important to remember that education (and within that the provision of literacy, numeracy, etc.) forms only one element of the rehabilitative package. **Again, there is little information or data at European level to ascertain how much money is allocated to education in relation to other interventions in prison, and how much of this is channelled towards those who need or desire support in literacy, numeracy etc.**

European Context

The Recommendations set out by the Council of Europe⁵ state that

28.1 Every prison shall seek to provide all prisoners with access to educational programmes which are as comprehensive as possible and which meet their individual needs while taking into account their aspirations.

28.2 Priority shall be given to prisoners with literacy and numeracy needs and those who lack basic or vocational education.

28.3 Particular attention shall be paid to the education of young prisoners and those with special needs.

28.4 Education shall have no less a status than work within the prison regime and prisoners shall not be disadvantaged financially or otherwise by taking part in education.

These have significant implications for the delivery of literacy, numeracy etc and will provide a good starting point for our discussions in asking **how far these Recommendations can or are being implemented.**

Moreover the EU key competencies are described as: *communication in the mother tongue; communication in foreign languages; mathematical competence and basic competences in science and technology; digital competence; learning to learn; social and civic competences; sense of initiative and entrepreneurship and cultural awareness and expression. Plus the underpinning transversal competencies critical thinking, creativity, problem solving, initiative, risk assessment, decision-taking and management of one's own feelings.* (European Qualifications Framework, April 2008.) **Perhaps the relevance, appropriateness, and viability of this description could also act as a catalyst for discussion.**

National level policy and provision

Provision and approach varies considerably across Europe. The UK focuses on prioritising basic skills which are delivered in classroom settings with the level of need based on the results of a national test. Education is tied to a core national curriculum. Until recently Bulgaria delivered 'basic' education to prisoners on the rationale that low levels of ability would best be served by

4 World Prison Population List (2008)

5 Council of Europe (CoE) RECOMMENDATION No. R(89)12 (1989) and Recommendation relation to European Prison Rules (2006)

books used by children (as a result of an EU funded project this has since been revised). In Ireland, provision of 'basic' skills has been delivered in relation to a prisoner's self-directed personal learning plan – an approach currently under duress to move to a more skills-oriented model of delivery. In Scandinavia, opportunities are more readily available for learning by distance, and web-based learning. It would also seem that in countries where there is less provision, emphasis is placed more on work and training, with education confined to prioritising basic education. **More work needs to be done in order to get a more detailed picture of pan-European approaches to literacy, numeracy, digital literacies, and soft skills.**

Furthermore, while EU-funded projects are to be supported and encouraged, it is also important to try to ensure their maximum impact. This, of course, can only be achieved with the full co-operation and involvement of each project partner, including the support not only of the prison, but also regional policy-makers, and relevant government bodies. An important question is how to involve every key person, or how to communicate, or to get the most from the project in any specific topic area?

Future needs

What prisoners require and 'need' is constantly up for debate and discussion. Policy dictates whether prison should be punitive or rehabilitative, which in turn dictates the level of investment, interest, and support that education receives. The market, industry, and employment impact on the focus of education and current changes suggest that we may need to re-evaluate what 'being literate' or 'being numerate' really means. Moreover, the confidence and self-esteem – softer skills - brought about by success or gains in literacy, numeracy or digital literacies, may indeed have a greater impact on successful reintegration than the specific skill that has been developed. **How these softer skills can be measured or valued is a point for discussion. How to meaningfully evaluate the learning and change process?**

Moreover, a person placed in the hands of the law is often no different to someone in a situation of freedom: learner profiles are often similar (lower levels of literacy and numeracy, with negative experiences of prior learning) they have been prevented from learning and have often accumulated skills and/or weaknesses in terms of educational learning. **It is important to think about how can we improve education in prison using good practices from other target groups or marginalised learners?**

Suggestions for Future Research

- How to meaningfully evaluate the learning and change process?
- How to build a research-in-practice framework for policy and practice development?
- Learner and practitioner-centred consultation to identify needs – using more equitable, collaborative or action research
- Research methods to include not just into the formulation of the research agenda, questions, aims, etc. from the prisoners and also practitioners on the ground but also the analysis and research process itself

Questions for discussion

Questions for discussion have been highlighted in bold above. In addition, a further question which would be interesting to debate is:

- How can we apply recent developments in literacy 'on the outside' – such as embedded literacy, family and community literacy, digital literacies, new media, etc., with the prison practice and policy?

Further reading

An Evaluation of basic skills training for prisoners (Home Office Findings 260 (2005))
<http://www.homeoffice.gov.uk/rds/pdfs05/r260.pdf>

Improving the literacy and numeracy needs of disaffected young people in custody and in the community Hurry, Brazier, Snapes and Wilson (2005)
http://www.nrdc.org.uk/publications_details.asp?ID=28#

Offender Learning: options for improvement (Scotland)
<http://scotland.gov.uk/Resource/Doc/297489/0092539.pdf>

Locked up and Locked out -An Educational Perspective on the US Prison Polulation
<http://www.ets.org/Media/Research/pdf/PIC-LOCKEDUP.pdf>

Examples of good and interesting practices at national and European level

National (UK)

Wings of Learning: The role of the prison office in supporting prison education

This study into the role of the prison officer in supporting prisoner learning and skills development was funded by the Esmée Fairbairn Foundation. Two researchers (Julia Braggins and Jenny Talbot) visited twelve prisons in England and Wales between December 2004 and May 2005 and carried out small group interviews with a total of 77 prison officers.

The study led to the identification of a number of key messages and its overall finding was that prison officers did believe that prison education was important (although they had different priorities from learning and skills professionals). The study found that prison officers felt they had a role to play in prison education but felt that they did not have enough time or training to fulfil their existing job description properly. The report argued that no further progress in officer involvement with prisoner learning would be possible until these issues were addressed.

You can find the full version of the report here:
http://www.esmeefairbairn.org.uk/pdf/wings_of_learning.pdf

European (Grundtvig)

Virtual European Prison School, VEPS⁶ (Grundtvig)

The VEPS project, led by the European Prison Education Association (EPEA) brought partners together from eight European countries⁷. It led to the transnational transfer of best existing practice and the establishment of a web-based Virtual Prison School.

Three examples of best practice were identified which could be transferred from one partner country to another:

1. **The Norwegian modular system:** Short-term, modular courses are used in Norway as a way of making education more attractive to offenders, who often have negative previous experiences of the education system and as a way of supporting those on short-term sentences. The VEPS project provided the opportunity to test the applicability of this module system in Bulgaria, where the existing system of prison education and training was in need of review and restructure.

⁶ <http://www.prisoneducation.eu/>

⁷ Bulgaria, Czech Republic, England, France, Greece, Ireland, Norway and Sweden

2. The Swedish distance learning model: The Swedish distance learning system (described in Part I of this paper) is based essentially on e-learning models. Over 800 courses can be delivered through the system, meaning that every prisoner, including non-Swedish prisoners, can have access to wide range of subjects. Through the VEPS project, partners from the Czech Republic and the UK were able to investigate the applicability of the model for their countries.

3. Irish Personal Development Programmes: The Irish approach to prison education and training is based on the ideals and methodologies of Adult and Community Education, in particular in Transformative Learning. The Greek VEPS partners decided that one particular element of the Irish approach could be adapted for use in Greece – the Pre-Release Programmes. They designed a generic pre-release programme based on the Irish experiences but relevant to the Hellenic context.

In addition to this process of transferring practices, the project led to the creation of the 'Virtual European Prison School', which is a repository for educational programmes, materials, etc, which prison educators can access to assist all students study in their mother tongue or achieve certification from their country of origin while imprisoned abroad. The VEPS Steering Group hopes to develop this resource further over the coming years

By supporting the transfer of distance learning methodologies and the creation of e-learning opportunities, the project helped to widen both provision and access. VEPS also led to significant changes in policy direction and the restructuring of some prison education services. The transfer of the Norwegian modular system to Bulgaria led to a national review of the Bulgarian prison education service, which resulted in the decision to upgrade the service in order to bring it more in line with European counterparts.

A range of dissemination activities were carried out, including the publication and distribution of publicity materials, an International Conference for Directors and Coordinators of Prison Education, local workshops and seminars and the presentation of the project outputs to the Council of Europe. In this way, it is hoped that the project's achievements be sustained in the longer-term.

Finally, this project led to a unique opportunity for partner organisations to visit the Modern University of the Humanities (MUH) in Russia, to find out how the University provides distance education in a number of prisons across Russia⁸. Partners felt they had a lot to learn from the MUH provision. For instance, one of the lessons learned was the need to ensure quality training is provided to teachers, in order that they are not only familiar with the new technologies but also that they update their own methods and materials for the effective delivery of the new provision. (A depth account of relevance of the Russian experience to the project partners' development of distance learning provision can be found on the VEPS website.)

Please see the background paper on Equal projects ('Learning for resettlement and reintegration'), the background paper for Working Group C and the 'Compendium of projects' for examples of projects supported by EU funding.

⁸ MUH is the only higher education institution/television company in the world and it is also one of the largest institutions of higher education in Russia with more than 140,000 students and 500 branches in Russia and abroad

WORKING GROUP A2 – ARTS AND CULTURAL CREATIVITY

The team coordinating this working group will be:

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Alan Clarke, Coordinator, Prison Arts Network PAN, Manchester College (UK)

Renilde Reynders, Grundtvig National Agency, Belgium (Flemish Community)

Introduction

This paper outlines some background and offers a framework for discussion for the workshop on arts and cultural creativity in prisons. Three short but significant documents should be read in conjunction with this paper. Firstly, "Creativity in Prison" by Catherine Coakley (1990), which vividly describes how the teaching of visual art and creative writing in a men's prison works effectively, and often informally, to the great benefit of these men. Secondly, Chapter Ten of the Council of Europe report, *Education in Prison* (1990), sets out policy principles for "creative and cultural activities". Thirdly, Maggie Deignan's "Portraiture and Social Context – A Case Study" (2005), well illustrates the kind of conflict that can frequently arise between the practice of imprisonment and the need for artistic expression (which is a variant of the larger tension between 'Custody' and 'Care'), so that some of the normal activities of arts are seriously restricted or prohibited in a prison setting.⁹

Overview and European Context

Active engagement in the arts (or in what may also be called creative activities) by men and women who are in prison is typically in such areas as visual art (e.g. painting, sculpture, video-production), drama, music, writing, dance and so forth. Core principles, such as those set out by the Council of Europe,¹⁰ are that all prisoners should have access to education while in prison and that the education offered should consist of a wide curriculum that includes 'creative and cultural activities'. The thinking here is that the education "*shall aim to develop the whole person bearing in mind his or her social, economic and cultural context*". (Council of Europe, 1990, p.8)

The above aim envisages education being provided for citizens within prisons that is essentially the same as in adult education in the wider community. However, the context of prison generates an additional dimension, which arises from the fact that imprisonment is widely recognised as being damaging to people, i.e. having 'detrimental effects'. Education within prison has a crucial role to play in helping to minimise such detrimental effects and contributing towards 'normalisation' of life within prison. The arts are a segment of education particularly suited to such a mitigating/normalising/humanising role – in addition to helping people grow in other ways, such

⁹ Full references for these documents are given in the 'Further Reading' section at the end of the paper, where these three key documents are highlighted in **bold**.

¹⁰ The Council of Europe approach to the education of prisoners is set out in the recommendation and report, *Education in Prison* (Strasbourg, 1990). Recommendation 1 states: "All prisoners shall have access to education, which is envisaged as consisting of classrooms subjects, vocational education, creative and cultural activities, physical education and sport, social education and library facilities". Recommendation 12 states: "Creative and cultural activities should be given a significant role because these activities have particular potential to enable prisoners to develop and express themselves". This support for education is further reinforced in the *European Prison Rules* (Strasbourg, 2006), notably in the Preamble and Rule 28.

as learning new skills, gaining new insights, experiencing teamwork and sharing with others, realising one has previously-undiscovered potential, personal development, etc.¹¹

National level policy and provision

A high proportion of the EU projects under discussion at this conference relate to the arts. They generally validate the principles referred to above, and the perception long held in many places that creative activities can greatly help imprisoned people and life generally within prisons.¹² However, it is notable that in some prison systems the arts or creative activities play only a marginal role (compared, for example, to vocational education). Elsewhere, they may have a significant place within regimes but they are still confined to evenings or weekends, and not generally regarded as part of the main prison day.

There is some evidence, in some countries at least, that more restrictive and punitive prison regimes greatly limit what can be achieved in education in general, and in the arts in particular. In Ireland, for example, more restrictive regimes in recent years have had negative impact on access to education and on the content of education in general, and this is evident in art activity especially. This trend may be seen in two ways. Firstly, more and more prisoners are further physically confined – due to increased overcrowding, greater segregation, more ‘23-hour lock-up’, etc – so that access to most forms of education has become more restricted for many. Secondly, even when men and women in prison can get to an art activity, what is allowed therein is more and more limited. For example, portraits are banned, video-production is halted, laptops are disallowed, prisoners may perform in a play but no longer have their family in to see it, names may not be used on paintings made or pieces written (thus denying the individual dignity and identity). In Britain there have been moves to prohibit artists from within prison selling their artwork (See pre-conference report, section 3.4). Whether such regressive patterns are replicated elsewhere needs to be explored.

Many of these prohibitions in art activity appear to be the result of a particular discourse or ideology in relation to prisons. Paul Clements speaks of Britain: “[A] government that champions social inclusion has seen the reduction of opportunity in prison to engage with the arts, replaced by an instrumental agenda concerning basic, key and cognitive skills.” (2004, p.169) A critical factor behind such trends is a very negative perception of the person held in prison. Rather than being seen as citizens and ‘whole persons’, and members of the community with a common humanity, men and women held in prison (in Britain and Ireland at least) are often seen in the media and political spheres in demonised and one-dimensional terms. This is reflected in the persistent use of the term ‘offender’, as if there were no other aspect to their personalities (See Warner, 2007). To ensure the arts in prison achieve the kind of emancipation that is possible, and that is characteristic of adult education, requires movement beyond discourses based on a narrow concept of rehabilitation and offensive terms such as ‘offenders’ (See Clements, 2004; Costelloe and Warner, 2008).

¹¹ *Education in Prison* reflects such a wide role in setting out three main functions for prison education: “Firstly,... education has... the capacity to render [the abnormal] situation less abnormal, to limit somewhat the damage done to men and women through imprisonment. Secondly,... a high proportion of prisoners have had very limited and negative past educational experience, so that, on the basis of equality of opportunity, they are now entitled to special support... A third argument that may be put forward is the rehabilitative one: education has the capacity to encourage and help those who try to turn away from crime.” (Council of Europe, 1990, p15)

¹² See, for example, descriptions of the Pan Project (www.panproject.org/), which provides a network for Europeans in prison education to share across a broad range of arts; Movable Barres (www.movablebarres.eu/MW/index.php), which promotes music and dance in adult prison education across Europe; and Teatrodentro, a Grundtvig project on theatre in prisons which has produced a substantial body of writing on developments in the area.

Future needs

Two key policy issues are paramount:

1. That the arts in their various forms are a *central* part of the education effort in prisons, which in turn is available to all prisoners in all prisons and has a central role in the prison day.
2. That participants in creative activities in prisons are enabled to practice their art in a manner that is as close as possible to the way that people on the outside can, having a similar degree of freedom as people practising art on the outside.

Questions for discussion

1. What possibilities do the arts in prison offer?
2. Have the arts a central or marginal role within prison education programmes and prison regimes?
3. What restrictions are there on the practice of art in prisons, compared to what pertains in adult education on the outside? Are these restrictions getting worse?

Further reading

- Clements, Paul. 2004. The Rehabilitative Role of Arts Education in Prison: Accommodation or Enlightenment? In *Jade* 23.4. Download from www.panel-eu.org
- Coakley, Catherine. 1990. *Creativity in Prison*. In *Yearbook of Correctional Education*. Burnaby, Canada: Simon Fraser University.
- Council of Europe. 1990. *Education in Prison, especially Chapter Ten, 'Creative and Cultural Activities'*. Strasbourg. Download from www.epea.org
- Costelloe, Anne and Warner, Kevin. 2008. Beyond Offending Behaviour: The Wider Perspectives of Adult Education and the European Prison Rules. In Randall Wright, *In the Borderlands: Learning to Teach in Prisons and Alternative Settings*. 3rd edition. San Bernardino: California State University. Download from www.pesireland.org
- Deignan, Maggie. *Portraiture and Social Context – A Case Study*. In *Circa* 112, Summer 2005.
- Warner, Kevin. 2007. Against the Narrowing of Perspectives: How do we see Learning, Prisons and Prisoners? In *Journal of Correctional Education* 58(2). Download from www.pesireland.org

Examples of good and interesting practices at national and European level

Please see the background paper on Equal projects ('Learning for resettlement and reintegration'), the background paper for Working Group C and the 'Compendium of projects' for examples of projects supported by EU funding.

Some projects of particular interest are described in the boxes below.

Movable Barres – music and dance in offender learning

The partnership, representing centres from six European countries, is a mixture of centres experienced in educational provision and professional arts organisations. Through the project, partners aim to create an educational framework, which can help centres to develop effective strategies and methods for promoting these art forms in offender learning.

The project will lead to a number of outputs, including a practical teaching model, examples of best practice and innovation, links with professional practitioners, international meetings and a conference. Dissemination activities will also be carried out.

Website: <http://www.movablebarres.eu/MW/index.php>

The Will to Dream

This project was developed to encourage the practical use of theatre and video in adult prison education across Europe, with a particular focus on providing support to countries in eastern and central Europe with limited theatre experience. Partners worked towards a number of aims, including facilitating the exchange of information and best practice between centres experienced in using theatre and video in adult prison education and those with limited experience, especially in eastern and central Europe.

International meetings were felt to play an important part in helping to meet the project's aims. These events gave partners the opportunity to share expertise and experiences via presentations, performances and workshops. They were also used to identify how the project outcomes could be presented to a wider audience of stakeholders at local, regional and national level.

One of the key outcomes of the project was to introduce inexperienced partners to the benefits of using drama and video with offenders. Two key events helped to facilitate this outcome: a project meeting in Bulgaria which was held in combination with the conference of another Grundtvig project, the 'PAN European Network' (see below for more detail on this project) and a meeting held in Lithuania, where partners delivered practical workshops to trainee prison teachers, inmates and prison officers.

A key project output was the development of a multi-media introduction to developing theatre and video work in prisons, entitled *'The Moral Compass'*. The multi-media tool includes guidance from experienced partners and examples of good practice from professional theatre and media practitioners from all partner countries.

Teatrodentro

This project developed a model of training for prison workers based on theatrical techniques, to improve their socio-relational competences and observation skills, and their ability to support the basic needs of prisoners in order for them to reintegrate into society. Project outputs included a training module, video and collection of writings.

PAN European Network: European Network for organisations involved in adult prison arts education

This Grundtvig project ran for three years over the period 2007 to 2009. It was coordinated by City College Manchester (UK) and involved a further 16 partner institutions from across 12 European countries¹³.

The main aim of the project was to develop an interactive network of organisations involved in prison arts education across Europe. Other activities included: examining official policies and governmental support regarding prison art education; identifying good practice and common approaches in teaching arts in prison; identifying training and qualification opportunities for prisoners and in-service training opportunities for staff involved in prison arts education; organising international conferences and workshops; and disseminating Network outcomes to partner institutions and a wider audience.

The key output of the project was the successful development of the PAN European Network on prison arts education. Originally established with 15 partner institutions from across 12 European countries, the network has since grown to encompass 100 different institutions, artists and prison teachers from over 20 different countries. Moreover, there has been significant interest from other prison teachers and artists

The PAN European Network website (<http://www.panproject.org/>) has acted as an important online platform through which individuals and institutions involved in prison arts education and art in prisons come together to exchange information and share their work. The website has been instrumental in disseminating reports, articles, photos, videos and music downloads from teachers, professional artists, prisoners and ex-offenders and over the project's three year programme the web-site has published over 150 items from participants across 20 countries and has received over 200,000 hits.

As part of the web-site the PAN European Network has worked to extend the Anne Peaker Centre database, which identifies prison arts activities in the UK, to cover the rest of Europe. To date, information on 40 institutions from 15 countries has been identified and included.

A journal, *pARTners*, has been established to chart the development of the prison arts experience and highlighted key project activities and promoting examples of good practice. In total four editions of the journal have been published with over 50 contributions from 15 different countries.

Furthermore, the Network sponsored three awards at the 2009 UK Koestler Awards, which are organised by the Koestler Trust, a well-known prison arts charity based in the UK.

Finally, the PAN European Network has organised three PAN International Annual Conferences, which have focused on a specific theme and have highlighted a different art form. In total, around 300 delegates from over 25 countries have participated.

Regular feedback through email correspondence via the project's web-site, as well as in response to the network's journal and events, has confirmed that the PAN European Network has had a significant impact on the theme of prison arts education. Moreover, there has been considerable interest from a range of organisations across Europe in becoming members of the network.

¹³ The Galli Group (AT); the Society for European Educational Cooperation (BG); the Danish Prison Teachers Association (FLF) (DK); Sonder Omme Prison (DK); Festival-of-Friends (DE); the SALO Baltic International (EE); 2nd Gymnasium and Lyceum of Avlona (EL); Mountjoy Prison Education Centre (IE); Daugvapils Probationary Service (LV); the University of Malta (MT); Vught Prison (NL); Grønland voksenopplæringscenter (Gronland Adult Training Centre) (NO); ILA Prison (NO); Belfast Prison Arts Foundation (UK); Anne Peaker Centre for Arts in Criminal Justice (UK); and London Shakespeare Workout (UK)

WORKING GROUP A3 – VOCATIONAL TRAINING

The team coordinating this workshop will be:

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Benoit Desjeux, Unit EAC-B5 (Vocational training; Leonardo da Vinci), European Commission

Overview

Vocational training is one of the most important factors in the reintegration of (ex)-prisoners and ex-offenders. Research¹⁴ carried out and experience drawn from the field show that ex-offenders who find stable employment are more likely to succeed in life outside prison than those who do not. However ex-prisoners often have inadequate education, underdeveloped employment and social skills and other difficulties which create significant obstacles to getting a job.

In view of the already high and in some countries still rising numbers of prisoners, and the correspondingly high re-offending rate, action across Europe is essential. Ex-offenders and prisoners are often defined by a high degree of social exclusion. Their opportunity for reintegration is already severely limited by poor education, lack of qualifications and employment history, their criminal record, as well as a range of other problem areas common to people who have had contact with the criminal justice system. The aim is the development of a joint strategy to improve the conditions necessary for the successful reintegration of ex-offenders at regional, national and European level.

Vocational Education and Training (VET) provides learners with the skills, knowledge and competences required to participate in the labour market. VET policy is integrated as a part of the Lisbon strategy and the future post Lisbon strategy (EU2020) in which VET must play an active and key role in furthering lifelong learning (LLL) policies and supplying a highly skilled and mobile workforce. Cooperation at European level on strengthening the provision of VET has been facilitated through the Copenhagen Process, which aims at improving the quality and attractiveness of VET, to encourage individuals to make use of the wide range of vocational learning opportunities available and, besides, to create a European area of VET by promoting mutual trust between the key players. The excellence in the VET system has to be combined with the inclusion of groups at risk.

Research indicates that prison educational and vocational programmes can improve behaviour, reduce recidivism and increase the employment prospects of the offender upon release. The goal of improving and increasing vocational training in prison is – at least - twofold: on the one hand it is a strategy to increase chances of employment after release, on the other hand, in relation to vocational integration, it is a strategy to increase the chances of desistance from crime. In this strategy vocational integration and reducing recidivism are linked.

In recent years there have been significant developments in the discussions on and implementations of vocational training in prisons all over Europe. Different aspects have been discussed: the question of improving qualifications (modularisation, certification etc.), standardisation (common standards in prison and the labour market, etc.), labour market

¹⁴ *McEvoy, Kieran*, Enhancing Employability in Prison and Beyond: A Literature Review., Queen's University Belfast for NIACRO 2008, useful also for reference to the literature on the topic.

orientation of training modules as well as discussions on 'what works' (which qualifications are relevant to the labour market, which are in line with a good resettlement strategy, etc.). Furthermore, the relationship between those aspects and the resettlement topic has been part of these discussions.

Key data

All over Europe, we find a comparable situation in the prison population: low qualifications, long phases of unemployment, rejection of school and learning, negative experiences of education, very low social skills, etc.

It is difficult to comment on and compare and update reliable data on the European context. For instance it is difficult to collect data regarding the final beneficiaries of vocational training activities funded under European Social Fund Operational Programmes. Hard data is difficult to find. There is a UK study (Social Exclusion Unit 2002) which has some data for all prisoners in relation to the general population. But mostly there are only smaller research studies, focussing on one prison or even one measure in prison. All this information goes in the same direction, but there is no overall and systematic collected basis. Prison statistics usually focus on the criminogenic variables and rarely or not at all on questions of educational or vocational background.

European Context

In the context of the European Social Fund programming period – the former and the current – both phases of the Equal Initiative (ESF 2002 – 2007) have produced important developments at operational and programme level in the field of ETE (employment, training and education) in the penal system structures and strategies focusing on the politics of reintegration. As a result, the ESF national support structures (NSS) of the last programming period supported a Policy forum on the penal system, which brought together decision and policy-makers from both the justice and employment sectors.

The Equal Initiative developed the NEON (National Equal Offender Network) networks and the Thematic Networks at European level, which led to the introduction and improvements of transnational networking cooperation led by ESF Managing Authorities. It is now necessary to carry forward and expand the debate on the relevant political and support strategies for the reintegration of offenders.

In order to ensure a successful implementation in the field of vocational training and resettlement, close collaboration with decision makers in the fields of Justice, Labour, Education, as well as the Third Sector representatives will be essential.

The European Commission has also created under a single umbrella a various educational and training initiatives. The Lifelong Learning Programme enables individuals at all stages of their lives to pursue stimulating learning opportunities across Europe. LLP included four sub-programmes focusing on different stages of education and training and continuing previous programmes: Comenius for schools, Erasmus for higher education, Leonardo da Vinci for vocational education and training, Grundtvig for adult education.

Comenius (school education), Erasmus (higher education) and Grundtvig (adult education), Leonardo da Vinci (LdV) are reinforcing the achievement of the Lisbon goals of making the EU the most competitive knowledge-based economy, with sustainable economic development, more and better jobs and greater social cohesion.

The "New Skills for New Jobs" initiative, alongside the ET2020 Strategic framework, which sets out European co-operation in education and training for the next decade, works in EU's future reform strategy for 2020, with education, training and jobs as a crucial element. New Skills for New Jobs was launched in December 2008. It is about making it easier for people to get the right skills and

competences and to be able to use them in the appropriate jobs. In order to do this, it is important to make the best forecasts of tomorrow's labour market needs and how these needs can be matched with the skills that people acquire.

A joint effort from different organisations, in particular the European Centre for the Development of Vocational Training (Cedefop), enabled to release forecast of skills supply in 18 sectors. Each report gives an overview, at a European level, of the past and present situation and estimates the future needs in each sector of the economy.

A recent policy-oriented set of recommendations to support the Commission in taking New Skills for New Jobs further was released on 4th February at a conference 'New Skills for New Jobs: Action Now'¹⁵

It is also necessary to implement the tools and frameworks promoting the cooperation in the field of VET – with a particular focus on:

- **Europass**, the single framework for transparency of qualifications and competences¹⁶
- **Strengthening policies, systems and practices in the field of guidance throughout life**¹⁷,
- Common European Principles for the identification and validation of non-formal and informal learning¹⁸
- **European Qualifications Framework (EQF)**¹⁹. (The EQF will relate different national qualifications systems to a common European reference framework).
- **The European credit system for VET (ECVET)**²⁰.
- **The European Quality Assurance Reference Framework (EQAVET)**²¹.

The dedicated axes of Transnationality within the ESF Operational Programmes, ESF Transnational Learning Networks such as ExOCOOP, programmes funded by D. G. Education and Culture together with D. G. Justice, Freedom and Security European programmes represent a very strong potential for an effective way to improve the participation of (ex)-offenders in the labour market and to reduce the recidivism rate at national and EU level. All tools and instruments for the exchange and dissemination of effective approaches should be supported and stimulated.

National level policy and provision

The main national ETE and VET systems will be taken into consideration during the workshop. In particular the European Qualification Framework (EQF), national qualification frameworks (NQFs), the European credit system for VET (ECVET), quality assurance and Europass will be taken into consideration, in analysing how each country deals with intervention for training of offenders and prisoners.

The European Centre for the Development of Vocational Training (CEDEFOP) provides a detailed and updated national and comparative description of each ETE and VET system. For more details, research and analysis please visit the CEDEFOP website and resource centre, at www.cedefop.europa.eu/EN.

The workshop will address the role and impact that each national legislative system has on the level of effectiveness in the reinsertion of offenders in the labour market.

¹⁵ http://ec.europa.eu/education/focus/focus2043_en.htm

¹⁶ http://ec.europa.eu/education/lifelong-learning-policy/doc46_en.htm

¹⁷ http://ec.europa.eu/education/lifelong-learning-policy/doc54_en.htm

¹⁸ http://ec.europa.eu/education/lifelong-learning-policy/doc52_en.htm

¹⁹ http://ec.europa.eu/education/lifelong-learning-policy/doc44_en.htm

²⁰ http://ec.europa.eu/education/lifelong-learning-policy/doc50_en.htm

²¹ http://ec.europa.eu/education/lifelong-learning-policy/doc1134_en.htm

Future needs

The Conference will represent a very important chance for European wide debate and exchange of positions on the main results achieved and what still needs to be done at national and transnational level.

In this context, the Conference will provide an opportunity for all participants to share common needs for future actions. In particular participants will address questions such as:

- Does existing provision need to be changed in any way?
- Is there a need for more provision and more national/EU funding? Which target groups or activities should be funded? Due to the heterogeneity of the prison population, is there a need for higher education and vocational training on the one side, but also for those with multiple problems a need of a very low level qualification on the other side.
- Is there a need for new research, monitoring, evaluation and data collecting developments?
- Which forms of transnational cooperation and exchange of experience should be developed or reinforced?

Questions for discussion

The discussion will focus mainly on these aspects:

Questions about labour market needs (modernisation of training, new vocations to learn; the development of new product lines)

Questions about qualification (standardisation, common standards with the labour market and employment agencies). Qualifications (certificates, diplomas and titles) play an important role in modern societies as they influence the way individuals, education and training providers, and labour market institutions interact.

Questions about employability (not only qualifications, but these should be related to measures of training in personal and social skills, counselling for other problems the prisoner has). Future skills needs are high in Europe's policy agenda. The re-launched Lisbon Strategy and other policy documents stress the need for Europe to do more to anticipate skill needs. This aspect is considered a priority for the next decade. (Cfr. New skills for new jobs. Recommendation of the European Parliament and of the Council (December 2006) on key competences for lifelong learning)

Forms of cooperation between Justice Administrations, ESF Managing Authorities, Employment Agencies, Labour market agencies, employers etc. This issue is particularly relevant when discussing the **Governance** arrangements of VET systems.

Needs for further evaluation analysis and research lines.

Furthermore the discussion will deal also with:

Questions about the organisation and modularisation of trainings (due to short-term duration of imprisonment, due to learning strategies of prisoners etc.; new learning strategies, informal learning)

Question about the relationships between success in vocational training, resettlement and the reduction of recidivism

Long vocational trainings / VET courses, if this is a common problem in several countries and maybe finding solutions

Life long learning & Life wide learning

How practitioners deal with the different levels in class: tools, ideas, experience

Further reading and web resources

Continuity, consolidation and change: towards a European era of vocational education and training / European Centre for the Development of Vocational Training . - Luxembourg : Office for official publications of the European Communities, 2009, available at http://www.cedefop.europa.eu/etv/Upload/Information_resources/Bookshop/528/3055_en.pdf

Future skill supply in Europe: key findings Medium-term forecast up to 2020 / European Centre for the Development of Vocational Training. - Luxembourg : Office for official publications of the European Communities, 2010 (<http://www.cedefop.europa.eu/EN/publications/5067.aspx>)

Bammann, Kai/Bühns, Ralf/Hansen, Bernd/Matt, Eduard (Eds.), Bildung und Qualifizierung im Gefängnis. Lösungsbeispiele aus der Praxis. Oldenburg 2008 [Evaluation of prison measures on vocational training, EQUAL DP BABB]

McEvoy, Kieran, Enhancing Employability in Prison and Beyond: A Literature Review., Queen's University Belfast for NIACRO 2008

Prof. Tom Schuller, Crime and Lifelong Learning, IFLLE Thematic Paper n. 5, NIACE National Institute of Adult Continuing Education, 2009. Available at http://shop.niace.org.uk/media/catalog/product/f/i/file_2_2.pdf

MacKenzie, Doris Layton, What works in Corrections. Reducing the criminal Activities of Offenders and Delinquents. Cambridge 2006

Eikeland, Ole-Johan; Terje Manger og Arve Asbjørnsen (Eds.), Prisoners' Educational Backgrounds, Preferences and Motivation. København 2009

<http://www.panel-eu.org/>, website of Grundtvig Project PANEL – Positive Aspects of Non-Formal Education and Learning in Prisons.

http://prisonportal.informatik.uni-bremen.de/knowledge/index.php/Knowledge_Community_for_Penal_Systems, knowledge community portal for Penal and Prison Systems. This Prison Portal offers information and experiences about the work in prisons to prison staff in order to facilitate and improve their work.

<http://www.equal-works.com/DPDetail.aspx?ety=802987ea-25ae-4cd6-af59-6cfca2fb24a3>, website of an UK-GB Equal project, funded in the second round, targeting women with multiple disadvantages, ended in march 2008.

<http://www.ttip.info/>, website of an EPEA project funded under Grundtvig – Training Teachers in Prisons – developing training programmes for qualified teachers to teach in prisons

Examples of good and interesting practices at national and European level

Please see the background paper on Equal projects ('Learning for resettlement and reintegration'), the background paper for Working Group C and the 'Compendium of projects' for examples of projects supported by EU funding.

The participants in the group will be asked to contribute their countries' examples during the discussion.

The Italian Ministry of Labour, acting as European Social Fund Managing Authority in the framework of National Operation Programme since November 2008, set up a National Board gathering together central and local administrations responsible for activities towards (ex)-offenders. In the view of providing contribution to the Transnational Cooperation on this theme and particularly in the framework of the working plan of the ESF Transnational Network ExOCOP it carried out a National Survey on projects supporting the integration of ex-offenders (available at www.transnazionalita.it and www.exocop.eu). Here below are some examples of projects dealing with some of the topics which will be discussed during sessions of “vocational training” workshops.

Regarding **modular training**, an Italian project funded by Regione Lazio under ESF funds shows how it is possible to adopt an overall approach towards vocational training for offenders.

Integrated System for Training of detainees in Lazio (SFIDE), Italy

This 12-month project was funded under the ESF 2007-2013 Regional Operational Programme and was proposed by the temporary partnership led by EnAIP Lazio.

The project envisaged the design and testing of a training model which is suited to meet the training needs of disadvantaged adults and to support the detention system in accomplishing the tasks of recovery and rehabilitation in relation to the detention experience.

The project aims are described below:

- To design, disseminate and test an innovative model of intervention;
- To secure equal access opportunities to training and guidance services;
- To design and implement a mix of innovative vocational training and work coaching actions;
- To design a communication system to facilitate the exchange, discussion and dissemination of training and organisation models and to support the model governance and replicability.

In particular, the project intended to design specific vocational qualification actions, targeted at providing guidance and training to offenders in those employment sectors where they are likely to find immediate job opportunities upon their release from prison. Furthermore it has designed alternative work integration pathways and approaches to be undertaken upon the conclusion of training actions, such as apprenticeships or pre-integration solutions.

A further highlight of the project is its flexibility, allowing the prison management to define the most suitable job-oriented training pathways, thus fostering the work integration of offenders inside/outside prisons.

To date, open distance learning activities have been delivered to 43 students/offenders, enrolled to the University of Tor Vergata, of whom:

- 5 enrolled to the Faculty of Business and Economics;
- 20 enrolled to the Faculty of Law;
- 18 enrolled to the Faculty of Humanities.

The classes held by professors in the three Faculties have been filmed directly in the classroom according to the syllabus timetable and then delivered to offenders in an asynchronous mode in equipped multimedia classrooms through a “dedicated” platform.

The guidance and tutoring service proved to be of fundamental importance in the cultural growth process of students/offenders both for the subjects learned in depth and for the psychological and motivational support.

Five modules have been developed:

- 14 editions of 15-hour-long information and guidance sessions for a total of 210 training hours;
- 5 editions of 120 hours of Italian L2 for a total of 600 training hours;
- 6 Technical Vocational training editions for a total of more than 1000 training hours;
- 80 hour-long IT - ECDL literacy - 14 editions for a total of 1120 training hours;

- 14 editions of 12-hour-long sessions on the implementation of Law Decree 626/94 for a total of 168 training hours;
- 14 editions of 60-hour-long sessions on Life-Theatre-Video for a total of 840 training hours.

The Project has involved 1800 users, of whom 1704 were male and 96 female.

The Project also envisaged a few three-month-long apprenticeships for 67 offenders, both men and women. Job placements took place both inside and outside the prison. Offenders held in semicustody were granted a “work scholarship” amounting to 450 € a month for each trainee. During this experience, trainees were supported by tutor for a total of 20 hours a week.

On the issue of **Integrated experimental training and work intervention** for offenders the Marche region financed a specific intervention under the ESF Operational Programme.

Integrated experimental training and work intervention for offenders, Marche region, Italy

This project, which was granted € 200.000,00 from the ESF Regional Operational Programme, commenced in July 2005 and was concluded in December 2006. The project aims were to support:

- work integration of offenders;
- building of a partners' network (public and private authorities);
- opening of work guidance and information helpdesks, inside prisons.

Target groups were disadvantaged persons held in three prisons of the Marche Region. Female offenders were present in one of the three project case studies.

The project focused on:

- transfer and exchange of best-practices in different prisons;
- implementation of training actions aimed at promoting the work and social reintegration of offenders;
- a final meeting to disseminate and capitalize on the experience results.

The main results achieved are described below:

- 7 offenders achieved vocational qualifications. One was then hired by the company where he carried out his job placement;
- Protocols of agreement were established between prisons and the Provincial Employment Centres for the opening of work guidance and information helpdesks, inside prisons;
- A partners' network was established (public and private authorities);
- Protocols of agreement with the Prison Authority to carry out ongoing training and work integration actions for offenders were established;
- A final meeting was organised, to disseminate and capitalize on the experience results and to promote the replicability and transferability of the experimental training experience carried out in the framework of the project ;
- An information leaflet was developed, on work guidance services for offenders;
- The project description and conference proceedings were published.

In terms of beneficiaries, the project supported a total of 36 offenders (24 men, 12 women), of whom 15 Alternative measures to prosecution. In the first part of the project a 100-hour-long face-to-face training (guidance) was envisaged inside the three prisons of the Marche Regione, i.e. Pesaro, Fossombrone and Ancona, involving 36 beneficiaries (12 for each prison, 24 M – 12 F). At the end of this phase, 15 beneficiaries (5 for each prison, 10 M – 5 F), chosen among those who had attended the first 100-hour-long face-to-face training and who were allowed to benefit from alternative measures to prosecution, were involved in a further 300-hour-long training, 80% of which was carried out on the job, in the framework of job placements in local enterprises.

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An innovative approach toward the **specific labour market sector** of Waste Electrical and Electronic Equipment was at the core of a project in Emilia Romagna, funded under Leonardo da Vinci Transfer of Innovation Action.

RECYCLING CYCLE: RECOVERING AND REUSING skills and resources that have been disposed of to develop sustainable communities

This project, implemented in the Emilia Romagna region of Italy, Poland and Malta, was supported by the Leonardo da Vinci programme. The total project budget was € 399.120,00, of which 298.840,00 public funding and 100.280,00 of private funding.

The project commenced in October 2008 and will continue until September 2010. It is led by C.E.F.A.L., in Bologna.

This project was established in the context of the new WEEE (Waste Electrical and Electronic Equipment) EU Directives 2002/95/EC, 002/96/CE EC 2003/108/ EC regulate WEEE disposal. The transposition of these EU Directives into the national legislation and the need to adjust to them open up new market opportunities and new potentials for social inclusion and management. In Emilia-Romagna, based on the Pegaso EQUAL Project and on the experiences made by a few Belgian and French partners, it has been proven that it is possible to reconcile local needs with innovative of social and work inclusion of disadvantaged people.

The aims of the project were:

- Membership of a European thematic network centred on social economy and the WEEE sector;
- Design of a development plan for the setting up of a network of social stakeholders dealing with WEEE collection, management, recovery and recycling in Emilia-Romagna;
- Skills updating of Italian, Maltese and Polish partner organizations on how to manage a WEEE multi-service network for training, work and social inclusion of disadvantaged people, promotion of the added value that is created from the social, environmental and economic point of view.

In brief, the project is designed to set up a stable, formal and structured multiservices network. Hence, the Project intends to promote a significant impact on:

- Final beneficiaries, namely disadvantaged people, in the broad sense of the term, in compliance with law 381/91, which is expected to enhance their training and employment opportunities both quantitatively and qualitatively;
- Intermediate Beneficiaries, i.e. training organizations, social enterprises, which should improve their ability to act as a network and cooperate with the local authorities and enterprises in a synergic and integrated way to meet disadvantaged people's integration needs, by creating added value from the social, environmental and economic point of view.

15 offenders have been supported by this project, of whom 10 offenders who are about to finish serving their sentence and 5 serving alternative measures to prosecution.

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WORKING GROUP A4 – GUIDANCE AND COUNSELLING, VALIDATION OF PRIOR LEARNING (VPL), INDIVIDUAL PLANS

Overview

It is explained in the pre-conference background paper that the Standard Minimum Rules for the Treatment of Prisoners emphasise the importance of integrating prison education and training with the national education systems, to ensure prisoners can continue their learning on release. Education and training in prisons should therefore be seen as part of the overall education and training sector and as such should keep pace with developments in education and training policy. This workshop will discuss a number of specific developments in the sphere of education and training, which are relevant to education and training in prisons.

The first is **validation of non-formal and informal learning**. According to the OECD, “*by recognising non-formal and informal learning, we dispose the individual to empowerment and increased portability of outcome between different sectors of learning. By recognising non-formal and informal learning, we simultaneously dispose society to acknowledgments of a multitude of competencies passing from a state of inattention into a new state of knowledge.*” (Country Background Report, OECD 2006)

Empowerment and increased portability are key words. If they are the result of validation of prior learning (VPL) it should be inspiring for practitioners in prison education to be aware of VPL as a way of improving lifelong and life-wide learning.

The main reason for using VPL is to give people (in this case, prisoners) the possibility to have their knowledge and skills documented at all levels within the education system, irrespective of how those competencies have been acquired. VPL will shorten study periods and offer prisoners an education that is adapted to their backgrounds and their needs.

The OECD asserts that:

“the recognition of non-formal and informal learning is an important means for making the ‘lifelong learning for all’ agenda a reality for all and, subsequently, for reshaping learning to better match the needs of the 21st century knowledge economies and open societies.”

VPL is thus viewed as one of the possible options to make lifelong learning for all a reality.

The target group of VPL is adults, both employed and unemployed and in particular, people with undocumented work experience. This means that validation of prior learning in prison education should be on the agendas of all European countries. In this workshop, we will examine the extent to which it is possible to use VPL as an option to make lifelong learning a reality also in prison education.

There are three main challenges:

1. to develop tools/methods for documenting competencies obtained outside the formal education system;
2. to ensure that such documentation has credibility and legitimacy both in the workplace and the education system and is transferable across both sectors;
3. To recognise non-formal and informal learning so as to allow individuals to obtain partial credit towards educational requirements in upper secondary and higher education.

Another topic for discussion in this workshop will be **guidance**, which is an essential part of any rehabilitation package for offenders. As noted in the pre-conference background paper, guidance refers to *“a range of activities that enable citizens of any age and at any point in their lives to identify their capacities, competences and interests, to make educational, training and occupational decisions and to manage their individual life paths in learning, work and other settings in which these capacities and competences are learned and/or used”*²². It is a transversal theme in the European Commission’s 2001 Communication on Lifelong Learning, where it is recognised that guidance services should be accessible to all citizens, especially those at risk of social exclusion, and tailored to their needs.

It is recognised that the provision of information and guidance should begin as early as possible and that effective diagnostic procedures should be in place to identify the needs of the offender in terms of learning and other support needs. Following the initial diagnostic, education and training provision should be needs-based and tailored to the individual learner.

Another area for consideration in the workshop is the European Qualifications Framework (EQF) and **National Qualifications Frameworks (NQFs)**. As explained in the pre-conference background paper, the EQF is a meta-framework of eight levels based on learning outcomes descriptors to which national qualifications systems and frameworks will be referenced. The EQF is evidence of the change in emphasis from learning ‘inputs’ (attendance at a training course, participation in a learning experience) towards learning ‘outcomes’ (the development of knowledge or skills). This may be relevant to offenders, who may have acquired skills and competences which are simply not evidenced formally in the form of qualifications. Furthermore, the EQF is intended to support individuals and employers to better understand and compare the qualifications levels of different countries. It therefore supports greater transferability of qualifications across Europe, which may be of particular relevance to offenders imprisoned outside of their country of residence.

Key Data

Even though **VPL** has been an important part of adult education in several countries (France, Norway, Denmark, Netherlands, Portugal and more...) for some years, we do not have any data relating to the validation of prior learning in prison education. This is not indicative of a lack of activity yet there is reason to believe that VPL is seldom used, even in countries with permanent systems in ordinary adult education.

It is very difficult to provide data in relation to this issue. There are no statistics available for Europe as a whole concerning VPL and prison education. However there are general adult education statistics and these are cited below:

- Denmark - a national policy for VPL exists throughout the education system including general education. Around 50,000 validations take place each year. Both the private sector and social partners are involved;
- Sweden – there is no national regulation, but emphasis is placed on local pilots (bottom-up) and there are approximately 8,000 validations per year;
- France - has legislation in place and it is possible to award a complete degree by VPL. There were 17,000 validations in Higher Education in 2004. They also have experience of using VPL in prison education;
- Norway - in recent years, the number of validations has been approximately 10,000 people each year. The vast majority (80%) of these have sought recognition of their prior learning in respect of vocational subjects, their goal being to obtain a Norwegian craft

²² Internet: http://ec.europa.eu/education/policies/2010/doc/resolution2004_en.pdf

certificate. **In 2008 272 prisoners** went through a validation process and some of them obtained a craft certificate while they still were imprisoned.

As shown in the pre-conference background paper, data gathered at national level show that lack of information and **guidance** can be a barrier to participation in prison learning opportunities. For instance, in the 2008 survey amongst all inmates in four of the Nordic countries and a representative selection in one country, a large percentage of prisoners, especially in Denmark and Iceland (34 and 39 per cent, respectively) stated that they did not receive information about educational possibilities²³. In a smaller-scale survey conducted in 2008 among offenders in UK prisons, respondents were asked to provide reasons for not participating in learning opportunities during their time in prison. 17% of respondents (12 responses) indicated that 'lack of advice about courses' was the reason for their non-participation, while 14% (10 responses) indicated that they 'did not know what was available'²⁴.

European Context

Guidance and counselling and validation of competencies play a major role in adult education in Europe. When it comes to prison education there is a clear need for more action, especially with regards to VPL. Prisoners are mostly offered education and training at different levels. Vocational testing and validation of non-formal and informal learning are seldom used. One possibility could be to support a project with five to six partners with the objective of introducing VPL in prison education in order to offer inmates an education that is adapted to their backgrounds and their needs. The partners should be selected from countries where permanent systems already exist (see above).

National Level Policy and Provision

National policies for **validation** have been developed by most countries; among them we can identify three stages of policy formulation and implementation concerning how the method is used in different countries:

- *Implemented policy and practice* - i.e. policy statements; tangible practices; general acceptance; legal structures; sector-wide; good take-up (Belgium, Denmark, Estonia, Finland, France, Ireland, Netherlands, Norway, Portugal, Slovenia, Romania, Spain, UK)
- *Emerging policy and practice* – i.e. not systemic; legal and/or policy framework (not both); starting to implement; pilot stage; take-up variable across sectors (Austria, Czech Rep, Iceland, Italy, Germany, Hungary, Lithuania, Luxembourg, Malta, Poland, Sweden)
- *Low level of policy action* – i.e. VPL sometimes controversial; little policy or practice; driven by EU agenda and NQFs (Bulgaria, Croatia, Greece, Latvia, Lichtenstein, Slovak Rep, Turkey).

The 2007 European Inventory on Validation of Informal and Non-formal Learning²⁵ covers 32 countries. This includes a description of the situation in general in each country including legal frameworks, methodology etc. The challenge on a national level primarily is to initiate and finance

²³ Eikeland, O.-J., Manger, T. & Asbjørnsen, A. (Eds.) (2009). *Education in Nordic Prisons. Prisoners' educational background, preferences and motivation*. Copenhagen: Nordic Council of Ministers. Internet: <http://www.norden.org/en/publications/publications/2009-508>

²⁴ Prison Education Trust, Inside Time and RBE Consultancy Ltd., 2009, *Brain Cells: Listening to prisoner learners*. Internet: http://www.prisonerseducation.org.uk/fileadmin/user_upload/doc/offender_learning_matters/BRAIN_CELLS_REP_OR_T.11th_MAY_09.pdf

²⁵ <http://www.ecotec.com/europeaninventory/>

projects and establish legal frameworks, thus providing opportunities for disadvantaged or excluded people (i.e. unemployed, prisoners).

The situation in prison education is comparable to the country's system generally. Some countries, (Denmark for instance) already have a system for VPL - the challenge will be to integrate the existing system in prison education. Other countries, such as Bulgaria, face a bigger challenge since there is a low level of activity in general in this field

In terms of **National Qualifications Frameworks**, again there is a variation in the level of progress across Europe. By 2010, EU Member States have been invited to relate their national qualifications systems to the relevant levels of the European Qualifications Framework and from 2012 all new qualifications should carry a reference to the EQF. This will enable employers and institutions to identify a candidate's knowledge, skills or competences across national boundaries. Ireland is the first Member State to formally link its national qualifications to the European Qualifications Framework (EQF)²⁶. A summary of the status of national qualification frameworks in 32 European countries can be found in the 2009 Cedefop report "Continuity, Consolidation and Change, Towards a European era of vocational education and training" (see footnote 5 for web link to this report).

Future needs

In order to be successful, VPL needs to be broadly accepted as a part of prison education, linked to adequate guidance and education (adapted to individual needs/individual plans). In order for this to happen there is a need for general information about VPL. Studies show that there is insufficient information available generally and it is natural to assume that this is also therefore the case among prisoners, prison staff and teachers.

Questions for discussion

The topics of the workshop can be looked upon as a process or ideal pathway the prisoner should go through when he/she wants to participate in education. There are different steps to this pathway, - information, guidance and counselling, competence mapping and validation, assessment, documentation, results - individual learning plans and tailored training. Each of these steps is potential items for discussion:

- **Information** - What kind of information channels does the prison/prison school have? Flyers on rights to education/information posters, information in all meetings and gatherings for employees (prison staff and teachers). It must be taken into account that inmates may have difficulty assimilating all the information/certain formats;
- **Guidance and counselling** - topics could be: expectations and wishes for the future, ideal jobs, opportunities and possibilities, information about competence mapping, validation and development of a CV or personal portfolio and insight of curricula and requirements;
- **Competence mapping, validation and assessment** - different methods can be used, e.g. dialogue-based method: (discussions between an assessor and learner - computerised or manual tool can be used combined with portfolio assessment, self assessment and testing) or vocational testing (combination of interviews and practice, assessment of practical tasks in a workshop, both the theoretical and the practical side of the trade);

²⁶ Cedefop (2009) Continuity, Consolidation and Change, Towards a European era of vocational education and training, Luxembourg: Office for Official Publications of the European Communities

- **Documentation** - Individual Competence Proof (In Norway this is a certificate of approved competencies authorised at county level), discussion after the validation process;
- **Results** - tailored training and courses towards required objectives and shortening of study time to acquire a Certificate of Craftsmanship, job opportunities;
- **Group Discussion**
 - What kind of information material do you use?
 - When is it most appropriate to provide information about education/VPL etc?
 - What information procedures do you have in place?
 - In what way is prison staff included in information about education?
 - What is the standard of guidance services currently provided in prisons in the represented countries?
 - Does career guidance also form part of these services? If so, to what extent and what is the access of prisoners to these services and information sources?
 - Who provides career guidance (internal/external staff) and what is their qualification and background?
 - Are the prisoners interested in career guidance related to their adaptation after their imprisonment is over? How are their needs in this field assessed?
 - What kind of follow-up services are used (networks outside prison, supported employment etc)?
 - Do the prisoners have a possibility to widen/extend their qualification during their imprisonment?
 - What is the situation in general concerning VPL in your country?
 - Is there any kind of legislation in this field?
 - In which way do you use VPL as a method in prison education?
 - What kind of competence mapping is performed in your prison?
 - Do you involve non-formal or informal learning in this mapping? If so, how are the results documented?
 - How could VPL become a useful tool for inmates in your institution? What are the main challenges?

Further Reading

European Inventory on Validation of Non-formal and Informal Learning:

<http://www.ecotec.com/europeaninventory>

OECD reports on Recognition of Non-formal and Informal Learning:

http://www.oecd.org/document/25/0,3343,en_2649_39263238_37136921_1_1_1_37455,00.html

for Country Background Reports (uploaded as they become available)

Cedefop (The European Centre for the Development of Vocational Training).

European guidelines for validating non-formal and informal learning

<http://www.cedefop.europa.eu/EN/publications/5059.aspx>

Adam, S. (2007) *New Challenges in Recognition: The recognition of prior learning*. Paper presented at Official Bologna Process Seminar, Riga, Latvia 24-26 January 2007?

Cedefop (2000) *Identification, assessment and recognition of non-formal learning in Europe: Making learning visible*. Thessaloniki: Cedefop

Cedefop (2008) *Validation of Non-formal and Informal Learning in Europe: A snapshot 2007*. Thessaloniki: Cedefop.

Colardyn, D. and Bjornavold, J. (2004) 'Validation of Formal, Non-formal and Informal Learning: Policy and Practices in EU Member States', *European Journal of Education*, 39 (1). 69-89.

Colardyn, D. and Bjornavold, J. (2004b) 'The Learning Continuity: European inventory on validating non-formal and informal learning, national policies and practices. *Cedefop Panorama Series 117*. Luxembourg: Office for Official Publications of the European Communities 2005.

Corradi, C., Evans, N. and Valk, A. (2006) *Recognising Experiential Learning: Practices in European universities*. Tartu: Tartu University Press.

ECOTEC (2008) *European Inventory on Validation of Informal and Non-formal Learning: 2007 update*. Birmingham: ECOTEC.

Education and Culture DG and Cedefop (2009) *European Guidelines for the Validation of Non-formal and Informal Learning*. [online]

OECD (2005) *Promoting Adult Learning* [online] <http://oecd.org/edu/adultlearning>

Examples of good and interesting practices at national and European level

Please see the background paper on Equal projects ('Learning for resettlement and reintegration'), the background paper for Working Group C and the 'Compendium of projects' for examples of projects supported by EU funding. There are also some national examples in section 3.6 of the background paper for the *Pathways to Inclusion* conference.

ANNEX 1 - DEFINITIONS RELATED TO VALIDATION OF PRIOR LEARNING

Informal learning: Learning resulting from daily activities related to work, family or leisure. It is not organised or structured in terms of objectives, time or learning support. Informal learning is in most cases unintentional from the learner's perspective.

Comments:

- Informal learning outcomes do not usually lead to certification but may be validated in the framework of recognition of prior learning schemes.
- Informal learning is also referred to as experiential or incidental/random learning.

Source: Cedefop, 2003 and 2006.

Knowledge: The outcome of the assimilation of information through learning. Knowledge is the body of facts, principles, theories and practices that is related to a field of study or work.

Source: European Commission, Proposal for a Recommendation of the European Parliament and of the Council on the establishment of the European Qualifications Framework for lifelong learning (presented by the Commission), Brussels, 2006;

Knowledge society / knowledge-based society: A society whose processes and practices are based on the production, distribution and use of knowledge.

Source: Cedefop, 2001 in European Commission, communication Making a European area of lifelong learning a reality, COM(2001) 678 final.

Learning: A process by which an individual assimilates information, ideas and values and thus acquires knowledge, know-how, skills and/or competences. Learning may take place in formal, non-formal and informal settings.

Source: Cedefop and EQF Working group, 2006.

Learning outcomes: The set of knowledge, know-how, skills and/or competences an individual has acquired and/or is able to demonstrate after completion of a learning process.

Learning outcomes can arise from any form of learning setting (either formal, non-formal or informal).

Source: Cedefop 2003 and 2006.

Lifelong learning: All learning activity undertaken throughout life, and which results in improving knowledge, know-how, skills competences and/or qualifications for personal, social and/or professional reasons.

Source: Cedefop, 2003 and 2006.

Non-formal learning: Learning which is embedded in planned activities not explicitly designated as learning (in terms of learning objectives, learning time or learning support. Non-formal learning is intentional from the learner's point of view.

Source: Cedefop, 2003 and 2006.

Qualification: The term qualification covers different aspects:

(a) formal qualification: the formal outcome (certificate, diploma or title) of an assessment and validation process which is obtained when a competent body determines that an individual has achieved learning outcomes to given standards and/or possesses the necessary competence to

do a job in a specific area of work. A qualification confers official recognition of the value of learning outcomes in the labour market and in education and training. A qualification can be a legal entitlement to practice a trade (OECD);

(b) job requirements: the knowledge, aptitudes and skills required to perform the specific tasks attached to a particular work position (ILO).

Source: adapted from: TESE - Thesaurus for Education Systems in Europe; European Training foundation, 1997; OECD, Qualifications systems: bridges to lifelong learning; ILO Thesaurus, 1998.

Qualification framework: An instrument for the development and classification of qualifications (e.g. at national or sectoral level) according to a set of criteria (e.g. using descriptors) applicable to specified levels of learning outcomes.

Source: adapted from: European Commission, Proposal for a Recommendation of the European Parliament and of the Council on the establishment of the European Qualifications Framework for lifelong learning (presented by the Commission), Brussels, 2006, as well as OECD, Qualifications systems: bridges to lifelong learning.

Recognition (of learning outcomes):

(a) Formal recognition: the process of granting official status to skills and competences either:

- through the award of qualifications (certificates, diploma or titles); or
- through the grant of equivalence, credit units or waivers, validation of gained skills and/or competences;

(b) Social recognition: the acknowledgement of the value of skills and/or competences by economic and social stakeholders.

Source: Cedefop, 2003.

Skill: The resources (knowledge, know-how and/or experience) needed to perform tasks and solve problems.

Source: Cedefop, 2003 and EQF working group, 2006.

Validation of learning outcomes: The confirmation by a competent body that learning outcomes (knowledge, skills and/or competences) acquired by an individual in a formal, non-formal or informal setting have been assessed against predefined criteria and are compliant with the requirements of an validation standard. Validation typically leads to certification.

Source: Cedefop, 2006.

Valuing learning: The process of promoting participation in, and outcomes of, (formal or non-formal) learning, in order to raise awareness of its intrinsic worth and to reward learning.

Source: Cedefop, 2001 in European Commission, communication Making a European area of lifelong learning a reality, COM(2001) 678 final.

ANNEX 2 – COMMON AIMS AND PRINCIPLES OF LIFELONG GUIDANCE PROVISION

Introduction

A set of common aims and principles for lifelong guidance provision were agreed under the auspices of the European Union's Education and Training 2010 work programme. They can be found in the Cedefop publication 'Improving lifelong guidance policies and systems: Using common European Reference Tools'²⁷. The following is an excerpt from this report.

"Developing common aims and principles for lifelong guidance provision at European level to support national policy and systems development was recommended in the joint report Education and training

2010 of the Council (Education/Youth) and the European Commission (2004) to the European Council and noted in the Council resolution (Education/ Youth) of May 2004 on strengthening policies, systems and practices for lifelong guidance in Europe. The resolution prioritised the centrality of the individual/learner in the provision of such services, and the need to (a) refocus provision to develop the skills of individuals to manage their career and learning, (b) widen access to services and (c) improve the quality of the services. The principles for guidance provision that follow are grouped

according to those priorities. They are intended for use as a self development tool for guidance service provision at national, regional and local levels.

The principles for guidance provision that follow are grouped according to those priorities.

1. What Does Lifelong Guidance Mean?

Guidance refers to a range of activities (10) that enables citizens of any age and at any point in their lives (lifelong) to identify their capacities, competences and interests, to make meaningful educational, training and occupational decisions and to manage their individual life paths in learning, work and other settings in which these capacities and competences are learned and/or used (lifewide). Guidance is provided in a range of settings: education, training, employment, community, and private.

2. Aims

Guidance aims to:

- enable **citizens** to manage and plan their learning and work pathways in accordance with their life goals, relating their competences and interests to education, training and labour market opportunities and to self employment, thus contributing to their personal fulfilment;
- assist **educational and training institutions** to have well motivated pupils, students and trainees who take responsibility for their own learning and set their own goals for achievement;
- assist **enterprises and organisations** to have well motivated, employable and adaptable staff, capable of accessing and benefiting from learning opportunities both within and outside the workplace;

²⁷

http://www.cedefop.europa.eu/etv/upload/Projects_Networks/Guidance/expertgroup/Thematic%20Projects/Reference_tools_EN.pdf

- provide **policy-makers** with an important means to achieve a wide range of public policy goals (11);
- support local, regional, national and European **economies** through workforce development and adaptation to changing economic demands and social circumstances;
- assist in the development of **societies** in which citizens actively contribute to their social, democratic and sustainable development.

3. Principles of Guidance Provision

The following principles underlie the provision of guidance:

Centrality of the citizen

- **independence:** the guidance provided respects the freedom of the career choice and personal development of the citizen/user;
- **impartiality:** the guidance provided is in accordance with the citizen's interests only, is not influenced by provider, institutional and funding interests, and does not discriminate on the basis of gender, age, ethnicity, social class, qualifications, ability, etc.;
- **confidentiality:** citizens have a right to the privacy of personal information they provide in the guidance process;
- **equal opportunities:** the guidance provided promotes equal opportunities in learning and work for all citizens;
- **holistic approach:** the personal, social, cultural and economic context of a citizen's decision-making is valued in the guidance process.

Enabling citizens

- **empowerment:** the guidance provided assists citizens to become competent at planning and managing their learning and career paths and the transitions therein;
- **active involvement:** guidance is a collaborative activity between the citizen and the provider and other significant actors, e.g. learning providers, enterprises, family members, community interests, and builds on the active involvement of the citizen.

Improving access for citizens

- **transparency:** the nature of the guidance service(s) provided is immediately apparent to the citizen;
- **friendliness and empathy:** guidance staff provide a welcoming atmosphere for citizens;
- **continuity:** the guidance provided supports citizens through the range of learning, work, societal and personal transitions they undertake and/or encounter;
- **availability:** all citizens have a right to access guidance services (12) at any point in their lives;
- **accessibility:** guidance provided is accessible, flexible and user-friendly. It can be face to face, by telephone, e-mail, outreach, and is available at times and in places that suit citizens' needs;
- **responsiveness:** guidance is provided through a wide range of methods to meet the diverse needs of citizens.

Assuring the quality of provision for citizens

- **appropriateness of guidance methods:** the guidance methods used have an appropriate theoretical and/or scientific/empirical basis, relevant to the purpose for which they are used;
- **continuous improvement:** guidance services have a culture of continuous improvement involving regular citizen feedback and provide opportunities for staff for continuous training;
- **right of redress:** citizens have an entitlement to complain through a formal procedure if they deem the guidance they have received to be unsatisfactory;
- **competent staff:** staff providing guidance have nationally accredited competences to identify and address the citizen's needs, and where appropriate, to refer the citizen to more suitable provision/service."

WORKING GROUP A5 – E-LEARNING, INFORMATION TECHNOLOGY, DISTANCE LEARNING

The team coordinating this workshop will be:

Jürgen Hillmer, Coordinator, Ex-Offender Community of Practice (ExOCOP), Ministry of Justice, Bremen and University of Bremen, Germany

Lena Axelsson, Coordinator of Education, Swedish Prison Service

Hans Meurisse, Second Vice-President, International Corrections and Penal Association and Director-General of the Belgian Prison Service

Overview

A high rate of recidivism is still a constant problem for criminal justice systems all over Europe. This is a problem that could be solved by adequate learning programmes which prepare the prisoners for a life of freedom, as a “normal”, working member of society. Prisoners who get a job after release are more likely to avoid a criminal career than those who remain unemployed. Therefore, the need for vocational training is evident in the preparation for resettlement.

E-learning offers an effective way not only to provide vocational training, but also informal and formal education, as well as media literacy. Due to the heterogeneity of prisoners, based on their divergent difficulties such as mental health problems, language barriers, lack of motivation, different standards of education, drug addiction, ADD/ADHD syndromes, illiteracy and learning disorders, great flexibility in the transfer of knowledge is required.

E-learning has this flexibility and so it is ideal for vocational and educational training in prison. The learners can decide at which learning level they want to start and how quickly or intensively they want to learn. The method enables them not only to acquire knowledge and skills but also to understand *how to learn*. In addition, E-learning seems to improve the motivation for learning because it offers “useful” knowledge, transferred through an “interesting” tool.

Different tasks have been, and remain to be, solved in the organisation of E-learning measures. Appropriate learning software has to be found and tested for usability in the prison context. New curricula have to be developed to implement e-learning in educational and other courses.

Nevertheless, E-learning and ICT contain risks which cannot and should not be overlooked. The Internet is an instrument that is open to misuse through sabotage and internet crime. Thus, it is necessary to ensure security through IT concepts and prison regulations.

Another important perspective of E-learning in prison is the “train the trainer” concept that focuses on the staff. To guarantee educational and vocational training that leads to a qualification, the teachers, trainers and staff also need advanced training in this “new” learning tool. The role of the teacher has to be redefined, as new roles such as mentor and coach are proving to be effective. Moreover, E-Learning provides a vehicle for continuous knowledge exchange, that helps members of staff to gain or maintain a standardised level of knowledge of all aspects of prison work.

Key data

Even though the first E-learning project started in 1994, there is no systematic data on the implementation and distribution of e-learning provision in prisons, in Europe. In many countries, there are e-learning measures – mainly, in the Scandinavian countries, the UK, Germany and Spain - but also in some other countries. Currently, there are projects that transfer knowledge from established countries to newcomers but there is no overview of how many prisons offer e-

learning and how many participants take up this offer. There is also no systematic knowledge about the implementation or evaluation of e-learning.

Obviously, there is a need for such data and the workshop could discuss both these questions and the potential solutions to obtaining information about best practice in these areas.

European Context

Introducing ICT into European prisons is quite a complex issue. Several stakeholders are involved in the dynamic process of giving inmates access to Learning Management Systems (LMSs), even if these technologies are purely intranet solutions, but using internet technology. European wide, these stakeholders include ICT specialists of prison services, security staff, education and training experts/providers and also civil rights organisations. There has been a complete change in the delivery mechanisms of education and training through the introduction of distance learning materials that cater for low skills at illiteracy level to higher education. Today, these materials are all connected to ICT and this is needed to facilitate ETE.

On the other hand, security issues are all very relevant in order to prevent the misuse of this infrastructure for planning crimes, the interchange of secret messages or pornography and the radicalisation of inmates. Almost 15 years of experience shows that reported cases of misuse by the prison population are very rare and there have only been single cases in all of the projects that have been implemented. Meanwhile, the ICT security technology has advanced substantially in the last decade and especially software / firewall mistakes/loopholes are reduced to very, very few cases. Intruder teams and data protection companies have tried and failed to break in or out of the established Learning Management Systems.

Nevertheless, the acceptance of internet technology-based LMS in prison is not always understandable. Well-developed systems were closed down after the pilot phase had ended and some prison services of Member States condemned their use completely. Meanwhile others who had not previously experimented with ICT-based training measures are now open to ICT.

LMS in use in AT, BE, DE, ES, NO, SE and UK (England and Wales) became accepted by Prison Regime Authorities and Governors and in various European programmes and conferences a dialogue has continued on these topics, as has an exchange of experiences and some direct cooperation.

The prison laws and regimes of regions and Member States are still too diverse to establish a common/single platform, which could meet the needs of all inmates from literacy/numeracy to higher education and also provide ICT-based staff training. A realistic solution could be the development of a common shell, which would enable communication between the existing systems to interchange learning materials and this would require common standards of ICT technology. For “inexperienced” Member States the establishing of such common standards would be of considerable value.

National level policy and provision

Three case studies will be presented in the workshop: Sweden and Norway, England and Wales and Germany and Austria.

Future needs

- Learning software and access to the material
- Train the Trainer

As already mentioned, the teacher/student relationship needs to change, if e-learning is to be fully implemented. Given that, constant staff training is required. The teachers/educators/masters

have to accept the role of mentor/learning manager as their new tasks, learn new strategies and need to know how to implement learning programmes in their lessons. On this background the BLiS project (Blended Learning im *Strafvollzug* - Blended Learning in Prison, see below) was set up to launch new strategies to deliver prison focused Education, Vocational Training & Employment (ETE).

- Knowledge Management and e-learning for staff

Throughout the EQUAL DP BABE 2005 -2007 (*Bildung, Arbeit &berufl.Eingliederung* = ETE), the ELiS LMS was systematically extended in order to open a e-learning dimension on ETE for prison staff as well and to set up a knowledge management infrastructure towards the prison as a learning organisation. The knowledge management approach is currently an important sub-project in the ExOCO P Network as well, where UK-gb, ES, IT and DE will work together.

The English approach of Knowledge Pioneers tries to enhance learning opportunities and interchange of know-how between different areas of staff. Proposals for further staff training, such as a project-plan of the International Correctional and Prison Association ICPA will be carried out.

Topics for discussion

- Common issues on running platforms
- Security
- Train the Trainers
- Software and implementation

Further reading on prison focused e-learning

Hendricks, Wilfried (Ed.): Lernen mit neuen Medien im Strafvollzug. Herbolzheim, 2005

[Learning with new media in Prison – Evaluation reports on different Equal e-learning measures in prisons – Equal DP 'E-liS']

Hendricks, W./Jancer, M./Pfeffer-Hoffmann, C. (Eds.): Kompetenzerwerb in der berufsvorbereitenden Bildung. Tönning, 2007 [Acquisition of Competence in Vocational Training].

Examples of good and interesting practices at national and European level

Please see the background paper on Equal projects ('Learning for resettlement and reintegration'), the background paper for Working Group C and the 'Compendium of projects' for examples of projects supported by EU funding.

European-level examples

Project name: BLiS

Dates: 2008-2011

Funding programme: ESF

Eleven Federal States, DE

BLiS stands for "*Blended Learning im Strafvollzug*" (Blended Learning in Prison). Currently the Prison Regimes of 11 German federal states are participating in this project.

The project aim is to develop new strategies and material for teachers in prison, focused on the fields of intercultural and social skills (on the labour market), democratic constitution and ICT. **elis** technology is being used and from 1st of January 2010 the Project leader, the IBI Institute of Technical University Berlin, is hosting the **elis** platform.

Cooperation between **BLiS**, **ZuBiLiS** and **Telfi** will try in future to extend the platform in Austria, Germany and eventually Switzerland.

Further information on this project can be found in the pre-conference background paper.

Project name: LICOS

Dates: 2007-2010

Funding Programme: Leonardo Transfer

University Bremen DE, AT, ES, HU, NL, NO

The goal of this project is to develop a "tool box" of platform technologies which allows other Prison Regimes to take over cluster from different platforms Catalonia, Scandinavia and Central Europe. The transfer will be demonstrated to juvenile prisons in Hungary, The Netherlands and Spain.

VEPS - The European Virtual Prison School

Dates: 2007 – 2008

Funding programme: Grundtvig

EPEA, EPEA IRL –FR – CZ – GR, NO, BG, UK England and Wales

The main aim of this project was to increase the participation of prisoners in lifelong learning in order to enable their reintegration into society after release. The project was designed to reinforce the role of educational policies in prisons, taking into consideration the Recommendation No. R (89) 12 , EDUCATION IN PRISON, of the Council of Europe . The project sought to find solutions to actual identified needs of teaching and learning processes in European prisons, and to develop strategic policy statements addressed to the decision makers of penitentiary systems at European level.

Please see the background paper for Working Group Series C for more information about this project, or the project website: <http://www.prisoneducation.eu/>

MEMBER

Dates: 2005-2007

Funding programme: Equal Phase II

The MEMBER project is made up of ten subprojects, focusing on the labour market (re-)integration of disadvantaged adolescents with special focus on offenders. In the programme, e-learning has been used to nurture the core skills that are essential in employment. Further, there have been courses in liberal education, intercultural competence and anti radicalisation.

The quality of the courses has been secured by further training of the prison teachers. The training concentrated on the new tasks evolving from e-learning (being a mentor, self-learning, working out individualised concepts).

ZuBiLiS

Dates: 2005-2007

Funding programme: Equal Phase II

KRIMD North Rhine Westphalia (NRW), NL, BE

The main aim of ZuBiLiS (Future of education and training in the Prison Regime of NRW) was to deliver a pilot in order to develop the education and training provision in NRW prisons. The project offered ex-

offenders vocational training through an e-learning tool. Further, the project tried to manage the transition from prison into the labour market by cooperating with different partners (NGO's, vocational training centres, Federal Agency for Employment) outside the penal system.

Pipeline - Partnerships In Prison Education: Learning In Networked Environments

Dates: 2005 - 2007

Funding programme: Grundtvig

County Governor of Hordaland NO, CZ, DE, DK, GR, RO, SE, SI

The main aim and objective of this project was to improve prison education in Europe by making ICT available to learners and teachers in correctional education. Project partners felt that bridging the gap between life in prison and life after prison by preparing prisoners for a networked world will limit recidivism. People need to be multi-literate in today's society, i.e. they need to be able to navigate in and locate digitally linked resources for professional as well as private tasks.

The primary target group was prisoners, both women and men. Also, prison teachers benefited by engaging in activities and practices conducive to developing professional expertise for the knowledge society. In a more indirect way, the prison as an organisation benefited by preparing inmates for e-citizenship

Outputs included: a sociotechnical system including Virtual Private Networks (VPN), Learning Management System (LMS), firewalls and dedicated servers adapted to organisational and pedagogical needs and security demands.

More information on this project can be found in the background paper for Working Group Series C and also at the project website: <http://www.pipeline-project.org/>.

Made in Jail

Dates: 2005

Bfi Vienna AT

The aim of this project is to develop and implement an e-shop for promoting entrepreneurial competencies of prison inmates through vocational training. It is funded by the Lifelong Learning Programme, under the Leonardo da Vinci/Transfer of Innovation strand. The project ran from 2008 to 2009.

The project is based on the Leonardo da Vinci pilot project "Fit for E-Commerce: New business training programme for disadvantaged" (2001 – 2004), which targeted job-seekers or employed persons working in the commercial field. The products (curricula, training material, e-shop) of this project will be adapted to the new target group of prison inmates who work in technical and production-related occupational fields (carpenters and other wood-working areas).

Telfi Tele-learning fuer Insassen

Dates: 2002-2005

Funding programme: Equal, Phase I

IRKS AT, DE, NL

The project "Tele-Learning for inmates" provided a flexible e-learning tool for education in prison that brought a solution to the difficulties of teaching a class with very heterogenic learners.

"The course programme includes low threshold and also more demanding offers (educational and vocational) and enables participants to learn at a pace that matches their own capabilities."

The platform technology is similar to the elis platform (see below).

elis – e-learning im Strafvollzug (e-Learning in Prison)

Dates: 2002-2004, 2005 – 2009

Funding programme: Equal, Phase I, ESF objective I & III, regional funds of Northern Germany, transfer to BLIS 2010 (see above)

DE Ministry of Justice Schleswig Holstein AT, NL, UK England and Wales

e-lis started in 2002 with the task to support school lessons and vocational training with ICT based learning programmes. Today, there are around 180 programmes from illiteracy to vocational training (apprenticeship). An extension for higher education of the Distance Learning Universities is under construction.

The project was an international cooperation with partners in Germany, France, UK, the Netherlands, Austria, Portugal, Sweden and Spain.

Since 2005 the platform has been funded by regional budget, support by ESF objective I+II. Since 2009 it has been extended to 11 regions of Germany. (BLIS = Blended Learning in Prison)

See the pre-conference background paper for further information about this project.

HOPE/HERO/Breakout

Dates: 2001-2007

IST Programme

Feasibility studies and pilot projects between several Universities, Companies and NGO's concerning e-learning for special target groups of the European prison population

Goal of these projects was the development, trial, implementation and evaluation of a network based rehabilitation and training platform for adolescent first-time offenders and offenders who are getting released.

The focus of the network lied on IT-skills, social skills and health education.

EPPI & EEPPI - Educational Project for Penitentiary Institutions

Dates: 2000 – 2002 / 2002 – 2004

UAB Barcelona ES-CAT, DE, FR, IT, NL, UK England and Wales

The main objective of both projects was the development of learning software, especially ECDL, and to set up inter-regional and European e-learning cooperation.

See the 'Compendium of projects' for further information.

TELIS /TELIS_Intra (1991 – 2001/2002 – 2004) CI Integra/Regional funds Bremen

TELIS (1999 – 2001), CI Employment Integra

DE-Bremen, Lower Saxony, Brandenburg, FR, ES-CAT,

Main tasks: set up of inter-regional LMS, based on IBM Software

TelisIntra research and development of a prison-focussed ICT platform.

National-level examples

Virtual Campus

Learning and skills Council, UK

The Virtual Campus project is a web based learning and resettlement system for offenders that allows access to resources to assist offenders in learning and on their journey to resettlement into the community. The Virtual Campus is delivered by a partnership which includes MegaNexus, the National Offender Management Service (NOMS), the Learning and Skills Council (LSC) and the Department for Innovation & Skills (DIUS) through prison projects across the West Midlands and East of England areas. It gives offenders the opportunity to view relevant training courses and apply directly for jobs within their relocation area. The goal of the project is to increase the employability of ex-offenders by providing them with through-the-gate support.

It is intended that Virtual Campus will be extended to all prisons of England & Wales.

POLARIS - Programme for Offender Learning And Resettlement Information Services (2007 – 2009)

UK National Funds

The overall objective of POLARIS is to deliver a joined up offender network that provides a managed and secure environment that:

- Supports the OLASS (Offender Learning and Skills Service) delivery model
- Is robust and flexible enough to support wider resettlement needs
- Has a low operational overhead in the prison

This phase of work was designed to understand the issues in delivering education and resettlement services electronically via a centrally managed infrastructure in preparation for a national solution.

Learning Management System: Investigate the benefits that could be gained and demonstrate how a Learning Management front end could be implemented.

Remote tutor: Demonstrate the principles of delivering education to offenders using remote learning technology.

In-Cell Delivery: Installation of POLARIS at a prison to be decided with offenders able to access learning from within their cells.

West Midlands Test Bed: Supporting the work DIUS and LSC in developing the future 'Campus Model' for more effective delivery of offender education.

NOMS Wales: Investigate options for delivering POLARIS into Welsh prisons in conjunction with the E-STEPS project.

Open University: Working with the OU in developing their electronic delivery of education into prisons.

New Content: Accredited new services for delivering into prisons focus on the needs identified by Heads of Learning and Skills.

Since this project was implemented, POLARIS was substituted by the OLASS Campus platform.

PICTA - PRISON ICT ACADEMY, (2004 -), UK

Picta is a project managed and funded by the England & Wales National Offender Management Service (NOMS) that aims to promote IT training within Prisons.

The project, a cooperation between public sector Universities and Commercial Companies had its first site running in April 2004 and has now created PICTA workshops in more than 25 prisons across the UK.

WORKING GROUP A6 – INITIAL AND IN-SERVICE TEACHER TRAINING

The team coordinating this working group will be:

Kaj Raundrup, Former Coordinator of Education, Danish Prison Service

Peter Ruzsonyi, Hungarian Police and Justice College

Joseph Giordmaina, Coordinator, Programme for Education in Prisons, University of Malta

Overview and European Context

In 1988, the European Committee on Crime Problems presented a report entitled *Education in Prison*, which covered subjects including: the aims of prison education; the place of education in the prison system; methods in adult education; vocational training; creative and cultural activities and the relationship between education in the prison system and the society in large.

Subsequent to this report, The Council of Europe published 17 recommendations and appealed to the Member States to take them into account in their work with prison education.

One of the 17 recommendations states that; *“All prisoner shall have access to education, which is envisaged as consisting of classroom subjects, vocational education, creative and cultural activities, physical education and sport social education and library facilities”*.

If prisoners are to receive education and training on the same terms as the rest of the society, then it is a basic prerequisite that their rights are clearly stipulated in the legislation. Legislation governing prison and probation service must stipulate, therefore, that the only thing of which is to be deprived is his or her liberty. In principle all other rights must be upheld.

In the background paper for Working Group Series C, the total number of projects funded by the Socrates, Leonardo and Lifelong Learning programmes per theme has been identified. The total number of projects concerning “Initial and in-service teacher training” is 17, with 9 identifying this theme as their first choice.

The report suggests that prison educators currently come from a wide range of backgrounds and many have no specific training or experience in working with offenders. In addition, non-educational prison staff and other professionals involved in supporting offenders can play a vital role in motivating them to take up learning opportunities and therefore can help to create a positive environment for learning within the prison.

Some of these projects supported by EU funding targeted prison staff or other professionals in their work and delivered training or facilitated the exchange of experience with peers in the partner organizations.

National level policy and provision

In a Nordic report “Nordic Prison Education, A Lifelong Learning Perspective”, 2009, the question of inmates’ right to education etc. has been reviewed in the five Nordic countries.

The following is an extract from the Danish chapter, relating to general adult education:

“There is a long tradition of cooperation between prison education and the state education system, and thus there is a link to the Ministry of Education. For many years the inmates have taken the same exams and been graded on the same grading scale other adults in society. When The Adult Act came into force The Prison and Probation Service gained a status of its own under the auspices of the Ministry of Education (quote from Article 3, paragraph 2 of the Act: Subject to

the approval of the Minister of Education, other educational institutions, including those within the Prison and Probation Service, may offer general adult education)".

Most prison schools in Denmark have been granted the status of "local adult education centers". Staff members employed by the Directorate of Prison and Probation Service serve as directors and assistant directors of these centers. All the teaching and the exams are structured for adult target groups (age 18 and over), in order to be purpose-oriented and relevant.

Qualification of teachers

In the above mentioned Nordic report from 2009, it is recommended that teaching shall be provided by trained educational staff with certified subject area competence. Education should be part of each prisoner's future plan, extending up to and beyond release. A person with pedagogical expertise should assess the prisoners' educational needs. Release to a situation with work, schooling or other activities must be prepared in good time and in consultation between the prisoner and other parties involved.

In Denmark, in order to be employed as a prison teacher, an applicant must be a qualified teacher with a degree from a college of education or the equivalent. Experience of adult education is often an advantage, particularly from working with adults in a social service capacity, since being a prison teacher requires social commitment as well as educational skills.

The role of the teacher

A higher degree of social commitment is often required of the prison teachers than of many other teachers at adult education institutions, because prison teachers tend to have other functions beyond simply being classroom teachers. A "holistic" interest in the individual as a person rather than simply as a student or course participant is a desirable characteristic.

Models for education in prisons

In the Nordic report there is an analysis of the models for implementation of education in prisons. There are specifications of the advantages and disadvantages of each model as well as the general demands they imply for both the educational authorities and the correctional services.

Here is a short description of the models.

1. The export model (teachers employed by the educational authorities)

In this model, the educational authorities bear the responsibility for the content, organization and financing of education. The education legislation is universal and prisoners are no exception - they have the same range of educational options as all citizens. The teachers are regular teachers from the local community. The classroom situation is the same as for all citizens.

2. The self-supply model (teachers employed by the Ministry of Justice)

Education for prisoners is regulated in the legislation on both the prison and probation and the educational services. Ultimate responsibility is in the hands of the former, as this service has financial responsibility for education for prisoners. As far as possible, prisoners are to have access to the same educational options as others in the local community. In this model, education is carried out under the supervision of the National Agency for education.

3. The import model (teachers employed by the education system)

In this model the educational authorities in every county have the overall responsibility, including the financial responsibility for education in prisons. The education legislation does not distinguish between education offered at a correctional facility and in the community. In principle, the same

courses are offered in prisons as in the community, and the teachers have the same levels of competences.

4. The contract model (teachers employed by the educational authorities and contracted by the prison and probation service)

This system gives access to the same educational options as in the community, with education regulated by the laws and ordinances applying to the correctional system. The prison and probation service has overall and financial responsibility. Good cooperation between the prison/prison and probation service and the educational authorities is required to maintain equality of opportunities.

5. The combination model (teachers employed by both the Ministry of Justice and the Educational authorities).

Education legislation does not distinguish between education in prison and other education. This model requires national guidelines for education of prisoners, both in the state school system and in correctional institutions. Two parallel organisations have to share both overall and financial responsibility.

Questions for discussion

- How is prison education organised / structured at national level?
- Referring to the models mentioned above which model do you think would be most appropriate in your country?
- Do prison teachers in your country have special qualifications to do their job?
- Should prison teachers have special qualifications to educate prisoners compared with ordinary adult teachers? If yes what kind of qualifications?
- Do prison teachers have special roles in the prison context? If yes what kind of role?
- Do your prison teachers use adult educational methods and materials when teaching prisoners?
- What are the possibilities for prison teachers to get continuing education?
- A key question for debate relates to the take up of educational and training opportunities within prisons. While there may be a wide range of provision across the Member States, it is not always the case that prisoners are accessing the opportunities available for them. Why not?
- Debate of the resources available for prison education?

Further reading

- Nordic Prison Education; A lifelong Learning Perspective by Langelid, T., Mäki, M., Raundrup, K., Svensson, S. Nordic Council of Ministers 2009
- Education in Prison, report by the European Committee on Crime Problems, 1988

Examples from national and European level

Please see the background paper on Equal projects ('Learning for resettlement and reintegration'), the background paper for Working Group C and the 'Compendium of projects' for examples of projects supported by EU funding.

One of these is described in more detail below.

Developing Training Programmes for Qualified Teachers to Teach in Prison (TTIP)²⁸

This EU-funded project; (Ref: 113991-CP-1-2004-1-MT-Grundtvig-G11) aimed to "make teacher training for service in prisons to be introduced throughout Europe".

The project was conceived by the European Prison Education Association (EPEA) after a fairly long process of informal observation of prison schools in many European countries, together with direct discussions with senior officials from Ministries responsible for prison education at national level. The picture formed as a result shows that teaching in many prisons follows the methodology applied in primary schools and that teachers are recruited to teach in prisons straight off the primary and secondary schools. The project seeks to rectify this situation by creating a training course to qualify teachers to teach in prison. The immediate target group is serving and prospective prison teachers. The second target group is the prisoners who will benefit from a better service.

In order to achieve these goals a training course; "Training Teachers and Instructors to Teach in Prisons/Detention Centres" will be delivered by the EPEA Branch in Malta.

The course will run in 2 sessions with the start of session 1 in May 2010. More information can be found in the Commission database <http://ec.europa.eu/education/trainingdatabase/>, by typing MT-2010-444-002 in the Reference Number box of the "Search Form".

²⁸ <http://www.ttip.info/>

WORKING GROUP A7 – THE PRISON AS A POSITIVE ENVIRONMENT FOR LEARNING – *regime issues, role of governors, prison officers supportive of learning*

The team coordinating this working group will be:

Seamus Sisk, Chair, European Prison Regime Forum, Deputy Director Regimes Directorate, Irish Prison Service

Attila Juhász, Governor of Heves County Remand Prison, Hungary

Petros Damianos, Headteacher, Secondary School Avlona Juvenile Prison and Chair of European Prison Education Association Branch, Greece

Overview

The *Pathways to Inclusion* pre-conference report, distributed to conference participants, has highlighted the role of the Council of Europe and the United Nations in establishing international guidelines and standards on positive prison regimes and the requirement for purposeful activities. The commitments and recommendations in these conventions and policy documents are generally reflected in the mission statements and stated objectives of prison systems in Europe and beyond.

The care, rehabilitation and reintegration focus of these documents represent one part of the dual mandate of prison systems which can be summarised as control and assistance - the provision of safe, secure and humane custody and supervision of prisoners and their assistance towards rehabilitation and reintegration into the community.

In considering what would constitute a positive environment for learning opportunities for prisoners and the role of governors and prison officers in the development and sustaining of a positive prison regime due cognisance must be given to the increasing operational, logistical and management challenges facing custodial staff arising from overcrowding, the changing profile of the prisoner population and the multiplicity of sub populations within today's prison systems.

Key data and trends

Between 2000 and 2007 there has been an increase in the prison population in two thirds of the 47 Member States of the Council of Europe. 15 out of 22 European Union (EU) Member States, who responded to the annual penal statistics survey for 2007, reported increases in prison population since 2000. In September 2007, 13 EU Member States reported occupancy levels in excess of 100% and a further 8 recorded occupancy rates of over 90%. There are now nearly 630,000 persons in prison within the EU.

Overcrowding can undermine the ability of prison systems to meet the basic requirements of prisoners such as healthcare, food and accommodation. Overcrowding can compromise the provision of rehabilitative programmes, educational and vocational training interventions and recreational activities. Overcrowding can hinder the ability of prison authorities to effectively manage prisons in a way which maintains the balance between the care and custody imperatives. The negative effects of overcrowding on the mental and physical health of prisoners, as a result of increased tension and levels of uncertainty, adds to the detrimental effects of imprisonment - the feelings of shame and low-self esteem, the loss of self-respect and sense of personal responsibility, the disadvantages of separation from family and other social and community networks.

In terms of constructive prison regimes activities, overcrowding can exacerbate the level of disruption, delays and difficulties associated with the delivery of education and vocational training within the confined context of a prison system. The problems of managing the inreach access of external service providers and of prisoner movements to and from accommodation units to activity centres can be heightened by staff shortages and the high prisoner occupancy levels. Providers and prisoners can experience both delayed starting times and a reduction in the length of the constructive out-of-cell day. Unplanned inter-prison transfers of pupil and trainee prisoners can increase with obvious negative consequences for the continuity of learning. Unplanned releases can also occur with little opportunity to activate any transition plan which may have been developed for the prisoners concerned.

For prison officers, overcrowding can lead to a deterioration in working conditions with increased safety risks in relation to violence, fires, accidents and other hazards. This can impact on staff morale and bring pressure to bear on custodial staff's relationships with inmates.

In researching "what prisoners consider important in relationships with officers", Liebling & Price reported that prisoners used terms such as - listener, a controlled sense of humour, maturity, someone who will keep an eye on you, someone you can talk to, motivated, intelligent, capable of using authority, careful and compassionate - to define what they wanted from staff.

"Perhaps most important, prisoners wanted the prison officer to be a human being, - regardless of the authority they held, the orders they were giving out, the bad news they might hold, prisoners wanted officers who could be themselves, and be human". (Liebling & Price, 1998: 97). The reduction in time available to custodial staff to informally interact with prisoners and so develop positive relationships with those in their care, and the fraught atmosphere in high occupancy institutions, can undermine prison officers' capacity and opportunity to manifest these behaviours.

The budgetary and staffing resource constraints experienced within prison systems have worsened in recent times following the onset of the current economic recession. Reduced budgets and staff shortages are impacting on regimes services. The levels of disruption of service delivery are consequently on the increase. In many jurisdictions, there are only a limited number of places in education and vocational training for an increasing population and no financial scope to develop further opportunities in the foreseeable future.

While prisoners typically belong to groups with multiple social and economic disadvantages, there has been an increase in recent years in the complexity of their needs - more prisoners have substance abuse problems, mental health issues, chronic health problems, poor or limited vocational skills and a myriad of other problems. Furthermore, the development of multiple sub populations including gangs, sex offenders, foreign nationals and mentally ill prisoners is posing significant physical and operational difficulties for prison authorities and staff. Arranging protection and segregation of vulnerable groups in prisons, which were typically designed for one general population, presents extreme challenges to the prison system. Facilitating the movement and access of various subsets of population to purposeful activities is a further difficulty.

"Every day prison officers are expected to balance the competing demands of rehabilitation, security and the decency agenda, in a system under pressure over which they have no control and which contains not only some of the most difficult and dangerous people in society, but also some of the saddest and most vulnerable" (UK House of Commons, Justice Committee, Role of the Prison Officer, Twelfth Report of Session 2008-09)

Overcrowding and the other constraints of antiquated prison estates, staff shortages and an increasingly demanding and fragmenting population can lead to a regression in the role of the prison officer to that of a turnkey whose primary focus is on maintaining good order and

discipline. Vigilance and conscientiousness may become the ruling competencies - warehousing and static security the reality for prison officer and prisoner.

To provide humane treatment and the regime conditions to allow for effective delivery of purposeful activities, including educational and vocational interventions, in these challenging circumstances require prison authorities to be highly motivated, imaginative and creative in finding appropriate solutions to these intractable day to day problems.

Leadership is particularly vital to achieving and sustaining a positive regimes culture in a prison. Without an environment in which both officers and prisoners feel that prison management actively supports both aspects of the dual mandate of custody and care, a warehousing mentality and operational reality will inevitably ensue. The approximately 8,000 governors and prison managers in the EU 27 Member States are responsible for ensuring that the clarity of purpose of the prison system is maintained (EPR Rule 72.2). It is essential, in this regard, that, in accordance with the recommendations of EPR Rule 84.1 and the UN Standard Minimum Rules Rule 50.1, governors are adequately qualified for the post; *“by character, administrative ability, suitable professional training and experience”*.

A prerequisite for a constructive and humane prison system is an appropriately selected, well-trained and committed custodial staff. There is evidence of increasing international recognition of the importance of deepening the recruit and inservice skills training of professional prison officers. There has been a significant shift in recent years away from limited induction training lasting a short number of weeks and focusing on control and restraint training and other security and operational requirements. Accredited training modules now cover a range of competencies in addition to those associated with security responsibilities. There is an understanding that interpersonal skills are important to prison officers' security and control roles as well as in relation to their care and rehabilitation responsibilities. The ability to win voluntary co-operation, utilising a knowledge of human behaviour and communication skills, is a crucial factor in securing and maintaining control in prisons.

National level policy and provision

Competencies such as developing others, people orientation and caring, flexibility and openness to change, team working, and getting the most out of others are addressed in the 8 competencies framework which make up the Higher Certificate in Custodial care (HCCC) induction training in Ireland for all recruit prison officers. The programme provides a mix of professional and vocational training and includes a series of work shadowing and role orientation in the first semester which gradually introduces the recruits to their role and function. The programme involves distance learning, using blended learning and Problem Based Learning techniques, and is conducted over a four semester two year period.

A two year training programme has been in place in Norway since the 1970s and Denmark's new recruits undertake a three year training programme encompassing four periods in college and periods of practical training at institutional level. The Dutch Prison Service recently invested a significant budget on training all staff in pro-social modelling and motivational interviewing techniques.

Prison officers can and do play a fundamental role in supporting constructive activities in prisons by direct involvement in the delivery of programmes and interventions, as personal officers and members of multi-disciplinary sentence management teams, and as facilitators of prisoners access to activity centres and motivators of prisoners towards participation in rehabilitative activities. Continuing improvements in recruit and inservice training will, in time, provide all prison officers with the skills and competencies to discharge the enhanced role which the approximately

200,000 custodial staff should be engaged in on a day to day basis within EU Member State prison systems.

In addition to a positive trend towards more indepth training of prison staff, what other regimes trends can be identified as a counterpoint to the difficult challenges currently facing prison systems? Some examples would include:

- The increasing complexity of prisoner needs has resulted in the development of a more integrated approach to addressing these issues through sentence planning and multi-disciplinary team working. Increasingly, prison systems are introducing and upgrading prisoner centred integrated sentence management systems which involve initial risk and needs assessments, preparation of sentence plans, regular reviews and community transition planning. Education and vocational training play a central part in the sentence planning and delivery process.
- There is evidence of an increased focus on the development and delivery of accredited vocational and educational training even in the traditional prison industries areas. There is also a new and targeted emphasis on soft skills training to improve prisoners' employability for their return to the community.
- Solutions are being found to the security and operational reservations of prison authorities in relation to elearning and internet access for prisoners. There are a number of interesting initiatives in progress such as POLARIS in the UK; PIPELINE in Denmark/Norway and NAC in Ireland.
- New prison building designs and concepts support the integrated approach to regimes services and sentence planning delivery to prisoners. In both Enner Field in Denmark and Halden in Norway, for example, education, work training and programme facilities are being combined together as opposed to being housed in separate units. In Enner Fields, each accommodation block is linked to a multi-functional activity centre comprising workshops, vocational training units, school rooms and programme delivery rooms. In Halden, one constructive activity centre will cater for all prisoners. All of the rehabilitation services will be interspersed within this centre to facilitate better communication and co-ordination between services.

Future needs

What regimes features and conditions can be identified as conducive to a positive learning environment for prisoners? Some indicators might include the following:

- Prisoners are treated with respect as individuals
- Prisoners are typically housed in single cell accommodation with incell sanitation arrangements
- Prisoners have access to constructive out of cell time of at least 8 hours
- Prisoners can avail of an extensive range of structured activities
- Security measures applicable to different categories of prisoners are the minimum necessary to ensure their safe and secure custody
- Prisoners are supported in their efforts to sustain and develop relationships with family and contact with the community
- Strong inreach service arrangements are in place with community agencies
- Effective sentence planning systems which encourage the participation of prisoners in the development of personal plans geared towards their successful resettlement
- Management and custodial staff are committed to ensuring an appropriate balance between the care and custody purposes of the prison system

- There should be similar extrinsic motivators, such as access to privileges and comparable levels of gratuity, for prisoners participating in the various structured activities.

In relation to education, Recommendation 4 of the Council of Europe Recommendations No R (89) 12 on Prison Education proposes that: “*All those in the administration of the prison system and the management of prisons should facilitate and support education as much as possible*”. Recommendation 6 states that: “*every effort should be made to encourage the prisoner to participate actively in all aspects of education*”. How can we raise the level of commitment of prison governors and prison officers to supporting education in prisons? Some possible areas for consideration include:

- Investigating the possibility of delivering education and learning over the full calendar year rather than during the normal academic cycle
- Involving prison officers in joint delivery of courses e.g. pre-release courses, soft skill courses, gym instruction etc
- Supporting accreditation in other activity areas within the prison such as kitchen and garden work
- Ensuring that appropriate information and guidance training on education and learning opportunities and the role of officers in encouraging and supporting prisoners towards participation is included in the induction training of prison officers
- Ensuring that education and vocational training centres regularly communicate the range of learning opportunities available to prisoners and any new initiatives in this regard
- Through training and information initiatives ensuring management and officers appreciate the positive benefits of educational and learning interventions on the behaviour of prisoners. Interpersonal, social, life and coping skills training can facilitate improved behaviour and better relationships between prisoners and officer.

Some additional questions for discussion at the workshop

- Are prison services and systems succeeding in balancing the contesting priorities of custody and care, of ensuring that security and operational considerations do not take precedence over the aspiration to provide each person in custody with the conditions, services and opportunities aimed at enhancing their general well-being, personal development and future successful resettlement?
- What are the implications of the burgeoning prison population, the changing profiles of prisoners, budgetary and staffing constraints and outmoded prison estates for the positive regimes agenda?
- What constitutes a positive regime environment for learning and to what extent are the various elements in place in the different jurisdictions?
- What level and depth of training is provided to prison officers at initial training and through continued professional training on relevant skills and competencies to support a positive regime for learning?
- To what extent are prison officers directly involved in delivering vocational training and other courses and programmes?
- Is there a personal officer system in place in your prison system?
- Is sentence and resettlement planning in place and working effectively in your prison system?
- What are the optimum custodial and regimes staffing and prisoner ratios necessary to support a positive regimes environment within prison systems?

- Given the pivotal leadership role of governors, how can they promote a culture which balances the twin imperatives of custody and care within their institutions and facilitates the positive regimes conditions necessary for learning?

Further reading

Australian Government, National Centre for Vocational Education Research (NCVER), Vocational education and training for adult prisoners and offenders in Australia: Research readings (2007)

Centre for Crime and Justice Studies, Wings of Learning; the role of the prison officer in supporting prisoner education.

Centre for Social Justice, Breakthrough Britain: Locked Up Potential - A strategy for reforming prisons and rehabilitating prisoners (2009)

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Dugaid, S., Can Prisons Work? The Prisoner as Object and Subject in Modern Corrections (2000)

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Norwegian Ministry of Justice and the Police, Punishment that works - less crime - a safer society. A Report to the Storting on the Norwegian Correctional services (English Summary) (2008)

UK House of Commons, Justice Committee, Twelfth Report of Session, Role of the Prison Officer (2009)

United Nations, Economic and Social Council, Standard Minimum Rules for the Treatment of Prisoners (1957)

United Nations, General Assembly, Basic Principles for the Treatment of Prisoners (1990)

Warner, K., Resisting the New Punitiveness: Penal Policy in Denmark, Finland and Norway. Paper presented at Fifth Irish Criminology Conference, University College Dublin, June (2009)

WORKSHOP A8 – RELEASE, TRANSITION, REINTEGRATION: THE ROLE OF EDUCATION AND TRAINING

This Thematic Workshop will consider strategies and opportunities for the further development of holistic approaches to the resettlement, or reintegration, of offenders.

The team coordinating this workshop will be:

Allen Mercer, European Association for Information on Local Development (AEIDL)
Consultant to DG Employment and Social Affairs

Clive Martin, Director, Clinks UK

Overview

Within EQUAL and other European, national and regional programmes, attempts have been made to introduce more 'tailor-made' provision to assist offenders in their social and vocational reintegration. The main innovative aspect in these approaches lies in providing a low threshold entry point to a multi-stage integration process that may take place at several levels, linking and matching the needs and interests of offenders to different, hitherto separate services and offering them individualised support and follow up. The approaches draw on the whole range of resources that can be mobilised in a local or territorial context.

The resultant pathways, plans or programmes are as diverse as the circumstances of the target groups and local labour markets and yet, the following common features can be identified and these will be reflected in the presentations and discussions during the workshop:

- Designing the pathway, plan or programme;
- Training and education;
- Employment;
- On-going support;
- Cementing the pathway or programme together.

Key data

Prison Services throughout the European Union are stretched. There is currently an overall occupancy level, based on officially stated capacity, of 109% (see Annex 2) and, in overall terms, there is still one prisoner to every 800 European citizens.

A major factor in producing and maintaining the existing large numbers of inmates are high reconviction rates but it is difficult to find reliable and consistent figures on these rates. In 2005, two studies were published that provide some indication of the size of the problem. The UK study²⁹ of all adults released from prison in the first quarter of 2003 showed that 58.9% were reconvicted in the following two-year period. Whereas, the Netherlands³⁰ seems to have one of the lowest rates but it is still 37% over a post-release period of four years.

However, many of the new measures tested by the EQUAL DPs have been successful in combating recidivism. For example, the treatment teams of the Swedish project "Better Release" decreased the rate from 70% to 40%. The projects in Germany provided systematic support and management in resettlement and reduced the recidivism of young offenders from 80% to 40%. This dropped to 30% when it was possible to find jobs that corresponded to the training which

²⁹ Home Office Statistical Bulletin - Re-offending of adults: results from the 2003 cohort – November 2005

³⁰ Recidivism following treatment; a statistical overview of criminal recidivism of former offenders under an entrustment order in the Netherlands - ISBN: 90-5454-613-1 - 2005

they had received in the juvenile detention centres. The promoter of the “Telfi” DP, the Institute for Justice and Criminal Sociology in Vienna, has proved that participation in the EQUAL programme leads to a reduction in recidivism, which is directly related to the length of time spent in their occupational preparation measures.

Some projects have also attempted to put a figure on the benefits. KrAmi projects are run through cooperation between the Prison Service, Labour Agency and the municipal social services. A Swedish researcher, Kari Jess, undertook her PhD on these projects called ‘Socioeconomic Evaluation of a Correctional programme in Sweden – Long-Term Effects.’ One of her findings was that the return on investment in society for every Euro invested in these projects was between 10 and 18 times greater! Basta is a Swedish project that provides an empowering experience for a range of different target groups including (ex)-prisoners, long-term unemployed people, drug users, psychiatric patients and people with various physical disabilities. The approach of involving and employing such people in social enterprise has proved to be very cost-effective. For example, an external evaluation³¹ of Basta and another Swedish project called Vågen ut!, or ‘Exit’ in English, calculated their social profits per year, which are the public costs that are eliminated or reduced when addicts recover, plus the production values in these two cooperatives. The resulting figure of € 13 million roughly equates to the budget for the addiction programmes in a Swedish city of 200,000 inhabitants.

European Context

Until relatively recently, issues related to prisoners’ resettlement had not been strongly reflected at EU level, whereas, since 1989, the Council of Europe has been particularly active in the areas of criminal justice and penal policies and has established a number of recommendations on a broad range of topics. The last recommendation that was agreed, in 2006, concerned a set of European Prison Rules.³² The final section of this recommendation speaks about the regime for sentenced prisoners being designed to enable them to lead a responsible and crime-free life and the drawing up, in partnership with each prisoner, of an individual sentence plan.

Whilst it has not been very active in the areas of policy, the European Union (EU) has supported reforms in prisons and the development of prisons’ educational and training systems through its programmes. Criminal justice and prison services have used such programmes to test new approaches and to promote mutual learning between peers in different Member States. These have included the Programme for Police and Judicial Cooperation in Criminal Matters (AGIS) and a Twinning Programme with 3rd Partners operated by DG Justice, Freedom and Security and, in the case of DG Education and Culture, projects have been financed within the Socrates (particularly Grundtvig), Leonardo and Lifelong Learning Programmes.

The set of EU-level Recommendations for the Re-integration of (Ex)-offenders that was endorsed at the EQUAL Policy Forum in Warsaw has now been sent to the Bureau of the European Committee on Crime Problems (CDPC). One item on the agenda of this Bureau’s meeting in Strasbourg, on 12-14 November 2008, was the ‘Draft Recommendation on guidelines to agencies providing probation and aftercare to offenders’ that was being prepared by the Council for Penological Co-operation (PC-CP). The minutes of this meeting record that the Bureau of the CDPC decided to *“instruct the Secretariat to bring to the attention of the Chair of PC-CP the following comments made by individual members of the Bureau: the necessity to take into account the EU Policy Recommendations presented in Warsaw, 2007.”* The 36 recommendations are grouped under the following six statements:

³¹ “From the public perspective” – a copy in English is available from eva.johansson@tillvaxtverket.se

³² Recommendation Rec(2006)2 of the Committee of Ministers to Member States on the European Prison Rules - Adopted by the Committee of Ministers on 11 January 2006 at the 952nd meeting of the Ministers’ Deputies

- Successful reintegration of (ex)-offenders requires a case management approach from arrest, through the period of imprisonment, to the time of release and beyond;
- All prisoners should have the opportunity of engaging in training and educational programmes that will increase their employability;
- Having a job is the most important factor in preventing re-offending so more efforts are required to engage both public and private employers and to explore other forms of job creation;
- Attention must also be given to other aspects of the lives of (ex)-offenders [housing, health, family life etc.] if re-integration is to be successfully achieved;
- There is an urgent need to promote change in prisons and to foster a culture of innovation and feedback in order to support cooperation with external agencies and developmental action;
- The developments that have been pioneered in, and through, EQUAL should be consolidated.

National level policy and provision

An important issue to be discussed relates to the fact that holistic approaches may require higher initial investments. How is it possible to make the case that this investment is justified in terms of social accounting or, in other words, how is it possible to prove that public costs are eliminated or reduced when offenders are reintegrated effectively?

Below are only a few examples of national policies/provision but during the workshop an attempt will be made to identify the situations/trends in different Member States.

The Netherlands

Work-Wise in the Netherlands continues to provide young people with a seamless into-employment programme, creating a nationwide network for preparing release and providing aftercare. The programme is focused on boys and girls aged 15 to 24 and it has three routings that are followed simultaneously:

'Work and Education' prepares young offenders to function effectively in a paid job by providing training and work experience placements and assistance in making an application for a job or work placement;

'Living Independently and Coping with Leisure Time' assists juveniles and young offenders in creating a rhythm and a structure for their daily lives, which will help them exercise their responsibilities and reduce their chances of re-offending;

'Creating a Social Network' provides intensive coaching in socially acceptable behaviour, relationships and social skills.

Denmark

In the summer of 2000, a mentoring project was started in Denmark. The project entails an intensified supervision of young people with an ethnic background other than Danish following a sentence and perhaps incarceration. The work of the mentors is mainly focused on three areas:

- Practical assistance: This involves helping to them to find a school, work or lodgings, to bring order into their personal finances and to implement a sentence i.e. community service orders;
- Mediating: This means acting as a mediator and helping them in their contacts with authorities like the social services or probation service or with banks and other creditors;
- Personal assistance: This involves counselling and dialogue in the areas of work and education, but also helps in strengthening self-confidence, controlling feelings, re-establishing relationships with family, overcoming problems with drug or alcohol abuse,

helping creating a social network, gaining awareness in relation to their criminal careers and taking responsibility for their own lives.

The project has now been running for seven years during which about 400 young people have been allocated a mentor. The mentoring project was evaluated by the University of Aalborg in spring 2003. Because of the good results, the Danish government has increased its financial support and, in the last two years, the prison and probation service has been able to accommodate any request by young offenders for a mentor.

(Almost Half of) Germany

The German EQUAL e-LiS Development Partnership was launched in 2002 to promote the employability of (ex)-prisoners and to prepare them for their re-integration into the job market. The DP involved six Northern States (Länder) of the Federal Republic of Germany³³. One important outcome of its networking activities was the adoption of a formal agreement by the Ministries of Justice of those federal states that participated in the e-LiS DP and, also the State of Lower Saxony, to establish the 'RESO-Northern Alliance.' This is a structured framework for cooperation between the administrations of justice in the fields of education, training and labour-market programmes for the social and vocational integration of prisoners.

The members of the Northern Alliance have made a firm commitment to engage in coordinated action to improve the employability of prison inmates, and to promote the exchange of experience and transfer of good practice between the relevant institutions in their justice and penal systems. They have also agreed to coordinate their action in initiating the necessary legal changes and creating favourable framework conditions for their work. Each of the participating Länder has taken a lead role in one of the thematic areas, and/or a responsibility for particular tasks in the organisation and management of the Alliance. The thematic areas include:

- Combining relevant assistance and employment measures inside and outside the penal institutions, as part of an integrated support system;
- Introducing modular, flexible and individualised education/training processes, based on a common approach to individual assessment and profiling;
- Developing the use of IT-based learning systems;
- Ensuring the labour market relevance of education and employment offers in prisons;
- Creating a common system for the re-integration of (ex)-prisoners after their period of custody.

Since its establishment, the RESO Northern Alliance has attracted considerable attention and a similar type of agreement has been concluded between the Länder of Hessen, Schleswig-Holstein and Saarland to establish the South West Cooperation.

Norway

In autumn 2008, the Norwegian Government presented a new White Paper on Correctional Services called '*Punishment that works - less crime - a safer society.*' The White Paper indicates that the objective of the Norwegian Correctional Services' professional activity is to produce "a convict who has served his sentence; is drug-free or has control of his drug use; has a suitable place to live; can read, write and do arithmetic; has a chance on the labour market; can relate to family, friends and the rest of society; is able to seek help for any problems that may arise after his release; and can live an independent life."

³³ Berlin, Brandenburg, Bremen, Hamburg, Mecklenburg-Western Pomerania, Schleswig-Holstein.

In this White Paper, the Minister introduced the Government's 'return guarantee', which means that the Norwegian Correctional Services is to be responsible for "convicted persons' needs for and right to, services being charted [i.e. being planned] as soon as the sentence is handed down, for information on those needs being communicated to the agency providing the service and for this happening at such an early date that the agency is enabled to facilitate the service in good time prior to release." It also states that "The return guarantee will not yield the desired results unless the convicted person commits himself to accepting society's services and using them as intended."

Questions for discussion

These questions are grouped under the five issues outlined in Section 1 above.

Designing the reintegration pathway or plan

- What are the most important factors in stabilising the lives of (ex)-offenders once they leave prison?
- How can a plan best be made for reintegration and how can the individual prisoner feel some sense of ownership of, or responsibility for, that plan?
- Prison staff might see their own roles in a security-oriented context and so how is it possible to motivate them to adopt a more creative, pro-active attitude to the rehabilitation of inmates?

Training and education

- How can education, training and work experience in prison best reflect skill and job requirements in the local labour market and what are the implications for the physical fabric of prisons if they are to be more able to offer relevant training in growth areas?
- What are the basic skills and vocational skills of offenders that need to be developed?
- Is it possible to build on the knowledge and skills that offenders might have acquired through their criminal activities, such as networking, bargaining, planning and organising, so that they can be used in either in a job or in other socially valuable activities?

Employment

- What strategies have been successful in creating and maintaining the interest and involvement of employers in resettlement projects?
- What have been the incentives, financial or otherwise, that can be used to persuade employers to provide jobs and work experience opportunities?
- What is the role of national, regional and local governments in either offering incentives or in taking the lead in making a positive attempt to employ (ex)-offenders?

On-going support

- What arrangements have been to ensure a smooth handover between sources of support in prison and sources of support in the community so that the ex-offender is never left without a reference point?
- How can (ex)-offenders be best supported within the community?
- What new roles or new services have proved successful in helping ex-offenders in their transition and in alleviating the risk of re-offending?

Linking it all together

- What types of agencies or services should be involved in any comprehensive resettlement programme and, in particular what is the role of the third/voluntary sector?
- What can be identified as the benefits or gains of applying this partnership principle to the effective resettlement of ex-offenders?

- To what extent can more binding cooperation and coordination between the different public and private bodies be developed?

Questions related to future needs

- Is there a need for more provision/more funding?
- Does the existing provision need to be changed in any way?
- Is action required at policy level?

Further reading

This is a link to all the EQUAL reports and resources produced on the theme of (ex)-offenders at European level:

http://forum.europa.eu.int/Public/irc/empl/equal_etg/library?l=/etg1/04_examples/practice_ex-offenders&vm=detailed&sb=Title

The following links are to the home pages of European Bodies working on the topic of (ex)-offenders

[EPEA](#) (European Prison Education Association)

[EOEF](#) (European Offender Employment Forum)

[OIJJ](#) (International Juvenile Justice Observatory)

[CEP](#) (the European Organisation for Probation)

[ICPA](#) (International Correctional and Prison Association)

[Europäisches Forum für angewandte Kriminalpolitik](#)

[Eurochips](#) (European network for children of imprisoned parents)

ANNEX 1 – EXAMPLES OF GOOD AND INTERESTING PRACTICE AT NATIONAL AND EUROPEAN LEVEL

AUSTRIA

- Telfi http://ec.europa.eu/employment_social/equal/data/document/etg1-suc-telfi.pdf

BELGIUM

- REINSERT http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-reinsert.pdf

GERMANY

- MABIS.Net and ZUBILIS http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-zubilis.pdf
- e-LIS and the Northern Alliance http://ec.europa.eu/employment_social/equal/data/document/etg1-off-ntn.pdf

FINLAND

- PoMo (Path with own mentor) and Youth RISE http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-pomo.pdf

ITALY

- Car.Te.S.I.O. http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-cartesio.pdf
- S.A.L.I.S. and R.e.L.a.I.S. http://ec.europa.eu/employment_social/equal/practical-examples/employ-06-salis_en.cfm

THE NETHERLANDS

- MATCH and IMPACT (Integration of Mediation Planning Assures Chances in Transition) http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-match.pdf
- Toekomst in Balans, een nieuwe uitdaging (Balancing the Future, a New Challenge) http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-balancing.pdf
- ArtWork(s) in the Third Sector http://ec.europa.eu/employment_social/equal/practical-examples/entrep-07-kunstenaars_en.cfm

SWEDEN

BASTA [HTTP://EC.EUROPA.EU/EMPLOYMENT_SOCIAL/EQUAL/DATA/DOCUMENT/ETG2-SUC-EFF.PDF](http://ec.europa.eu/employment_social/equal/data/document/etg2-suc-eff.pdf)

UKGB

- IMPACT - Innovation Means Prisons And Community Together http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-impact.pdf
- Women into Work (WiW) http://ec.europa.eu/employment_social/equal/practical-examples/employ-06-wiw_en.cfm
- NEON UK http://ec.europa.eu/employment_social/equal/data/document/etg1-off-ntn.pdf

UKNI

- Personal Progression System (PPS) and The Reachout Programme http://ec.europa.eu/employment_social/equal/data/document/etg1-suc-progresinnov.pdf

ANNEX 2 – THE EU PRISON POPULATION IN 2009

Country	Prison ³⁴ Population	Percentage Change in Prison Population since 1995	Occupancy level (based on official capacity)	Prison population per 100,000 of national population	Foreign	Female	Youth ³⁵
Austria	8,308	+34.4%	97.1%	99	43.6%	6.0%	2.5%
Belgium	10,002	+ 33.0%	118.8%	93	42.1%	4.5%	0.3%
Bulgaria	9,408	+35.1%	105.2%	124	1.9%	3.2%	0.5%
Cyprus	671	+ 294.7%	152.7%	83	4.8%	4.8%	5.8%
Czech Republic	22,019	+ 17.4%	98.2%	209	7.4%	5.4%	1.0%
Denmark	3,448	+ 0.3%	90.5%	63	22.5%	4.4%	0.3%
Estonia	3,656	- 16.9%	94.2%	273	6.9%	5.2%	1.4%
Finland	3,583	+18.7%	101.1%	67	10.3%	6.8%	0.1%
France	59,655	+ 15.6%	118.1%	96	19.2%	3.7%	1.1%
Germany	73,592	+ 11.3%	92.6%	90	26.3%	5.3%	3.8%
Greece	12,300	+ 108.9%	141.9%	109	43.9%	5.4%	3.5%
Hungary	15,227	+ 22.3%	121.2%	152	3.7%	6.3%	3.3%
Ireland	3,895	+ 89.6%	106.9%	85	12.6%	3.5%	1.7%
Italy	58,597	+ 18.0%	112.8%	97	37.1%	4.4%	0.5%
Latvia	7,200	- 14.2%	70.4%	319	1.3%	5.5%	2.7%
Lithuania	7,866	- 38.5%	86.8%	234	0.9%	4.4%	2.4%
Luxembourg	745	+ 58.8%	106.9%	155	73.3%	3.5%	1.1%
Malta	480	+ 144.9%	84.5%	116	39.7%	5.0%	6.1%
Netherlands	16,416	+ 60.2%	76.7%	100	30.5%	8.7%	7.6%
Poland	85,598	+ 40.0%	103.0%	225	0.7%	3.1%	1.3%
Portugal	11,082	-10.22%	91.6%	104	20.3%	5.6%	0.8%
Romania	27,071	- 40.2%	79.4%	126	4.7%	4.7%	1.7%
Slovakia	8,166	+ 3.4%	75.4%	151	1.8%	4.6%	0.6%
Slovenia	1,317	+ 41.8%	119.9%	65	10.5%	4.5%	0.4%
Spain	76,455	+ 90.4%	136.3%	164	35.1%	7.9%	2.2%
Sweden	6,853	+ 18.8%	97.5%	74	27.5%	5.5%	0%
UK- Eng/Wales	84,409	+ 65.6%	112.2%	154	13.6%	13.6%	2.5%
UK-Scotland	7,980	+ 41.1%	107.4%	153	2.8%	5.3%	6.2%
UK-NI	1,456	- 16.3%	90.5%	81	8.8%	3.4%	0.7%
EU Overall	627,455	+ 24.2%	109.4%	126³⁶	19.6%	6.2%	2.1%

³⁴ Figures include pre-trial detainees / remand prisoners

³⁵ While terms vary (Juveniles / minors / young prisoners) all %ages for under 18s except Cyprus and Spain (under 21) and Spain and Sweden have no prisoners under 18

³⁶ Taking the Eurostat figure for the total population of the EU in January 2009, as being 499,723,520

WORKING GROUP A9 – RESEARCH NEEDS IN PRISON EDUCATION AND TRAINING

The team coordinating this workshop will be:

Walter Hammerschick, Director of the Institute for the Sociology of Law and Criminology, Vienna, Austria

Terje Manger / Arve Asbjørnson, University of Bergen, Norway

Tom Schuller, Director of the Inquiry into the future for Lifelong Learning / National Institute of Adult Continuing Education, UK

Overview

In the 1970s, criminological research questioned the positive effects of measures aimed at creating better chances for the (re)integration of prisoners after their release, stating that 'nothing works.' Today the prevailing view, based upon evidence, is that 'something works'. We know about the importance of measures designed to reach out to their target groups and be responsive to their needs. Among other factors there is also evidence about the positive effects of measures aimed at improving the competencies needed in the labour market; competencies with respect to problem-solving and social competencies, including strengthening positive attitudes and values. However, there remain many questions that have not yet been sufficiently answered, for instance the causal connections between education and crime.

Based upon empirical information and upon convictions about the positive effects of training and education, a large variety of measures have been, and are being, developed and undertaken. European funding has supported many projects and thereby developments in the field in question. In fact a remarkable number of national and international initiatives and projects have been funded only since 2000 by the diverse programmes of the General Directorates of the European Commission. In this context 'best practice' is often addressed. In fact there has been little 'hard' evidence collected in connection with the projects undertaken. There is no doubt that many quality measures have been developed and realised. Predominantly however, the evidence remains anecdotal and there is a need for more, as well as diverse, research and data to prove the quality of the measures and to enable knowledge-based planning and development. Quality management requires well-funded information and data.

It is a pity that very little advantage is taken of the many good projects, ideas and concepts that have been tested nationally and internationally. There is no need to invent the wheel over and over again! Many of these concepts and ideas, or at least parts of them, could be used elsewhere. Clearly, a prerequisite for doing so are suitable documentations of the projects and concepts; evaluations that fulfil acknowledged standards and relevant information on national/regional context or relevant settings, e.g. legal framework, policies, resources, etcetera. More cooperation between practice and research seems advisable to fill this gap.

Politics and public opinion often ask for the economic aspects; education and training in prison generate costs. There is however data that indicates the economic and social benefits of education and training for prisoners, and the savings it can also make for the public. Given the large social costs and further costs of crime, even small reductions in crime may bring considerable economic advantages. Greater, in-depth research on these aspects would be worthwhile for policy development, public support and for the allocation of resources.

Key data

At European level, comparable data rarely goes beyond presenting prisoner numbers, basic descriptions of the prisoners (e.g. gender, age-groups, and nationality), sentences, release details and rough figures on resources. In many countries scarcely any detailed data is available on training and education in prison, let alone data on outcomes and effects³⁷.

Very little research is carried out either upon penal matters in general or upon aspects related to training and education specifically. Comparative studies between different countries are very rare, especially in the field in question. Thereby the sharing of good practice and of lessons learned could be supported. A list of only basic research needs or of the obvious aspects that seem valuable for research purposes may already be quite long. Whilst looking at relevant aspects and topics in depth and asking practitioners and other experts for research needs, it seems quite likely that many more topics will be revealed. The following list of suggestions for future research with respect to education and training for prisoners are only rough examples:

- Crime-relevant and risk factors – education and crime reduction;
- Educational backgrounds, preferences and motivation of target groups;³⁸
- Educational needs among inmates and motivation for education;³⁹
- The skills and disabilities of prisoners in relation to the basic educational skills, reading, writing, mathematics and ICT;
- Training and education with respect to ICT access in prison;
- Personal needs of target groups and potential areas for training target groups;
- Training and education in relation to labour market integration;
- Studies of the transition from prison educational activities to continued education after release;
- Documentation and meta analyses of projects in the field and of concepts respectively;
- Comparative research on national/regional context for training and education in prison (e.g. legal framework, policies, resources, etc);
- Development and collection of basic comparable data on training and education in prison in European Member States;
- Standardised evaluations of projects and measures that name and consider national/regional frame conditions (formative and output oriented) – development of evaluation criteria;
- Long term effects of measures on training and education in prison – integration, costs, recidivism⁴⁰.

Of course the research needs may become more complex when considering factors other than education and training which may contribute to outcomes such as rates of recidivism.

³⁷ In fact relevant outcome measures need to be clarified and standardised

³⁸ The reference to target groups implies that there are several sub-groups that have to be differentiated – female offenders, different age groups, foreigners, etc.

³⁹ Studies from several countries indicate increased levels of learning challenges and lower levels of education compared to the general population, but changes in crime patterns - increasing internationalisation and organised crime, qualifying for longer sentences - may very well change this picture. e.g. there has also been a considerable increase of foreign inmates in many countries.

⁴⁰ Therefore longitudinal studies are needed

European Context

Transnational cooperation and projects in the field have shown that there are similar problems and concepts in many Member States. There has been exchange of practice and experience as well as positive examples of learning from each other. The mutual learning opportunities however remain restricted if we cannot refer to and rely upon well-founded information and data with respect to target groups, national context as well as upon outcomes and effects respectively. Moreover, it should be possible to relate such information and data to the settings of, and conditions within, other countries and regions.

There is a need for transnational cooperation with respect to research and evaluation to facilitate development and provide such data and information. A prerequisite for such cooperation is funding. Realistically this should be provided at European level by the programmes which support projects focusing upon education and training in prison.

The ExOCOP sub-project 'Evaluation' represents a first attempt with respect to standardisation and harmonisation of evaluation in this field of interest. This network could be a first step for a network that could be extended to participants, activities and aims.

Ultimately, European cooperation, comparative research and common evaluation standards that are effectively applied can support the development of common standards on training and education in European prisons.

National Level Policy and Provision

The activities, policies and, not least, resources available with respect to evaluation and research on training and education in prison differ considerably between the Member States. There is however no overview available on research and evaluation with respect to training and education in prison in European Member States.

Traditionally in the UK, evaluations of projects and measures are regularly undertaken. Highlights are the recent joint activities of the Nordic countries - Denmark, Finland, Iceland, Norway and Sweden, with respect to research in the field. The project 'Education, Training and Prison and Probation Service in a Lifelong Learning Perspective' aimed at providing "*a concise, overall and updated comparative view of education and training in prisons*"⁴¹ in the participating countries. Additionally, joint research was undertaken by these countries on prisoners' educational backgrounds, preferences and motivations. The outcomes of both projects were published in English (see below citation). This joint activity appears exemplary.

Future needs

As a starting point, the aspects and aims mentioned above ask for transnational cooperation that deals with questions such as: common research needs; comparability; undertaking evaluation in this context; the evaluation criteria upon which to focus; and the development of realistic common standards for evaluations. It may also be recommended that the priorities for research are clearly defined, particularly with respect to evaluation. Not all research needs and desires can realistically be realised simultaneously.

⁴¹ Torfinn Langelid et al. (eds.) (2009) Nordic prison education: a lifelong learning perspective. TemaNord.- Nordic Council of Ministers, Copenhagen, p. 13

The outcomes of such a first cooperation could be a basis for future evaluations and for future research in the field at a national and international level, and comparatively. In order to undertake such a task, a European network of researchers, with effective contacts to prison systems and practice in the field, should be initiated. Only such a network will be able to reach the cited aims or get as close as possible. For future research, an objective would be to establish research environments where teams composed of senior researchers and research recruits were able to work together in the framework of such an international network.

There will also be a need for funding. In order to obtain funding and receive the support needed from the relevant authorities, it may be necessary to demonstrate the value and opportunities which (joint) efforts on research and evaluation can provide.

Questions for discussion

- What is the status of research and evaluation with respect to the field in question in the member countries? What figures are available?
- What cross-national research in the field is there?
- What are the key issues with respect to research and evaluation on training and education in prison?
- What are the primary aims of evaluations? (Who are the target groups for evaluation?)
- What variables/aspects have to be considered in evaluations?
- What national/regional context and general conditions have to be considered in evaluations?
- What barriers are there for the standardisation of evaluation?
- What are realistic, short-term indicators for success?
- How difficult is it to get access to data needed for recidivism studies?
- What are the priority topics for research?
- How can a network be initiated?
- What opportunities for funding are there?
- How to increase the publication of research on prison education in peer review journals and disseminate the results in an effective way?

Further reading

Ole-Johan Eikeland, Terje Manger, Arve Asbjornsen (eds.) (2009) *Education in Nordic Prisons – Prisoners' Educational Backgrounds, Preferences and Motivation*. TemaNord- Nordic Council of Ministers, Copenhagen

Torfinn Langelid et al. (eds.) (2009) *Nordic prison education: a 'lifelong learning perspective*. TemaNord.- Nordic Council of Ministers, Copenhagen

Schuller, Tom *Crime and Social Exclusion*, IFLL Thematic Paper 5, Leicester: National Institute of Adult Continuing Education, 2009.

<http://www.niace.org.uk/lifelonglearninginquiry/docs/IFLL-Crime.pdf>

Bynner, John *Lifelong Learning and Crime: A Lifecourse Perspective*, IFLL Public Value Paper 4 Leicester: National Institute of Adult Continuing Education, 2009.

<http://www.niace.org.uk/lifelonglearninginquiry/docs/Public-value-paper-4.pdf>

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Simonson, Julia, et al (2008), Soziale und berufliche Eingliederung junger Straftäter nach der Entlassung aus dem Jugendstrafvollzug, In: *Monatsschrift für Kriminologie und Strafrechtsreform*, Jahrgang 91, Heft 6, S 443 ff.

Wirth, W. (2008a): Qualifizierung – Vermittlung – Nachsorge. Eine 3-Säulen-Strategie zur beruflichen Wiedereingliederung von (ehemaligen) Strafgefangenen. In: *Zeitschrift für soziale Strafrechtspflege*, 14 – 29

Diseth, Å., Eikeland, O.-J., Manger, T. & Hetland, H. (2008). Education of prison inmates: course experience, motivation, and learning strategies as indicators of evaluation. *Educational Research and Evaluation*, 14, 201-214.

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Hetland, H., Eikeland, O.-J., Manger, T., Diseth, Å., & Asbjørnsen, A. (2007). Educational background in a prison population. *Journal of Correctional Education*, 58, 145-156.

Irene Sagel-Grande; Leo Toornvliet, et. al. (2006), Bildung im Strafvollzug aus Strafgefangenensicht: eine empirische Untersuchung in sieben EU-Mitgliedsstaaten ; [EU Sokrates Programm, Projekt Grundtvig 4 "Education in prison"; Abschlussbericht Niederlande], Groningen [u.a.], Hanse Law School,

Wirth, W. (2006): Arbeitslose Haftentlassene: Multiple Problemlagen und vernetzte Wiedereingliederungshilfen. In: *Bewährungshilfe*, 2/2006, 137 - 152

Manger, T., Eikeland, O.-J., Asbjørnsen, A., & Langelid, T. (2006). Educational intentions among prison inmates. *Journal of Criminal Policy and Research*, 12, 35-48.

Matt, Eduard, Straffälligkeit und Lebenslauf: Jugenddelinquenz zwischen Episode und Verfestigung. In: *Zeitschrift für Jugendkriminalrecht und Jugendhilfe* 16, 2005, S. 429-433

Harper, G. and Chitty C. (eds.) (2005). The impact of corrections on re-offending: a review of 'what works', Home Office Research Study 291. London: Home Office

Langelid, T., Manger, T., Engeness, R., Falck, S., Fridhov, I. M., Olsen, S., Norton, I. & Ulvestad, I. (2004). Recommendations from the group nominated to monitor the evaluation of education in Norwegian prisons. Bergen: The County Governor of Hordaland.

Hammerschick, W., Pilgram, A., Riesenfelder, A.: Berufliche und kriminelle Karrieren. Die Rolle von AMS und Strafvollzug bei der Rehabilitation von Strafgefangenen. Wien, 1998 (Forschungsbericht des Institut für Rechts- und Kriminalsoziologie)

Examples of research cooperation

- The Nordic joint ventures on research already have been mentioned above. Both the project 'Education, Training and Prison and Probation Service in a Lifelong Learning Perspective' as well as a 'Survey of educational backgrounds, rights to education, and motivation concerning education among inmates in Nordic prisons' were carried out by partners in Denmark, Finland, Iceland, Norway and Sweden (see the publications above: Ole-Johan Eikeland et al. 2009 and Torfinn Langelid et al. 2009)
- EURO-DESIP: a cooperation of universities and penitentiary institutions in the participating countries funded by Socrates aiming at a diagnosis of the situation of the Higher Education in Penal Institution in Europe. Involved were partners from France, Germany, Greece, Latvia, Romania and Spain.
(<http://www.eurodesip.org/en/>)
- Bildung im Strafvollzug aus Strafgefangenensicht: an empirical research carried out in seven Member States (see publication above: Irene Sagel-Grande; Leo Toornvliet, et. al. 2006)
- KAMRA - Comparative Analysis of measures of vocational training and further education for offenders especially considering conceptual, social and legal circumstances in the Member States of the European Union as a bases for a common European strategy and an optimised transfer. This research cooperation of partners from Austria, Germany, Italy, the Netherlands, Portugal and the UK completed in 2000 was funded by the Leonardo programme (a German summary of the final report is available at www.irks.at/downloads/19_KAMRA.pdf)

Please also see the background paper on Equal projects ('Learning for resettlement and reintegration'), the background paper for Working Group C and the 'Compendium of projects' for examples of projects supported by EU funding.

WORKING GROUP B1 – JUVENILE OFFENDERS

The team coordinating this working group will be:

Irma van der Veen, General Manager, Work-Wise, Netherlands

Cedric Foussard, Director, International Juvenile Justice Observatory

Overview

For over 100 years in crime politics there have been strategies and implementations to treat juveniles differently to adults in prison and the criminal justice system. There is a need to take the special situation of juveniles into account. That way, there is a stronger focus on their life situation, on special needs in education and training, on measures of improving their development towards becoming an adult. The situation is comparable all over Europe, so there is work to be done to gather information about the situation of juveniles in the different European countries.

In January 2010, as part of the Ex-Offenders Community of Practice (ExOCO⁴²), a workshop was held focused on the reintegration and social inclusion of Juvenile Offenders. Ten countries⁴² presented an overview of the current situation and policy developments in their country. Current developments at European level relating to the inclusion of Juvenile Offenders were presented by representatives of the EPEA (European Prison Education Association), the OIJJ (International Juvenile Justice Observatory) and the EJJO (European Juvenile Justice Observatory).

The outcomes of the above-mentioned workshop will be used as input for the discussion which will take place during the workshop Juvenile Offenders. In addition, some good practice examples will be presented.

European and National Level Policy and Provision

The ExOCO⁴² workshop focused on the reintegration and social inclusion of Juvenile Offenders. In preparation for the meeting information about the situation at national level was collected – representatives of each of the ten countries provided the information by filling out a standard form.

Information was collected about the strengths and weaknesses of:

1. Trainings/programmes/instruments:
 - a. Diagnoses, profiling, assessment,
 - b. Motivation, basic social competencies,
 - c. (Vocational) Education,
 - d. Vocational training,
 - e. Housing, leisure time, managing budgets, e.a.
2. Transition management/resettlement/aftercare:
 - a. Models of Guidance,
 - b. Networking of institutions,
 - c. Family relationships
3. Work with employers

⁴² Italy, Portugal, Spain, Greece, Hungary, Romania, Germany, UK England, UK Northern Ireland, The Netherlands

4. Staff training/ train the trainer:
 - a. Professional background and profile,
 - b. Training programmes and employee development
5. Responsibilities:
 - a. Who is responsible for education inside the prison
 - b. Who is responsible for vocational training inside the prison,
 - c. Who is responsible for resettlement/aftercare

In addition, information was collected about the opportunities and threats of Policy developments at national/regional level.

As explained, a lot of information has been collected and examples of good practice too. In order to create the best opportunities for social inclusion, it is important to try to decrease weaknesses and threats. Therefore an inventory is provided below, as background information for the workshop at the *Pathways to Inclusion* conference.

Inventory of the established weaknesses and threats

In order to develop a European picture of the situation of young offenders and juveniles in prison it is necessary to collect information about what is going on in the field: Questions of assessment, of education and training as well as coaching and aftercare come into play. Different tasks have to be fulfilled in diagnosing, treating and caring for juveniles to increase their chances for reintegration and desistance. Furthermore, for the implementation of good strategies it is highly relevant to train the staff, too. Also the organisational, political and financial aspects are of importance.

The information collected for the ExOCOP workshop generated a long list covering different aspects of the tasks:

1. Trainings/programmes/instruments

- Basic Skills Assessment Test; it preferences failure, does not go beyond a certain level of competency, reduces skills to a single competency (UK, Ireland)
- assessment tools do not calibrate, there is not a common tool (PT, GR)
- repeat assessment of young people is widespread and is de-motivating, besides it causes a lot of work (UK,ES, NL (you have to think in uninterrupted routings which start and end in society))
- there is not a structured/central policy for developing young offenders motivation or basic social competencies (UK, PT, GR)
- young people often have a range of complex needs and their needs must be tackled holistically and not in isolation from each other (UK)
- better assessment on capabilities of how to spend leisure time and housing has to be developed (NL)
- as young people tend to be in custody for a short time, qualifications are sometimes short qualifications and do not mean much in the outside world (UK)
- Transference between prisons means that courses are not seamless (EPEA, UK)
- difficulties in finding appropriate college places and suitable learning provision on release (EPEA, UK, IT, PT, NL)
- vocational training is constrained by the infrastructure of the custodial buildings staffing and only fairly small numbers of young people can participate at any one time (UK, IT, PT, GR, NL)

- when starting vocational training a lot of juvenile offenders hardly know how to read and write, do not have any qualification (UK,ES)
- day release can be difficult to organize and is not used as much as we would like. Governors sometimes see this as presenting a 'risk' (UK)
- gap between the training system and the world of work (IT, GR, NL)
- short stay of the young offenders in prison does not allow to spend much money for vocational training (IT)
- difficulties in combining the work needs and the security ones (i.e. the restriction of the use of internet (IT, NL)
- lack of artistic, musical materials, instrument (RO)
- housing, managing a budget etc: tend to be included in programmes of constructive activities/personal development' but are not nationally/regional prescribed (UK, IT, GR (no methodology),NL)
- most of the juvenile offenders are school drop outs, the way education is offered in prison has to be changed, new methodologies (NL, ES)

2. Transition management/resettlement/aftercare

- throughcare is difficult – transient population is difficult to trace. There is less support for those under a certain age in the community (EPEA)
- information transfer is a problem – and it does not always follow the young person automatically – resulting in problems in consistency of programme and support for young people (UK, IT, GR (lack of strong network), RO , NL)
- often there are difficulties in defining the margins/border between sectors and above all between the role of each one (IT, ES, NL)
- many young people are not in contact with parents or there is discontinuity in contact with parents (i.e. geographical distances) (EPEA, UK, IT, PT, RO)
- absence of programmes to facilitate the family interaction with the juvenile offender (PT)
- young men have few links to their own children (EPEA, UK)
- employers do not guarantee continuity after release (PT)

3. Work with employers

- current employment status for everyone (EPEA, NL)
- difficulties in the relationships and awareness of big companies and enterprises (IT,RO)
- absence of expected working skills, short work experience (PT)
- Civil Society sometimes find difficult to relate with 'the world of justice' because of preconceptions and stereotypes related to juvenile offenders (IT)
- lack of continuity in the inclusion programs since often they are connected to the individuals or to the supply of the different moments (IT)

4. Staff training / train the trainer

- staff do not always have the experience or training to work with young people (UK, ES)
- lack of professional profiles able to respond to specific offenders (IT, GR)
- lack of specific training programme (GR)
- difficulties in transition of knowledge from an individual to colleagues, lack of community of practice (IT, PT)
- need for strengthening a culture of collaborative work (PT,ES)
- conferences and training courses fees too high to be able to participate (RO)

5. **Responsibilities**

- providers of education are often detached from other professionals and those working outside Education in custody has not always benefited from all the schemes and innovations in schools and colleges, and it has been viewed as 'separate'(EPEA, UK, PT, NL)
- related to offer aftercare: changes in personnel unsettles young people (EPEA, UK, IT, NL)
- resettlement planning is harder when young people are held in custody long distance from home (UK, PT)
- lack of technical staff who's responsible for resettlement/aftercare (PT, GR, ES)
- lack of post-detention institutions (RO)
- the cooperation with local authorities: they could do more to prioritize meeting the needs of this group of young people (UK, NL)
- request for continuous 'negotiations' for the allocation of funds (IT)

6. **Policy developments on national/regional level**

- constrained by finances (UK, ES)
- lack of implementation of guidelines within the territorial intervention policies (IT)
- the high need of systematizing the modalities of cooperation and the implemented activities with the local referents (IT)
- discontinuation caused by changes in political orientations (PT)

Current issues and concerns to discuss during the workshop

- too little attention is placed on the age and stage (i.e. adolescence) of juveniles
- many of them have not had an opportunity to be 'children'
- many of them have been prevented from having a 'regular' school experience and activities such as job fairs, careers advice, knowledge about further education or employment
- well meaning professionals assume that the transition from custody to college or employment is seamless
- attitudes of employers prior to and beyond custody towards young people can be exploitative and unsupportive
- not only the juvenile offender has to be supported but the employer too
- the routes to social inclusion need to be tailor made for different target groups (i.e. short-term Juvenile Offenders, long-term Juvenile Offenders)
- active participation of the local authorities are of major importance for the social inclusion of Juvenile Offenders
- if possible Juvenile Offenders should be placed close to their homes; so that they can have frequent visits by their families
- prison deprives Juvenile Offenders of young people's means of communication (internet, chat sites and mobile phones) further isolating them from their peers,
- specific in-service-training should be provided for staff working with juveniles as this work demands a special way of managing and guidance. Perhaps there should be some kind of national qualification for working with juveniles in prison.

WORKING GROUP B2 – FOREIGN OFFENDERS AND OFFENDERS FROM A MIGRATION OR ETHNIC MINORITY BACKGROUND

The team coordinating this working group will be:

Luna Frank-Riley, Head of Diversity and Equality, HMP Manchester, UK

Angela Vegliante, Head of Grundtvig Sector, Unit P3, Education Audiovisual and Culture Executive Agency (European Commission), Brussels

Overview

One of the key aims of this conference is to underpin the rights of offenders to learning opportunities during their term of incarceration. This is considered to be an important factor to ensure a more successful resettlement and inclusion into society upon their release.

This paper seeks to elucidate on the issues regarding (a) Foreign National Prisoners and (b) offenders from an ethnic minority background. The context offered will attempt to capture general experiences and reflections which can have a cross national application.

Key Concepts and Data

(a) Foreign National Prisoners

Firstly there is a need to define who exactly we mean by Foreign National Prisoners (FNP). The word 'National' is included as it gives clarity to the definition to mean an individual whose passport is not of the country of incarceration. For instance, at HMP Manchester the listing of FNPs include prisoners who are from Spain, Greece, Pakistan, Mongolia, Morocco, Nigeria and Jamaica of which we have representation of approximately twenty five different countries. Often there is a geographical trend for FNP's which maps the drug and human trafficking trade. So the FNPs will come in waves, peak and subside as the border controls and customs security closes off loopholes and routes. The cycle of activity may shift to another country, thus repeating a similar type of prisoner but from a different country, language and culture.

It is important to understand the general profile of these prisoners in order to fully meet their educational needs. Often, many will not speak English (or the equivalent language of the host country), though some often do pick up street slang. A very small number will be fluent in spoken English but will flounder with written words and lengthy immigration border control documentation.

Keeping in mind as well, the level of literacy in their own language may vary from literate to illiterate so there actually is no specific profile of the general literacy level of the Foreign National Prisoner.

The cultural background of the Foreign National Prisoner will in the main be different. The most obvious areas are of Belief which may have an impact on diet and dress code. Less obvious factors may be to do with sexual orientation; for many countries where homosexuality is illegal, EU Member States become a haven for asylum on these grounds.

So, the most obvious tool of education for the Foreign National Prisoner will need to be to facilitate communication. Access to translated texts for general information about the prison regime and rules would be imperative for all FNPs. In addition, access to translator services for

legal documentation and legal visits would also be necessary to ensure that the rights of the prisoner were upheld.

However, for those with longer sentences, the role of education will become a tool for integration of the Foreign National Prisoner within the general prisoner population.

(b) Ethnic Minority Prisoners

Ethnic Minority Prisoners can either be described by race and by economic status and the both tend to be co terminus when they are in a prison setting.

In terms of economic status, Ethnic Minority Prisoners can be defined as being on the bottom of the social ladder, low personal income, unemployed, live in poor housing, less likely to have high educational attainment; and thus most likely to be represented at prisons across Europe.

In terms of Race or Ethnicity there are many representative groups.

The groups are: Romany Gypsy, Irish Travellers, and Native races i.e. 2nd and 3rd generation African, Indian, Chinese etc. now residing in EU states such as Britain. In Canada and US, the minority groups tended to African Americans, Hispanic/ Mexican and First nations people.

Looking at the European context, there are now ethnic minority groups which can be classed as Caucasian; namely the Irish Travellers and Romany Gypsy Travellers who have gained minority status under the Equality Human Rights Act in England. This adds to the complexity of the group, because it is no longer a homogenous sector of society as there are different cultural expectations.

For many travelers of both groups, literacy levels will be low. The itinerant lifestyle means that they have learned to survive economically wherever they live, but are often the subject of *hate crimes* when they move from city to city. This promotes a level of social isolation which means that they do not seek out basic health, social or educational services.

The other ethnic minority groups include the non-Caucasian races that may be second or even third generation African, Indian, Chinese and Caribbean descendants. This group is usually inefficiently linked together as BME or Black and Ethnic Minority. Unlike the Traveller group, BME prisoners will often have low to medium literacy level. They may come from inner city housing with all the attendant challenges for safety, access to health and social care, but will not be as isolated. On the contrary, they may be well organized and have support organizations for specific interests such as training, job clubs and the like. Depending on the ethnicity, for example, a 3rd generation Pakistani British Muslim prisoner may share a similar belief system to his Pakistani Foreign National counterpart, or he may not! A 2nd generation Jamaican British prisoner may wish to have access to Reggae music, but he may well prefer the *club mix* alongside his local Caucasian counterpart.

So the context for looking at the needs of ethnic minority prisoners now necessitates that prison officials look at the needs of Ethnic Minority Prisoners as they present – without making too broad an assumption.

Traveller and BME prisoners will have similar needs in terms of literacy and numeracy. Unlike their Foreign National counterpart, they will be able to access the services on offer much easier as they will speak the local language.

For this group, the chances for personal development are, *ceteris paribus* equal to their Caucasian counterpart. Both Traveller and BME Prisoners can where access is available, start at lowest literacy level and depending on the length of the sentence move on to higher levels of education. Much depends on budget and ambition of the prisoner.

National level policy and provision

At Manchester HMP (UK), many FNPs will have the chance to attend English as a Second Language (ESOL) at levels 1, 2 and 3. Attendance at this class helps the prisoner to live and work alongside other local national prisoners. Foreign National Prisoners who are serving long terms and who have achieved Level 3 of ESOL can thus become 'buddy' for other newly received Foreign National Prisoners. They can then provide informal translation activity on the wings, to facilitate communication between Officers and prisoners which in turn improves relations between prisoners and Prison Officers.

Future needs

There are still many questions which need to be answered in terms of the level of investment that could be made to ensure the educational needs of the Foreign National Prisoner. The merits of basic language are all understood, however investment in undergraduate level of study is rare.

In addition, the costs of providing translated prison documents could increase exponentially if left unchecked. Presently at HMP Manchester there is work to be done to decide which of the 150 prison documents such as policies, prison service orders, and reception booklets etc. could be translated and if this is done, should it be the full text of an abridged version. The cost for translation could spiral above what could easily be managed within the prison budget.

So what are some of the challenges of the future?

Firstly, there is a need for some common definitions to refine our references about Foreign National Prisoners and how their needs are met. The paper has shown that they may share a cultural / belief system with some BME prisoners. However the way that they will access education will be different to their BME counterpart. To depend on visual definitions i.e. Caucasian / non-Caucasian will not work as it is now proven that there will be some Foreign National Prisoners who will also be Caucasian.

Secondly, there is a need to refine the definition of Ethnic Minority Prisoner. The old thinking of ethnic minority as different race and culture is being slowly eroded as 3rd and 4th generation become integrated and view themselves as being indigenous and neither immigrant nor foreign. With the acquisition of minority status by Irish Travellers; race and colour becomes less of an issue and it is now more about economic status and access to life opportunities. Thus it is suggested that the education services delivered will need to meet first the academic and creative needs but take a cultural context for subject matter and delivery.

Thirdly, Foreign National persons end up in prison because of an infringement of one law or another of the host country for which they have been committed to serve a sentence over a period of time. They may also have been detained, or awaiting the outcome of an application for asylum or refugee status. While they are in prison, there is another type of education which needs to happen which concerns getting the Foreign National Prisoner to understand about their status, their rights and how to work with the immigration law of the country. This requires knowledge of very complex legal immigration issues and often in a short space of time. How do prison staff deal with this issue and what resources need to be in place to assist the Foreign National Prisoner managing the situation within a context of experiential learning?

At most prisons in England there are prison officers who will also have the role of Foreign National Officer within the prison. They have a responsibility to get to know who the Foreign National Prisoners are; listen to their concerns, arrange for immigration official visits (in England it would be UK Border Agency) and assist with the processing of necessary paperwork. This proves to be a more positive method of dealing with Foreign National Prisoners; so that they in turn learn through experience how to manage their immigration status within prison and have a better idea about what happens upon release.

Finally, while this discussion focuses on the learning needs of the Foreign National Prisoners, it is also essential to still pay due regard to translation and access to translators. For legal purposes it is suggested that approved translators are used in situations when dealing with immigration officials and legal advisors. On an informal level, Foreign National Prisoners often meet up with other prisoners who may speak the language and efforts are made to keep the groups together. On one hand this is helpful in ensuring good prisoner relations; however there is a counter argument that by housing all foreign national prisoners together, this could also have a negative effect in that they could become marginalized from the general prison population.

At HMP Manchester there has been a pilot programme to offer foreign languages for staff to be able to communicate with foreign national prisoners. The challenge would be to sustain such a language programme and the range of languages that would need to be delivered for training and ongoing support to prison officers.

WORKING GROUP B3 – FEMALE OFFENDERS: A NEED FOR GENDER EQUALITY STRATEGIES

The team coordinating this workshop will be:

Renate Wielpütz, Director, Frauen ComputerZentrum Berlin, Germany

Gabriele Grote-Kux, Ministry of Justice, Berlin and Chair of the Federal Working Group on Female Detention, Germany

Urszula Nowakowska, President, Center for Women's Rights, Poland

Overview

Prison systems are geared towards male prisoners and tend to ignore the different life situation and problems of women who are a small, though growing, proportion of people held in prison. The main areas of concern are professional and social reintegration, healthcare and the situation of mothers with children.

Women in prison face discrimination with regard to access to work, education and training facilities which are often insufficient and rarely adapted to the labour market needs.

Key data

Women in Europe constitute an average of roughly 4.5% to 5.0% of the total prison population (from 2.9% in Poland to 7.8 % in Spain).

Statistics on women prisoners suggest a generally low level of education and a professional skills gap. In the UK for instance, 47% have no educational qualifications. Whilst 2% of the general population have been excluded from school, 33% of sentenced women prisoners were excluded from school. If the time spent in prison is to be used to prepare the inmates for a more stable life after their release, education should be an important tool in that purpose.

European Context

In 2007, the European Parliament asked the Member States to **incorporate gender equality into their prison policies and detention centres and to take greater account of women's circumstances** and the often traumatic past of women prisoners, in particular through awareness-raising and appropriate training for medical and prison staff and the re-education of women in fundamental values. The report of the European Parliament Committee on Women's Rights and Gender Equality can be found at the following link: <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+REPORT+A6-2008-0033+0+DOC+XML+V0//EN>.

It is intended that the workshop input and discussions will focus on the need for new gender equality strategies in the EU prison policies and good practice of gender equality measures in prison education and training approaches from different Member States.

The proposed workshop agenda can be found in Annex 1.

National level policy and provision

Because of limited resources (staff and finance) prisons in Europe are not able to compensate for all educational and skill gaps but should at least offer all prisoners the possibility to acquire the basic educational skills that are necessary for their future social reintegration.

In many European prisons a division is observed between vocational training for women and the demands of the labour market. Most prisons offer a *feminised job training limited to the development of the skills and abilities traditionally attributed to women in the cultural and societal female role* (dressmaking, hairdressing, cleaning, textiles, embroidery, etc.). These low paid activities do not receive a highly valued response in the labour market and thus may favour the perpetuation of social inequalities as well as undermine social and professional integration.

During this workshop, two national perspectives will be presented: the UK (Sharon Walker) and Germany (Gabriele Grote-Kux). For Germany, the focus will be on Berlin because policies and provisions in Germany are decided and implemented at regional level.

Future needs

The penal system for women needs to be recognised as independent from the system for men. The system needs to be delivered in a holistic manner, meeting the needs of women in terms of their security, the planning and implementation of all support measures, education and reintegration.

Questions for discussion

It is suggested that three categories of questions should be discussed:

- Need for change of structures/organizational development in prisons
- Need for personnel development
- Need for change in terms of education and training for female prisoners

Further reading

Home Office (UK), Gender differences in offending: implications for risk-focused prevention.

Internet: <http://www.homeoffice.gov.uk/rds/pdfs2/rdsolr0904.pdf>

Gender Mainstreaming im Strafvollzug, Prison Portal. Internet:

http://prisonportal.informatik.uni-bremen.de/knowledge/index.php/GM_im_Strafvollzug

Gender Mainstreaming, Prison Portal. Internet: http://prisonportal.informatik.uni-bremen.de/knowledge/index.php/Gender_Mainstreaming

Juliane Zolondek: Lebens- und Haftbedingungen im deutschen und europäischen Frauenstrafvollzug, Seiten 233-249; Forum Verlag Bad Godesberg 2007

Dr. Claudia Kestermann in „Reader – Internationale Studie zum Frauenstrafvollzug“ Seiten 29-41; 2005 Universität Greifswald/Lehrstuhl für Kriminologie

Knoll, L.: Frauen im Abseits - Leben hinter Gittern; LIT-Verlag Hamburg 2007

Jäger-Busch, M./ Baumann, C.: Tagungsbericht "Neue Ergebnisse der Frauenvollzugsforschung" in BAG-S Informationsdienst Straffälligenhilfe (2005) Jahrgang 13 Heft 3 Seiten 38-40

"Gender differences in offending: Implications for risk-focussed prevention" Home Office online report 09/04 by Farrington, D.P, & Painter, K (2004) would be useful further reading.

Another interesting read by the Home Office (although the data is a few years old now is: Home Office Research Study (2000) HORS 208, "Women Prisoners: A survey into their work and training experience in custody and on release". This can be found at www.homeoffice.gov.uk/rds/pdfs/hors208.pdf

Regarding the issue of violence, the following would be useful for further reading:

Tackling Domestic Violence: effective interventions and approaches, Home Office Research Study 290, 2005

Alcohol and intimate partner violence: key findings from the research, Findings 216, 2004

Domestic violence offenders: characteristics and offending related needs, Findings 217, 2003

Homicides, Firearm Offences and Intimate Violence - 2006/07 Supplementary Volume 2 to Crime in England and Wales 2006/07, Home Office Statistical Bulletin 03/08, 2008

Examples of good and interesting practices at national and European level

The Background paper on Equal projects, 'Learning for resettlement and reintegration' refers to a number of experiences that across Europe have been successful in dealing with vocational training of prisoners. European examples from the Grundtvig and Leonardo da Vinci programmes are included in the compendium of projects and the background paper for Working Group Series C.

Dokumentation der Veranstaltung "Das Ungerechte an der Gerechtigkeit – Gender Mainstreaming: eine Chance für den Umgang mit straffälligen Frauen" – Berlin 2007

MEMBER (Media Competences and Qualification Modules in Pre-vocational Training) seeks to facilitate the transition from school to training and to employment, in particular for young (ex)-offenders, both male and female, within the German Federal States of Brandenburg and Berlin. Project activities are also targeted at promoting equal opportunities for men and women. Gender mainstreaming has been applied through the project to ensure that the gender dimension is integrated into project planning, implementation, monitoring and evaluation.

Further information can be found at: http://ec.europa.eu/employment_social/equal/practical-examples/opport-07-member_en.cfm

Modularisation in Female Prisons (Modularisierung im Frauenvollzug) aims to improve the integration of young women (juveniles and young adults) in prison everyday life, as well as to improve their professional and/or academic orientation. Project participants receive individual preparation for vocational training or employment opportunities through modular training in the fields of media and social competences, cultural technology and have access to individualised didactic guidance and support.

Further information can be found at: http://www.berufsvorbereitung-medien.org/index.php?option=com_content&task=view&id=17&Itemid=54

PASSAGE - Transition Management in Female Prisons (PASSAGE - Übergangsmanagement im Frauenvollzug) aims to develop new ways of better integrating ex-offenders released from prison. The project will run between 2009-2011 in two prisons in Berlin for female and juvenile offenders. As part of the project, a competence centre has been established in each prison and will develop new exemplary basic approaches to ensure individualised integration planning for women and juvenile offenders in prison. A key aspect of the project is the provision of qualification and training options for prison staff and offenders. In addition, the project seeks to establish an 'Integration of Ex-Offenders' network to promote regular cooperation between prisons and other important external actors.

Further information can be found at: <http://www.fczb.de/275.html>

KEYS – Innovative models to integrate learning and working in adult prisons, is coordinated by the FrauenComputerZentrumBerlin e.V. in cooperation with partner institutions from Austria, Denmark, Latvia, Malta and Spain. The project seeks to increase the participation of male and female prisoners in lifelong learning through the use of modules linking individualised learning with work offers or through work integrated learning in prison institutions. In short, the project is centred around the strengthening of key competences.

Further information can be found at: <http://www.fczb.de/keys.html>

Workshop Agenda

Facilitation: Renate Wielpütz

- Input 1: National level policy and provision (examples):
Sharon Walker, National Offenders Management Service (UK), Women's Team
Gabriele Grote-Kux, Berlin Ministry of Justice
- Input 2: Situation of women in prison in Poland with a special focus on gender based violence
Urzula Nowakowska, President of the Women's Rights Centre, Poland
- Input 3: Gender equality: a dual approach and its implementation in the prison system
Renate Wielpütz, FrauenComputerZentrumBerlin e.V.
- Input 4: Implementation of Gender Equality policy in Federal State of Berlin
Gabriele Grote-Kux, Berlin Ministry of Justice
- Input 5: Implementation of Gender Equality policy in the UK
Sharon Walker, National Offenders Management Service (UK), Women's Team

Followed by discussion of strategies and recommendations

WORKING GROUP B4 – LONG-TERM OFFENDERS

The team coordinating this workshop will be:

Valentina Petrova, Lovech Prison, Bulgaria

Colm O’Herlihy, Director for Education, Cork Prison, Ireland / Cormac Behan, Irish Prison Education Association

Laura Kikas, Head of Social Department, Tallinn Prison, Estonia

“The degree of civilisation in a society can be judged by entering its prisons!”

Dostoevsky

Overview

The new political, social, economic and legal frameworks in which the national prison systems function are becoming internationalised. Prison sentences are becoming longer in every country across Europe. There are more and more people serving longer terms than ever before and this trend looks set to rise. Therefore it is essential to provide focused educational programmes for those serving longer sentences. Helping these inmates to gain an education and start a new life has proved to help to reduce recidivism rates, saving huge amounts of public money. This workshop topic concerns the sentenced offender and the ordinary citizen, which is why it is such an important topic to discuss.

Key Data

There is no legal definition of a long-term prisoner. It is hard to compare data from different European countries, because of the different understanding of the term “long-term”. Long-term sentences range from several months to life; a long-term sentence is defined as more than six months in the Netherlands; 18 months in Norway; four years in the United Kingdom and ten years in most East European countries.

The population of prisoners serving long-term sentences consists of people sentenced for more serious crimes. This requires flexible and dynamic security within the prisons. The impact of prison regimes upon the educational environment is especially important for long-term prisoners who need not only stable and secure prisons but also positive learning environments. This requires the co-operation and support of prison management and prison officers.

European Context

The following trends in policy and practice have been identified in the framework of the *Virtual European Prison School (VEPS)* project⁴³:

- The Irish model, which is based on education and arts programmes and personal development programmes. This requires the development of a holistic approach to education and emphasises the adult education approach as a framework for prison education. At different stages of an individual’s sentence they may require different types

⁴³ <http://www.prisoneducation.eu/>

of courses/subjects. For example, as prisoners approach the end of their sentence, pre-release courses may be an appropriate programme to be provided by the education centre within the prison. This also requires co-operation with prison authorities and possibly linking up with post-release education centres.

- The Norwegian model, based on use of the Internet. The use of Information and Communications Technology (ICT) is an essential learning tool in education for the general public outside prison. If the ideal is a policy of normalisation, then the facilities available to non-prisoner students should also be available to students inside institutions. This is particularly important for long-term prisoners as many may never have used the internet or other forms of virtual social communication. In addition, ICT skills are of notable importance and in particular have growing importance for civic engagement and social activities.
- The Swedish distance learning system, which offers over 800+ courses. This could be examined to explore the possibility of facilitating access to courses to prisoners. However, the use of the internet is required for these programmes but should not be used to reduce, or in lieu of the contribution of teachers in prison education.

The VEPS project clearly showed that more action and support is needed on a European level and also that a strong European organisation can play a crucial role in initiating the appropriate actions.

The European Prison Education Association (EPEA) is committed to the development of prison education in Europe, the exchange of best practice and the development of evidence-based policies. The EPEA holds conferences every two years and provides discussion forums on all aspects of prison education of common concern. The EPEA also sits on the NGO Panel of the Council of Europe and participates in discussions on the development of wider prison education and correctional policies. The EPEA has also contributed to international conferences on the issues of prison and correctional education. Further details are available at www.epea.org.

National Level Policy and Provision

Two examples help to demonstrate the differences of national level policy and provision:

1. The first prison school in Bulgaria, Lovech Male Prison, opened in 1966. Over the following five years, schools were established in each of the twelve Bulgarian prisons. From that point forward, prison schools delivered formal education based upon the curriculum and methodology of classes in schools outside prison. The prison schools issue certificates and diplomas equal to the national standards. The key role of the Bulgarian prison administration in the development of prison education should be noted as good practice, and this practice differs from many of the European prison systems. Unfortunately, this excellent initiative, which began twenty three years before the creation of the Recommendation No. R(89) 12 on prison education of the Council of Europe, is inadequate today as it does not recognise the age, nor informal/ non-formal experiences, or the individual learning needs of prisoners.

Lesson learned: Without updating and modernising the original system and implementing effective strategies to best meet the learner's needs, even the best system is unable to function in the long term.

2. The Irish Prison Education Service is provided by various Vocational Education Committees (Local Education Authorities), the Open University, and the Public Library

Service in co-operation with the Irish Prison Service. The four objectives of the Irish Prison Education Service are to:

- help people cope with their sentence;
- achieve personal development;
- prepare for life after release;
- establish the desire and capacity for lifelong learning.

The Irish Prison Education Service employs a liberal adult education model with voluntary student participation, a broad curriculum, student autonomy in subject choice, student identification with their own needs and an emphasis upon meeting the specific educational needs of all students.

The existing prison education provision needs to be constantly improved and updated in each European country. Prisons need systems for diagnosing offenders' individual learning needs more quickly and accurately. It is important that national strategies on education are combined with a strategy for rehabilitation.

Future Needs

While the current policies and practices vary from country to country, there are common effects upon individuals who are deprived of their freedom for longer periods, such as depression, frustration, etc. The educational level of offenders is usually reported as being very low. Since long-term prisoners lack basic skills like the majority of the prison population, it is essential to consider the extent to which short-term training programmes can meet the needs of this category of prisoners.

There needs to be an evaluation of the needs of long-timer prisoners since their learning needs are very complex. In most cases, there is a lack of a national strategy on prison education and/or system for recording offenders' progress. The allocation of greater resources for education and training for those who are held for longer periods raises economic, social and political issues for governments and policymakers. Prison systems differ throughout Europe and as prisoners are not a homogenous group, there needs to be extensive research undertaken to determine the needs of long-term prisoners as a group. This might be undertaken by an EU project with EPEA involvement to help in developing a comprehensive and evidence based approach to the issue of long-term prisoners.

Questions for Discussion

In addition to the issues identified above, the following questions are suggested for discussion:

- Do long-term prisoners experience specific problems/issues? (Mental health issues, physical health issues, difficulties in sustaining relationships with family and peers, pronounced need for upskilling and retraining for employment). Do they have specific or unique educational needs? How do these needs differ from the needs of other prisoners? How can educational provision be adapted to the needs of long-term prisoners?
- How do we structure the debate on public finances and the development of prison education?
- What is the role of post-release educational centres in providing continuity for prisoners approaching the end of their sentence and in the immediate post-release period?
- Is it necessary for teachers and trainers to receive specialist training to deal with long-term prisoners?

Further Reading

The following websites could be of interest to participants in the working group:

www.epea.org

www.ipea.org

www.ceanational.org

www.acea.org

www.panproject.org

www.coe.int/t/e/legal_affairs/legal_co-operation/prisons_and_alternatives/legal_instruments/List_instruments.asp#TopOfPage

www.inspectorofprisons.gov.ie

www.pesireland.org

The following publications may also be of interest:

Bennett, P. (2006), 'Governing a Humane Prison', in Jones, D., ed., *Humane Prisons*. Oxford: Radcliffe Publishing.

Cavadino, M. & Dignan, J. (2006), 'Penal Policy and Political Economy,' *Criminology and Criminal Justice*, 6: 435-56.

Cooke, D. (1989), 'Containing Violent Prisoners: An Analysis of the Barlinnie Special Unit', *British Journal of Criminology*, 29(2): 129-43.

Coyle, A. (2008), 'The Treatment of Prisoners: International Standards and Case Law', *Legal and Criminological Psychology*, 13: 219-30.

Faulkner, D. (2003), 'Taking Citizenship Seriously: Social Capital and Criminal Justice in a Changing World', *Criminal Justice* 3(3): 287-315.

Irwin, J. and Owen, B. (2005), 'Harm and the Contemporary Prison', in Liebling, A. & Maruna, S., eds., *The Effects of Imprisonment: Pathways to Offender Re-integration*. Cullompton: Willan.

James, E. (2003), *A Life Inside: A Prisoner's Notebook*. London: Guardian Books.

James, E. (2005a), *The Home Stretch*. London: Guardian Books.

Jones, D. ed. (2006), *Humane Prisons*. Oxford: Radcliffe Publishing.

Levenson, J. & Farnat, F. (2002), 'Unlocking Potential: Active Citizenship and Volunteering by Prisoners', *Probation Journal*, 49: 195- 204.

Examples of Good Practice at National/European Level

Please see the background paper on Equal projects ('Learning for resettlement and reintegration'), the background paper for Working Group C and the 'Compendium of projects' for examples of projects supported by EU funding.

WORKING GROUP B5 – SHORT-TERM OFFENDERS

The team coordinating this workshop will be:

Per Thrane, Coordinator of Prison Education, Odense Area, Denmark

Linda Pizani-Williams, Director, European Institute of Social Services (EiSS)

Overview

It is very difficult to define what 'short-term' is. For some a short term is a day/week, for others it is a month, for others it is anything less than two years. 'Short term prisoner' refers to a wide range of prisoners that all need special attention, e.g. prisoners in remand, juveniles, abusers of drugs and alcohol, women, foreign nationals, mentally ill persons etc.

They all need special attention and cannot be handled as one single group.

We need to know:

- How do we plan and provide education for short-term prisoners in all categories?
- What kind of development do we need to promote?
- How do we get short-term prisoners effectively back into society?
- Awareness of effects of short-term imprisonment.

Key concerns for educators

- In a short period it is often more difficult to offer a course/education service. Those who are in prison for a short period of time (say less than 6 months) do not usually go to school/education, but do sometimes involve themselves in Art/Music/Crafts etc. It can be difficult to persuade a 'short-term' prisoner of the usefulness of education when they will only access it for a limited period.
- Juveniles should be given the opportunity to continue their normal schooling if they are under age, even if they are serving a very short sentence. It is important not to 'interrupt' their educational career. Validation of prior learning is particularly important for short-termers.
- Short-term prisoners often tend to be 'returners'. The revolving door syndrome is seen here. The main problem is: what does one do with them? Does one repeat the same things, including the same initial tests all over again? How realistic is it to simply pick up where you left off, particularly if you have a room full of other prisoners following a particular course?
- Job coaching/seeking is a realistic possibility for short-term inmates and it should be complemented by Personal and Social Education. Short, modular courses can be delivered to those serving short sentences.

Key data

Tabel 2.6. Fordeling af fængselsdomme på strafflængder

Strafflængde	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
0-3 mdr.	4.204	3.691	4.130	5.506	6.058	6.263	7.035	7.122	5.108	5.213
4-7 mdr.	1.614	1.448	1.405	1.480	1.624	1.639	1.652	1.696	1.474	1.453
8-11 mdr.	583	564	498	515	561	577	645	602	590	545
12-17 mdr.	476	370	371	414	422	436	491	433	449	453
18-23 mdr.	202	191	184	236	251	241	269	252	226	243
24-47 mdr.	307	335	302	432	399	389	440	413	348	345
48 mdr. og derover	168	138	155	172	183	176	189	184	196	171
I alt	7.554	6.737	7.045	8.755	9.498	9.721	10.721	10.702	8.391	8.423

The statistics above⁴⁴ show the development of prison sentences in Denmark over time. In 2008 the number of prison sentences less than 3 months was 5.213 out of 8.423, which shows that about 62% of all of those sentenced to prison in Denmark were given a short-term sentence.

The figures alone signal the need for special attention to be paid to this group of prisoners. The group of short-term prisoners is likely to be very high in the rest of Europe.

European Context

Short term prisoners are not mentioned especially in European recommendations or reports other than by numbers in statistics, but the same goes for prisoners that fall into categories like remand or juvenile prisoners.

It is mentioned in the European Prison Rules that these apply to all prisoners on remand and that they shall be kept isolated from other prisoners⁴⁵.

Staff who work with specific groups of prisoners, such as foreign nationals, women, juveniles or mentally ill prisoners, etc., shall be given specific training for their specialised work⁴⁶.

A wide range of recommendations for juvenile prisoners dealing with the right to education, social recreation and sports are given by the United Nations and the Council of Europe⁴⁷.

Future needs

The general trends put pressure on education of prisoners and set the scene for what is possible. Here are some general trends to consider⁴⁸:

- There is a risk that the trend is towards stricter rules for serving sentences that can affect education of short-term prisoners, although the problems call out for action, because of
 - populist politics
 - dissociation of the public from minority groups
 - conflicts between the inmates
- There is a risk of a move from treatment to pure imprisonment
 - because of lack of funds;

⁴⁴ Kriminalforsorgen Danmark Statistik, 2008

⁴⁵ European Prison Rules, 2006, § 10,1

⁴⁶ European Prison Rules, 2006, § 81,3

⁴⁷ EPEA.ORG, http://www.epea.org/index.php?option=com_content&task=view&id=216&Itemid=266

- because of lack of belief in treatment among the public and politicians.
- There is a risk of poorer physical conditions
 - because of economics and the increase in the number of inmates;
 - because of populist politics

Questions for discussion

Issues to be considered in discussions

- Promote a policy to find alternatives to short-term prison sentences – such as community work, tagging, etc.
- Endorse a policy of continuing the education programme one might be in outside prison while incarcerated for a short period of time.
- Need to convince 'short-term' prisoners of the usefulness of education. How do they think about education, and how do we implement their thinking in our work?
- Provision needs to be modified to make education a realistic and practical possibility.
- Ensure resettlement planning includes other needs such as accommodation, health provision, debt counselling and family support.

⁴⁸ Beyond 2000, Perspectives, New Horizons by W Rentzmann

WORKSHOP B6 – OFFENDERS WITH SPECIAL LEARNING NEEDS OR MENTAL HEALTH PROBLEMS

The team coordinating this workshop will be:

Jorge Monteiro, Head of Unit "Treatment", Portuguese Prison Service

Éva Turós, Grundtvig National Agency, Hungary

Overview

Whilst most societies feel that their recidivism rates are very high, this is difficult to demonstrate statistically due to the ineffectiveness of methodologies of data collection and analysis. Recidivism is considered as a mark of failure of the 'system', both collectively as well as from an individual point of view.

A key part of the rationale for intervention with prisoners and other offenders is that education should help to reduce recidivism, whether through specific training programmes, through enhancing general skills and qualifications or because participation in learning can give offenders a sense of respect for themselves and for others.

The cognitive-behavioural model of intervention with offenders has been the prevailing model of offender rehabilitation and delinquency prevention over the past thirty years. Many programmes based on this model have yielded reductions in re-offending among a wide variety of types of juvenile and adult offenders.

Criminological research has not only identified the 'risk factors' that put the individual at risk of developing an antisocial lifestyle, but has also identified protective factors ('pro-social growth factors') that lead individuals to refrain from antisocial behaviour. Such research yields an understanding of how we can help individuals who engage in antisocial behaviour to develop new pathways that will engender pro-social feelings rather than antisocial feelings, thoughts, attitudes, values and behaviours.

Mental health is a major issue for offender intervention planning, mainly because it requires special attention to the multiple problems many of them face; in many cases these are linked to alcohol and drug abuse. Developing health capabilities is a significant learning challenge for the population as a whole, and in particular in the prison context. We believe that it has particular implications for recidivism prevention and for the reintegration process of offenders.

There is a great difference between 'offering' an offender the means for a successful reintegration and 'imposing' a plan; this is inadequate, outdated, non-motivational and goes against the offender's will.

Intervention with offenders should be based upon a risk/needs assessment that is systematic, rigorous, reliable and thorough, and which takes into account every risk / criminogenic factor and which can, in parallel, assess and position the individual within his/her change process i.e. assessing his/her motivational stage when faced with each area/issue. This modern methodology is appropriate for efficiency and effectiveness and contributes to the reduction of reoffending rates and to the creation of a fairer, calmer, and ultimately, a safer society.

Key data

According to *Crime and Lifelong Learning*, an IFLL Thematic Paper (Scotland, 2009, available at www.niace.org.uk), the levels of mental health problems in the UK prison population are exceptionally high. Research shows, depending on what measures were used, that around 70% of prisoners in the UK have a mental health problem.

This report also identified that at any one time, around 10% of the UK prison population have serious mental health problems. It noted that in 2007, 10% of men and 30% of women were found to have had previous psychiatric admissions before entering prison.

The report goes on to state that the level of psychotic disorder amongst offenders in the UK is between 14 and 23 times greater than that of the general population. Further, the prevalence of alcohol and drug abuse/dependence in male and female prisoners is far higher than in the general population. High proportions of prisoners are convicted of drug offences (26% of all female prisoners), whilst many other offences are linked directly to drugs or alcohol. In nearly half of all violent crimes reported to the 2004/2005 British Crime Survey, the victim believed the attacker to be under the influence of alcohol (this figure was 18% for those believed to have taken drugs).

According to the IFLL thematic paper, alcohol misuse is associated with many crimes. In Scotland, 34% of prisoners have indicated that their drinking was a problem outside of prison, and 44% indicated that they were drunk at the time of offence. Among female remand prisoners, 40% report having injected drugs, 34% of which inject regularly.

There are also several other studies reporting quite high prevalence of attention deficits among prisoners, either as a consequence of ADHD or following on from drug abuse, withdrawal from drugs, or following other mental problems (several authors mention male depression manifesting itself in the individual who may be agitated, irritated, abuse drugs or alcohol or have with impaired concentration and memory).

Signs of ADHD are common and reported in 60 to 70 percent of different samples of different ages (juveniles and adults), and from several countries (Sweden, Germany, Norway). Lack of appropriate treatment (medication) could have consequences for education, and could also be related to the negative perceptions of earlier school experience (early starters/life persistent antisocial behaviour).

National level policy and provision

Many individuals with mental health problems benefit from treatment to help them to manage their symptoms. However, those individuals, who in addition to their mental health problems, evidence disruptive, antisocial or criminal behaviour, require treatment that not only targets their mental health problems but also that specifically targets their antisocial behaviour.

Historically, most treatment programmes for such individuals, including offenders with mental health problems, have been treatments that have not consistently or proportionally applied criteria such as the impaired cognitive, emotional, social skills and values of this population that underline their antisocial lifestyle. These characteristics impede their progress in rehabilitation, vocational advancement, educational achievement and pro-social development.

Many individuals with mental health problems lack a level of pro-social competence that would enable them to cope in both institutional and non-institutional settings. Many exhibit specific problems in their intellectual functioning such as poor attention control and processing speed. Deficits in memory and executive functioning are common, resulting in difficulty recalling verbal

and visual information, poor organisational ability, poor planning ability, impulsivity and poor response inhibition.

Many individuals with mental health problems evidence the same cognitive characteristics that have been identified in individuals who engage in antisocial behaviours, including adolescent and adult criminal offenders, which means that for these specific risk factors, we should address programmes with the same rationale as those addressed to offenders without mental health problems. However, similar to individuals who engage in antisocial behaviour, offenders with mental health problems are resistant to treatment, although they may have been involved in many programmes throughout their lives. Resistance to treatment is an essential aspect that should be considered by anybody who interacts with offenders. Despite being seen, by many, as an obstacle to change, it is only reflective of the relationship established with the offender or the adequacy of the suggested plan. One of the main causes of the resistance to change is the misidentification of the individual's motivational stage, due to errors in the assessment of the individual's motivation and 'internal scales' for advantages and disadvantages of the change.

According to Prochascka and DiClemente (1982), resistance can be a sign that the strategies or techniques being used are inappropriate for the individual's stage of change. They indicate that human motivation is often understood as an immutable characteristic of the individual and that very little can be done to overcome this obstacle that would immobilise the individual. Motivation is beginning to be understood as a dynamic variable that can be subject to mutations. This new perspective creates the possibility to manipulate motivation, thus creating the conditions to enable change. Prochascka and DiClemente believe motivation is a cycle with several stages, and during and throughout any change process, the individual can be in any stage. Therefore, being a dynamic stage of the individual, the risk/needs assessment process should also include and assess an individual's motivational cycle stage and, accordingly, provide information on the adequacy and definition of intervention priorities for those areas/issues, thus adjusting strategies and decision-making to the intervention's outcomes.

Responsiveness to assessment is therefore a process of refining the accuracy of the violence risk assessment, predictive precision and usefulness of its outcome, since it determines the individual's motivation, accessibility and interest in change, individually considering each area/issue or risk factor/criminogenic need. Therefore, it enables intervention priorities to be established i.e. it adjusts the intervention according to high risk factors/needs and according to the individual's accessibility and motivation for change.

Topics for discussion

1. Diagnosis verses Risk and needs assessment
2. Establishing a responsive, individual rehabilitation plan
3. Link between education and treatment
4. Individual verses group intervention
5. Assessing and monitoring the results of the offending behaviour programme

Further reading

Andrews, D. A. (1995). *The psychology of criminal conduct and effective treatment. What Works: Reducing reoffending*. Edited by James McGuire. West Sussex, England: John Wiley & Sons.

Andrews, D. A. & Bonta, J. (1998) *The psychology of criminal conduct* (2nd ed.) Cincinnati, OH: Anderson Publishing Company.

Prochascka, J.O.; Diclemante, C.C. (1982). *Transtheoretical Therapy: Toward a More Integrative Model of Change. Psychotherapy: Theory, Research and practice*. Rehabilitating rehabilitation: Neurocriminology for Treatment of Antisocial Behaviour. Cognitive Centre of Canada.

www.safeground.org.uk/courses_familyman.php

www.storybookdads.co.uk

www.rapt.org.uk/

http://pso.hmprisonservice.gov.uk/PSO_3630_carats.doc

www.unlock.org.uk

Examples of good and interesting practices at national and European level

European level examples

There are many programmes which provide offenders who have mental health issues with opportunities to enhance their capacities. Examples of European-funded projects supporting this specific target group can be found in the 'compendium of projects' prepared for the *Pathways to Inclusion* conference.

Two projects funded by the Grundtvig programme, which may be of particular interest are:

ADHD in prison education (Grundtvig)

This project aimed to find ways of better supporting offenders with Attention Deficit Hyperactivity Disorder and by that improving their quality of life. Project partners sought to widen and improve general knowledge about ADHD, exchanging experiences as well as teaching methodologies, and carrying out research on the topic.

The project commenced in 2003 and was led by the Ringerike prison branch of Hønefoss videregående skole in Norway. With a focus on Attention Deficit Hyperactivity Disorder (ADHD), the project served to draw attention to the challenge of psychiatric problems in prison populations both in Norway and the partnership countries. The main aim was to find out in what way the health, welfare and school departments can cooperate in finding ways of achieving improvement for offenders with ADHD and by that improve their quality of life. Project partners sought to widen and improve general knowledge about ADHD, exchanging experiences as well as teaching methodologies, and carrying out research on the topic.

Partners felt that the project was a success and had led to pioneering work in relation to the topic. Furthermore, partners found it a *"fascinating and inspiring experience in international work"*⁴⁹. The project work also resulted in several conferences, seminars and lectures.

Game On⁵⁰ (Grundtvig)

The Game On project aimed to create e-learning materials and e-games in small, accessible units, to improve personal development and work sustainability skills in prisoners and ex-

⁴⁹ Quote taken from project 'matrix'

⁵⁰ <http://gameon.europole.org/>

offenders, including additionally marginalised groups of prisoners, i.e. deaf prisoners and those who are learning disabled.

One of the project aims was to ensure that the target audience was engaged in all stages of the design, implementation and evaluation of the new e-learning materials. Partners wanted to make sure that the products they developed were tailored to the learning preferences of their target audience. They therefore created a 'Network Plan' identifying key stakeholders and end users in each country. These networks were used for design consultation, product testing and piloting.

The project led to a number of outputs for both learners and trainers. An additional outcome was a dedicated project conference in Interactive Technologies, creating a new network for valorisation with accompanying Conference Papers for this and other conferences.

As part of the EQUAL project 'BABE', offenders with mental health and substance misuse problems were provided with training.

BABE (*Bildung, Arbeit und berufliche Eingliederung im Nordverbund*), Equal

The 'Rehabilitation' sub-project of the BABE (Education Training, Employment) Equal DP organised special training for certain target groups of offenders: mostly those with substance (drug) misuse problems, mental problems and a very low employability due to capacities or behaviour, problems with concentration etc. The aim of the project was to support the beneficiaries to access working life.

The project was composed of three main strands of activity: occupational therapy, art therapy and work experience. The aim of occupational therapy is to enable the beneficiaries to improve their social, work-specific and life-oriented skills. Art therapy helps them to develop new perspectives. Work experience helps them to prove their skills in a realistic setting.

After an initial analysis of their needs, the beneficiaries first attended full-time occupational therapy or art therapy, in order to stabilise the beneficiary, to enable them to gain competences and to re-learn how to learn. After this, they attended workshops to train them in work ethics, learn about work and develop basic work skills such as action planning and stress management.

National level examples

Here are some examples from the UK, which have been taken from the aforementioned NIACE report on crime and lifelong learning:

Storybook Dads

Prisoners are recorded telling a story with the use of a microphone and a mini-disk recorder. The story is downloaded onto a computer and any mistakes are edited out. Music and sound effects are added (from a database) and the final story is put onto a CD. Poor readers (or even non-readers) are not excluded from the scheme. Since the scheme's inception in 2002 over 1,700 prisoners have participated in UK.

Tackling substance abuse

Kent Drugs and Alcohol Team offers a Certificate in Community Justice Programme, which provides a pathway into education, training and volunteering/employment, including ex-service users, some of whom are themselves ex-offenders. It thus enables experience of abuse to be

turned to positive use. It is a 'practice-based qualification'. It is run in an FE college, demonstrating the distinctive inclusiveness of the college sector.

Counselling, Assessment, Referral, Advice and Throughcare Services (CARATS)

Provides initial assessment following referral; advice to prisoners with substance misuse problems; liaison with healthcare, both in prison and in the community; care plan assessments; one-to-one counselling and group work services; assessment for intensive treatment programmes in prison; and throughcare linking with community drug treatment services ensuring, where required, prisoners are offered post-release support for up to eight weeks.

Dyslexia and reading skills

Many prisoners have learning disabilities of various kinds. The Touch Type programme provides training for dyslexic prisoners. The aim is to provide continuity once prisoners have left prison and because dyslexia runs in families, it aims to extend the service to their children, breaking the cycle of disadvantage. The programme has also enabled prison officers to identify their own needs. Another example of a programme for dyslexics is found at South Thames College.

'Toe by Toe' reading scheme

The Shannon Trust was set up eight years ago specifically to work with people in custody, teaching prisoner mentors to teach fellow offenders to read. The trust enables prisons to deliver the Toe by Toe reading manual, developed and written by Keda Cowling after 20 years of working with children with dyslexia and reading difficulties. It breaks reading down into a series of small, simple sounds helping people to learn, not just step by step, but 'Toe by Toe'. It has also been designed so that anyone with a moderate reading ability will be able to use it to teach others to read, which works well in prisons.

(Source: *Prison Service News* 261, Sept/Oct 2008)

Early preventive action

North Yorkshire library enables young offenders to conduct research on nineteenth century prisons, gaining a new perspective as well as confidence in their abilities. The same library reaches out to young children (aged 8–13) identified as at risk, helping them to use the library to research local issues. Community-based adult education in Derbyshire delivers Construction Training for young males, many of whom have been involved with petty crime. The 'soft' learning outcomes are:

- Provides routine/structure i.e. motivates individuals to get out of bed in the morning;
- Encourages team-working;
- Encourages persistence and completion.

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