ExOCoP

LESSONS LEARNED No. 2
The Workshop Reports

LEARNING NETWORK Ex-Offender Community of Practice
Directorate General for Employment, Social Affairs and Inclusion
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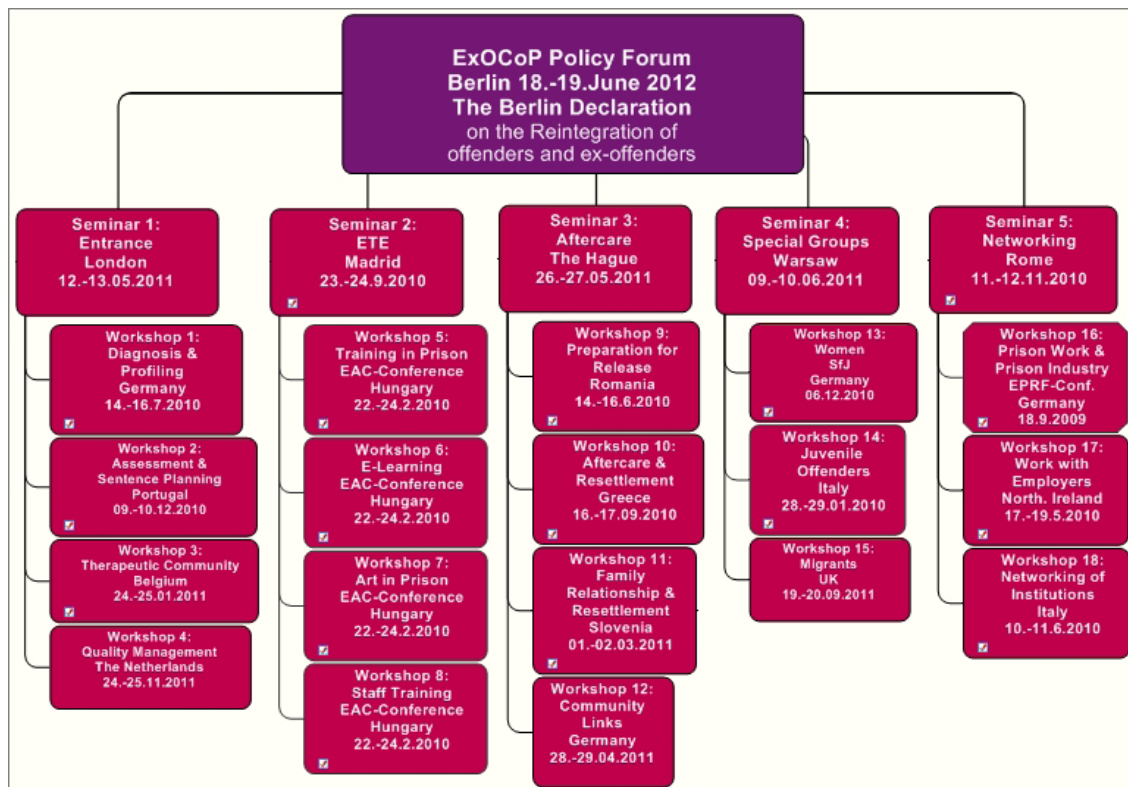Bremen: 05. March 2012

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Content

Introduction

The ExOCoP Learning Network ((Ex-)Offender Community of Practice) aims to reduce reoffending by exchanging of knowledge on the rehabilitation of prisoners. Focussing on gaining qualifications in prison, on resettlement strategies and on the wider embeddedness of rehabilitation, ExOCoP has attempted to collect information from different aspects and dimensions of the overall process. This input is based on experience and practice, but also on politics and science.

Practitioners and experts communicated at a workshop level. Here, practical aspects were in the foreground (like employment, resettlement, transition management, special target groups, networking etc.).

A workplan guided our discussions: Workshops were an arena for practitioners and experts to discuss certain questions of the overall topic. The results of these workshops were then discussed in detail at thematic seminars, where the focus turned to the policy dimension. All results are included in the final project recommendations, The Berlin Declaration on the Reintegration of Offenders and Ex-Offenders.

ExOCoP: Workshops and Seminars

Lessons Learned No. 2 brings together all workshop reports, produced by attending workshop rapporteurs. Prepared by individuals in rather differing styles, each is based on the discussions in the workshops. Depending on participants, there have been different aspects focussed on.

Consequently, whilst all the reports have been standardised some difference exists between the following presentations.

All original reports and individual presentations given at the workshop can be found on the project website: **http://www.exocop.eu**.

DIAGNOSTICS, ASSESSMENT AND SENTENCE PLANNING

Due to the fact that the topics are well-aligned, a common report has been prepared for WS 1 (Diagnostics and Profiling) and WS 2 (Assessment and Sentence Planning).

In July 2010, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Ludwigshafen, Germany, which focused on questions of diagnostics and profiling. 10 Participants coming from eight countries[1], each presented an overview of the current situation and policy developments in their country.

In December 2010, the workshop on Assessment and Sentence Planning took place in Lisbon, Portugal. 22 participants from eight countries[2] discussed the topic.

1. Overview

The first step of a good resettlement process is commonly taken in prison during Intake (entrance). Here all the diagnosis, profiling and assessments are done, and a sentence plan is formulated. These diagnostics/assessments are not only relevant for the future prison stay and sentence planning, but also for the time after release, for aftercare. There should be some connection between diagnostics and sentence planning so as to organise all those interventions necessary for rehabilitation in the time after release. It is therefore important to see these diagnostic tests in relation to the whole trajectory of offending. Within this, we have to deal with questions of data transfer and the use of data by others in prison for their work.

In the last decades there has been an increased interest in diagnostics and the assessment of offenders. The public / political interest in assessment is often not in the context of resettlement, but more on the issue of reducing reoffending. The dominant focus is on risk assessment, the question of dangerousness and of recidivism. Other dimensions are less well considered: questions of competencies, especially those educational and vocational, and of the life situation of offenders. But here we can see interesting and promising developments. Especially in the English-speaking realm, there have been some developments and implementations of screening-tests and other diagnostic instruments in the process of sentencing. These focus on risks, but also service needs. Best known is the LSI-R Screening (Level of Service Inventory – Revised) and OASys (Offender Assessment System). In Germany we find the diagnostic instrument MIVEA (Method of an ideal-typical and single-case oriented assessment)[3] in use in some prisons. These instruments focus not only on risk assessment, but also on the general problems of the individual (like housing, drugs, education and employment etc.) which hinder reintegration.

First developments of testings referring to educational and vocational competencies can be found in projects and pilots. So there are tests focusing directly on the vocational dimension of competencies (e.g. in Germany: hamet2 test) and on attitudes to work, or, more often, tests are used in the context of vocational coaching and/or placement (Is the person fit and able for the job offered? Does he fit the labour-market requirements? What is necessary to teach or learn to be able to do a specific job? Etc.)

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[1] Belgium, England, Germany, Greece, Hungary, Netherlands, Romania and Spain.

[2] Participants coming from Spain, UK, Northern Ireland, Romania, Germany, Belgium and Portugal.

[3] http://www.jura.uni-mainz.de/bock/149.php

The assessment tools allow us to identify needs and risk factors, but do not tell us what to do, how or when to do it. The use of assessments is dependant on the offers and possibilities of the prison (and the institutions involved in aftercare, later on). We must always consider the stages of change. The development of the person has always to be taken into account: assessments are not static tools. And the individual must be open to working on the problems uncovered in the assessment. So the motivational approach seems to be most relevant.

The assessment instrument should be used for the following purposes:

 • Identify the criminogenic needs

 • Assess the prisoner's characteristics that may represent an obstacle to the intervention

 • Help foster the willingness to change

 • Produce an intervention and risk management plan

 • Measure the re-offence risk

There should be a close look at the use of diagnostics and assessments in prison and probation. The embeddedness and use of the diagnostic tests during the sentence planning procedure has to be secured. The results should be used by all concerned in prison, so they should be part of the prisoner's file, and used for sentence planning etc. Linkage to the procedures in prison and probation should exist (there is no need for diagnostics if nobody cares about the data). And to be able to use the data, staff training is also important.

Another important aspect is the topic of information flow: Do all institutions involved supply their data to the other ones? Or are they able to access the data (this same query goes for information flow between probation, prison, but also to NGOs). Questions of common standards and procedures as well as of privacy legislation are concerned.

Key to assessment and sentence planning are the issues of developing assessment tools and of staff training, in order to obtain a better degree of coherence and integrity. To stimulate participation and commitment of the offender, this is essential. It is also important to have support networks on this.

What we find in discussions and developments in the field of diagnostics in the resettlement process is a focus on more than just the area of offending (the offending history). Due to the fact that most prisoners do have multiple problems in their life situation, an integral, holistic approach is needed in development. Seven areas of the resettlement process will be assessed:

 • Education and work (school, vocational training, qualification, employment, skills and competences)

 • Judicial background (open proceedings, probation, fines, etc.)

 • Finances (debts, bank account, social transfers, child support etc.)

 • Accommodation

- Health (physical and mental) / addiction / drug misuse, alcohol / anti social behaviour

- Social relationships; family, children; and

- Behaviour and attitudes concerning offending

Most assessments today focus on these seven areas to get an overview on the situation of the prisoner / offender.

In the "End-to-end offender management", an assessment methodology is important to obtain a landscape of the criminogenic needs and the risk level of an individual offender. In this context, organizations and professionals of penal justice system have to face important challenges concerning different aspects. So, considering that:

- Assessment is a dynamic process, in wish in a continuous gathering and analyse of information is required; - Main areas included in the assessment tool are a very important aspect to guarantee that all criminogenic needs are evaluated;

- Assess special groups (e.g.: criminally irresponsible, mental health diseases, ethnic minorities,) and new types of crime (e.g.: white collar crimes) is actually a challenge for the Prison Services/Probation Services;

- Diversity of sources is fundamental to get proper information;

- Self evaluation can be an import source of information and, as well, a good compliance strategy;

- To achieve compliance, the feedback to the offender is a crucial moment in all assessment process;

- Appropriate skills are required for the staff involved in the assessment process to ensure a correct technical judge, impartial and respectful of ethical and deontological aspects.

Sentence Planning

Sentence planning is a vital stage in the offender management process, in order to ensure that the work done with inmates/convicts is appropriate and effective. In this context, organizations and professionals of penal justice system have to face important challenges concerning different aspects. So, considering that:

- Sentence planning should be well designed and well matched to the needs of the offender;

- Formulating objectives, defining evidences and progress criteria's, as well as monitoring procedures and evaluation/self evaluation are the core moments of sentence planning;

- Development of strategies (compliance, commitment and responsibility) should be taken in to account by the staff when planning, monitoring and evaluating (in such a way that the sentence planning is understood by the inmate as a significant event);

- Appropriate skills are required for the staff involved in the implementation process to ensure an effective intervention, target to reduce the risk of reconviction;

- Needs of cooperation among Prison Services/Probation Service and other organizations in the community, considering several domains (welfare, health, accommodation / sheltering, etc)

The development of rehabilitation programs, but also a clearly addressing the basic needs of offenders are the most important challenges to the organisations involved in the rehabilitation process. The investment should be, in first place, on the community based solutions. The topic of the foreigners and the mental disorders are two of the problems at a short term.

It will be difficult, in the next years, to put new methodologies on the ground. However, it is fundamental to develop specialized assessment tools and to increase the training of the staff. It is also important to evaluate the assessment and sentence planning process on a regular basis.

With respect to EU programs, in the majority of the cases these programs are demanding more for work with offenders, because they do not have the required skills to participate. The amount of money to the offenders should be increased. The most important programs are the soft skills programs.

There was a clear consensus on the importance of the support of EU programs designed to target offenders' needs, but was also stressed the importance of further developments in what concerns the training of prison staff, the research and the evaluation.

2. Key data

There are no systematic data about the use of diagnostics and profiling in European prisons or probation (neither which ones are used nor to what extent).

Test resulta are also under-reported. This is particularly true if we consider the educational and vocational dimensions, where no systematic data is available concerning the educational or vocational background of offenders. We only have some projects with data, which are based on a region or even on a subgroup of prisoners. No representative data are available.

One exception is the data from the UK about prisoners – in comparison to the general public.

UK: Comparison: General population - Prisoners

Characteristic	General population	Prisoners
Regularly truanted from school	3%[33]	30%[34]
Excluded from school	2%[35]	49% of male and 33% of female sentenced prisoners excluded from school[36]
Left school at 16 or younger	32%[37]	89% of men and 84% of women[38]
Attended a special school	1%[39]	23% of male and 11% of female sentenced prisoners[40]
Have no qualifications	15%[41]	52% men and 71% women[42]
Numeracy at or below Level 1 (the level expected of an 11-year-old)	23%[43]	65%[44]
Reading ability at or below Level 1	21–23%[45]	48%[46]
Writing ability at or below Level 1	No direct comparison	82%[47]
Unemployed	5%[48]	67% in the four weeks before imprisonment[49]

Source: Reducing re-offending by ex-prisoners. Report by the Social Exclusion Unit. London 2002, p. 19f.

There is no representative or systematic and comparable data from other countries available. These data give a first insight into the situation of prisoners and their skills. We expect to find comparable data in all European countries.

If we take a look at the assessment results, we will find in the data coming from England & Wales, based on the OASys-assessment the following proportions on risks and needs in the offender population:

Criminogenic needs (OASys assessments 2009/10)

OASys section	Percentage of offenders assessed as having a need		
	Community sentences (n=113,566)	Custodial sentences (n=19,225)	Suspended sentences (n=50,977)
Accommodation	33.9%	44.0%	31. 0%
Education, training and employment	58.8%	65.0%	54.9%
Relationships	59.7%	53.9%	58.1%
Lifestyle and associates	52.6%	75.8%	54.2%
Drug misuse	35.6%	48.1%	32.7%
Alcohol misuse	36.8%	18.6%	34.9%
Thinking and behaviour	52.7%	56.6%	53.5%
Attitudes	47.6%	60.3%	47.9%
Ave. no. of criminogenic needs	3.8	4.2	3.7

R. Moore: The Offender Assessment System (OASys): Development, validation and use in practice. Paper presented at the Conference 'Positionslichter 2011', Binz, Germany, 2011

The figures show that there are some differences between the different groups of offenders. The most important needs are on ETE, lifestyle and associates and on relationships. We have also to take into account the differences for women and men.

3. National and European Implementation Contexts and Policies

Only in England & Wales do we find systematic implementation and use of assessment procedures nationwide (OASys, in the youth realm: ASSET). The assessment will be done for all prisoners, including short-term prisoners). In all other countries there are interesting developments to move towards it. E.g. in the Netherlands there is nationwide implementation of diagnostics and risk assessment (called RISc) as part of a common **criminal policy against recidivism** (FBR – Forcing Back Recidivism). The focus is on evidence based and standardised procedures. In other countries, e.g. Romania, tools are being developed, which will be implemented nationwide. In yet other countries we find other examples, but mostly on a regional or pilot level.

In many countries, there are some general legal regulations (provisions) concerning the topic. Germany, for example, has legal provision that require some diagnostics and some sentence planning, especially in the youth prison.

Due to the fact, that the best developed assessments are coming from (Canada and) England, there is a strong focus on these testings. But they often have to be adapted to the national situation. The problem of implementing these procedures in the prison and probation system in other European countries is a challenging task.

So, there is, on one hand, in every European country a discussion and the recognition of a need for diagnostics and profiling (in the entry phase, for sentence planning), but on the other, the implementation of these things could be much improved.

In practice, all over Europe, we find different intake procedures, depending on practical issues and legal frameworks. In some countries we find a formal, structured and standardized procedure, but in others, we do not find any special intake procedures at all. Over all, we find structured approaches but also self-made constructions or individually developped approaches.

In some countries the new prisoner has to be seen within 24 hours by the governor of prison staff, to make early diagnosis and assessment, but also to explain the procedure of the prison to the new prisoner.

In some countries there is a special phase in a prison sentence, which we can call entrance or intake. Some do this in a rather flexible way, others in a more structured way. This phase can last between one week, but also up to 6 weeks or even three months.

Assessment and sentence planning:

All countries have tools and procedures regarding assessment and sentence planning; however, countries are in different stages. All countries assess the offenders in the admission; all countries reassess on a regular basis. There was a consensus about the needs and risk factors to be assessed.

All participants agree on the relevancy of complementary assessment tools to face specific needs and risks. The interview with the offender and a positive relationship between the offender and the officer are crucial to the success of assessment and sentence planning. The role and participation of the offender in the assessment and sentence planning process is fundamental. Giving feed-back to the offender, developing a relationship with the offender based on trust and truth are essential in the process of change and addressing the basic needs of the offender are essential to a successful sentence planning.

The situation is very different across European countries.

4. **Examples of good and interesting practice at national and European Levels**

Diagnosis and Assessments are used in different contexts and in different ways across pilot projects and in other contexts.

In Germany, a special test has been prepared to measure competencies and skills in vocational work (basic abilities), called hamet2 (www.hamet.de). It is a practical test to examine and support career oriented abilities. The tests performance criteria are: routine and speed, tool insertion and tool control (simple); awareness and understanding of symmetry; understanding and application of instructions; tool insertion and tool control (complex) and accuracy, measurement and precision. So the test is on practical abilities (fine and gross motor skills, concentration, time planning, speed of work, work behaviour, ability to follow instructions etc.). It is a test of first vocational competencies and can be used for the further vocational planning. In Germany, it is particularly used in youth prisons.

In the Belgian project DEMOS (ESF-project), there was the development of strategies and methods for the integration of offenders in society. The first step was a survey, asking employers about their experiences with ex-offenders and their willingness to employ them. The second example is focussing on the embeddedness of the diagnostic procedures in the whole process. That way, it was a systematic approach, starting with evaluation of needs at the labour market, and then to use an assessment and a special training to make a tailor-made approach, to find out the personal strengths and weaknesses by different assignments (language, manual skills, social skills; also work attitude). The emphasis was not on measuring knowledge, but on functionally and personal characteristics. Then the participants had to do a special training (vocational training, did not differ from the extramural courses) and they got a certificate at the end. The project also provided advice and guidance to participants in solving attendant problems and also psycho-social supervision. At the end there wasa work placement. Due to the success of the project, the concept was mainstreamed and implemented in other prisons.

This is something we find also in other projects: A tailor-made diagnosis to meet the requirements of the (local) labour market. This is, of course a more pragmatic use of diagnostics, looking only at the labour market, not at the overall situation of the person, but is it also effective and successful in labour market placement of the person.

A good example for this approach is the Catalan Approach of a Competency Based Interview. All staff train in this interview technique, whose aim is to find out who is the right person for jobs offers (from outside). Consequently, all staff learn the strategy to be able to make an accurate and reliable selection of inmates in a short period of time. The aim of the interview is to find out the profile of the inmate (educational and vocational qualification, skills, mentally, physically handicapped, drug addiction etc.), focussing also on personal characteristics (social role, self-image, behaviour, engagement, performance, way of communication, motivation etc.). Special training exists to improve qualification for the labour market.

5. Future needs

Only some specific tests are validated and acknowledged both inside prison and outside prison. Questions of standardisation and harmonisation are important in this field.

Particular attention should be paid to development in testing the educational and vocational aspects of prisoners' means.

Due to the low educational and vocational skills of most offenders there is a need for special tests, taking into account the low level competencies, but also other difficulties of offenders, like illiteracy, or language problems due to a migrant background, and so on.

Use of diagnostic procedures in the entry phase in prison is facultative; it is not structured in most countries. There is a need for a more systematic procedure as well as for legal provisions for this task.

Diagnostic test for the release phase are currently unavailable.

Tests evaluating the progress of the development of prisoners taking part in interventions are also lacking.

The use of diagnostic procedures in prison is not done in a systematic way, it depends mostly on the engagement of interested staff. Consequently, many

developments are 'home-made', bringing a clear need for standardisation, certification and so on. Particularly during the entry phase of a prisoner's stay, the development and implementation of diagnostic and profiling testing needs to be considered. This should then be used and linked to the sentence planning as well as, in a perspective for the time after release, for working on problems after prison stay.

Assessment and sentence planning needs to be standardised: use of general, commonly used procedures (in and out of prison) should be fostered. It is also necessary to adapt these tests and procedures to the individual situation of prisoners. Another topic to be developed will be the quality management.

6.   Further points to discuss and Recommendations

In the discussions some topics came into play:
- Diagnostic procedures have to be implemented in the general procedure (sentence planning).
- Diagnostics should be used by all concerned with the case; it should be a part of the general assessment of the prisoner (and of his file). (Problem of information flow).
- To use diagnostic tests adequately, it is necessary, that all persons concerned (working with prisoners) are informed about them and are able to use them for their work.
- Diagnostic tests should be evidence based, they should be generally acknowledged outside prison.
- One has to take into account that the situation in prison is very different from the one outside, concerning the testing of prisoners.
- There is a strong need in prisons for diagnosis, be it for sentence planning, be it for risk assessment.
- There are great differences in the use and the development of diagnostic proce-dures and sentence planning in the different countries. One has to take into account the different frame conditions. Also, that diagnostics is done by different professions.
- To introduce diagnostic procedures adequately into prison, staff training is a prerequisite.
- To introduce diagnostic procedures adequately into prison, the support of the prison governor is a prerequisite.
- There are no generally acknowledged and no generally used diagnostic tests. Those in use are based on the preference of the worker, or they are home-made.
- There is a strong need for standardisation and harmonisation as well as for quality management.
- There is a strong need for quality management.
- There are no examples known for a pre-post-diagnostic in prison.
- Prison staff training (unity, coherence, positive attitude) on the assessment and sentence planning is a relevant subject.
- Use of a motivational approach
- Offender self evaluation
- Training of the prison staff is of importance.
- Assessment of offenders needs and risks on prison admission and on a regular basis
- Use of complementary assessment tools to face specific needs and risks
- Use of community based solutions
- Improvement of EU programs designed to target offenders needs

7. Further reading / Links

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THERAPEUTIC COMMUNITES

In January 2011, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Brussels, Belgium, which focused on questions of therapeutic communities. 15 Participants coming from six countries[4] presented an overview of the current situation and policy developments in their country.

1. Overview

The therapeutic community (TC) is a treatment model in a residential setting, used for persons suffering from a range of psychiatric difficulties, including substance abusers and offenders.[5] Based on the organisation of the total 24-hour house environmental milieu (surroundings), the therapeutic community provides a unique opportunity for treatment, therapy or learning (including a very effective training of soft skills). In a therapeutic community, residents and staff participate in the management and operation of the community, contributing to a psychologically and physically safe learning environment where change can occur.[6]

From a historical perspective, the concept of a TC is rather based on ideological and philosophical arguments than on clinical practices. Norms and (societal) values of individuals have to be restored again through 'community' from the belief that deviant behaviour is caused by a repudiation of societies values (Shuker, 2010).

Two types of therapeutic communities are distinguished: the 'hierarchical TC' and the 'democratic TC'. Both models have originated from two different movements.

The 'hierarchical therapeutic community' stems from a self-help, drug rehabilitation programme of the American Synanon organisation, founded by Charles Dederich in 1958. This model stresses the importance of social and psychological changes of drug addicts through the use of confrontational strategies and focusing on (Christian) values.

Living together in a group of peers ('community') according to a hierarchical structure is essential to achieve treatment objectives. Through the 'community', meaning staff and others in the group receiving treatment ('peers'), individuals learn social skills and learn to assimilate social norms (Smith, Gates & Foxcroft, 2008). This TC is abstinence-based aimed at the treatment and rehabilitation of persons with addiction and related problems.

The British 'democratic therapeutic community' was not originally intended for drug addicts but for neurotic soldiers after the Second World War to treat psychiatric problems through group therapy and social learning. Maxwell Jones is the founder of this approach. (Broekaert et al. 1999; Vandevelde et al. 2004). This TC is primarily intended for the treatment of psychiatric patients.

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[4] England, Romania, Portugal, Greece, Hungary, and Belgium.
[5] We have to remember that a great part of the prison population is using drugs /are drug abusers. The estimation of the proportion is between 40% and 70%.
[6] The climate of a prison is an important factor for the success of treatment, therapy and learning. The relationship to staff and to other inmates, the ways of interaction between all persons in a prison, the transparency of decisions will create a supporting environment. Cf. Seifert, Thyrolf 2010.

In Europe, the first therapeutic communities for the treatment of drug abuse and addiction emerged in the seventies. (Broekaert, Van der Straten Georges, D'oosterlinck, Kooyman). This TC is situated in the abstinence-oriented approach of treatment with on the other side the disease-oriented and harm reduction approach of drug addiction. In most European countries (for ex. Belgium, Greece, UK, Portugal, Hungary) therapeutic communities are present to some extent. France, rather exceptionally, started recently with investing in implementing the first TC next to medical treatment and substitution therapy. Both treatment models are evidence-based (abstinence-oriented and harm reduction) but cannot be perceived in isolation and have to be integrated. Scientific proof supports an integrated approach, where different interventions and treatment services are provided in relation to individual needs and personal development at the different stages of the treatment process.

Evaluation studies on the effectiveness of (prison-based) therapeutic communities point out that 'time in program' is a key to a successful treatment, but more important is after-care in terms of half-way houses. Therapeutic communities where after-care programs are taken into account are the most effective especially in terms of reducing recidivism (re-offending, re-arresting) and to some extent in reducing drug use and drug relapse (cf. Giedon et al. 2010)..

Next to the importance of after-care, are the use of isolated prison units and a time in program of 9 up to 12 months for drug-free therapeutic communities as conditions for success. For democratic therapeutic communities the advisable time in program goes up to 18 months and more.

Defined challenges are the interference with existing prison procedures and standards since treatment is entering the prison (justice) system. Bringing treatment programmes into prison also uncovers the tension caused by the problem of overcrowding. Where filling prison beds and available space is a major concern, influencing screening criteria and selection procedures of prisoners as candidates for the TC.

The support of prison governors and correctional leaders are defined as facilitating issues. As well as using isolated units and using the therapeutic community as a treatment model, prior to release.

Since the referral of offenders to therapeutic communities is possible at every stage of the criminal justice system, attention is given to practices on each level of the criminal justice system: on the level of investigation and prosecution and the sentencing level with regard to offenders. With regard to prisoners, practices on the level of execution of penalties are discussed. An exchange of experiences with local initiatives is important, since projects developed at a local level, are often forerunners of more structuralised and institutionalised forms (EMCDDA, 2005).

With the scientific proof of the link between drug use and offending (Colman & Vandam, 2009), drug treatment for offenders in general, is gaining importance (Beynon, Bellis & McVeigh, 2006; Hunter, McSweeney, & Turnbull, 2005). Moreover, evaluation research shows that the referral of drug using offenders from the criminal justice to treatment is effective in the reduction of drug use and drug related crime (De Ruyver et al, 2009).

The referral to treatment is seen as an alternative to imprisonment offered to drug-using offenders and covers *"a range of sanctions that may delay, avoid, replace or*

complement prison sentences for those drugs users who have committed an offence normally sanctioned with imprisonment under national law" (EMCDDA, 2005). In this context, the therapeutic community as a possible treatment model for offending drug users is situated.

The introduction of the TC in a correctional setting in Europe and prison-based drug treatment in general, is stimulated since the European drug policy change in the 1990's. In response to the public concern about HIV/AIDS, the increasing number of drug users in prison and the increased risk of HIV transmission in prison, the availability of prison-based drug treatment in general increased (Torsten, Vibeke Amussen, Dahl, 2010).

2. Key data

There are no systematic data about the use of therapeutic communities in European prisons or probation (either which one are used nor to what extent).

3. National and European Implementation Contexts and Policies

The first TC's in prison-setting (democratic and hierarchical) emerged in the United States in the 1960's and influenced programmes in the United Kingdom and in other European countries.

For example in Greece, Portugal, Engeland and Wales, therapeutic communities are installed in some prisons. Therapeutic communities in prison are installed in separate prison wings (for example in Romania) or the whole prison functions as a TC (for example the democratic TC in Grendon, U.K.)

4. Examples of good and interesting practices at national and European Level

'Proefzorg' (treatment instead of prosecution) and the Ghent Drug Treatment Court

In Ghent, Belgium, there are two pilot projects. On the level of prosecution you have the pilot project "Proefzorg" and on the sentencing level you have the pilot project "Drug Treatment Court".

In the 'Proefzorg' project, treatment is proposed as an alternative to prosecution. This project started in 2005. There are several actors involved: police, magistrates, proefzorgmanager (new actor), coordination centres (new actor), treatment centres, proefzorg clients and a judge. The project provides two paths: a short-version and a long-version. The short-version is for no problematic users and no problems in other life spheres. The target group of the long-version Proefzorg is for problematic users with problems in other life spheres, with previous drug-related cases, etc. When the outcome is positive, they are dismissed. When it is negative, they are being prosecuted.

The project Drug Treatment Court started in 2008 and includes a new approach: the court supervised treatment. The qualified cases for this project are the criminality due to drug addiction and the failed "Proefzorg" cases. First there's an introductory session where the client has to be willing to enter a program, followed by an

orientation session with a treatment plan and follow-up hearings. After this treatment program the judge takes into account the behaviour of the accused. The involvement of social care in the judicial approach and respect for each others knowledge and expertise (multidisciplinary approach) is essential.

The Central Intake Team in prisons

This practice, situated on the level of execution of sentences is aimed at prisoners with substance abuse problems.

Since the beginning of 2011 this Central Intake Team is active in all the prisons situated in the Dutch speaking part of Belgium. This team consists of external drug workers coming into prison to see prisoners with a demand to treatment. On the basis of an assessment of the prisoner's need, information and advice is given concerning the existing treatment possibilities extra muros, and a referral to health care and treatment services outside is realised.

Since health care in prison and the prison drug policy is a competence of the Minister of Justice, this Central Intake Team is financed by the Federal Department of Justice. Nevertheless the consultations with the drug worker of the Central Intake Team are confidential.

The advantage of such a team is that an efficient referral can be prepared by one specialised person and through-care can be realised for prisoners upon release. Moreover, this team consists of a fixed team of external drug workers who have contact with and insight into the different drug treatment providers, including the different therapeutic communities, in the Dutch speaking part of Belgium.

A prison-based TC in Belgium.

In Belgium the implementation of the first prison-based TC is part of the drug policy in Belgian prisons. This policy is a 'balanced and integrated drug policy' based on prevention, harm reduction, treatment interventions and security measures. The objective is to install interventions 'that work' from the perspective of an evidence-based drug policy in prisons.

It is in this context that the development of the first TC in the prison of Ruiselede is stipulated in the "Action Plan on Drug Policy in Belgian Prisons 2009". In 2010 the preparation process started by installing 4 working groups. In these working groups several issues are discussed. In the first working group the concept, content of the programme, method, screening- and selection procedures of the prisoners-candidates for the TC are discussed with experts. In the second working group the prerequisites are defined for the implementation of the TC (infrastructure, staff etc.). A third working group is responsible for preparing the public contract based upon the output of the other working groups. Finally, in collaboration with university, a scientific evaluation and necessary registration and key parameters for future evaluation are discussed in a fourth working group.

In this preparation process different challenges and difficulties are experienced. The key elements of the programme have to be defined where a mixed team of prisons staff and external treatment providers/ staff have to work together. Also organisational prerequisites have to be taken into account such as the selection and training of prison staff and the screening and selection procedures of prisoners. Moreover infrastructural prerequisites cannot be excluded. Finding a location poses problems since the 'nimby-effect' occurs and local residents that live in the

neighbourhood around the prison are not favourably disposed towards a TC 'in their backyard'. Also project funding is challenging since as well the Federal Department of Justice as well as the Federal department of Health Care are responsible for such an intervention.

Finally, aftercare has to be taken into account to make sure that the outcome of the TC is effective (cf infra). In this context half-way houses are important and it is therefore essential that contact is made with external organisations.

UK: HMP Grendon

Grendon is a democratic TC and offers a treatment intervention primarily for those with a history of violent or sexual offending, or whose behaviour may be disruptive in other treatment settings. Working with a multi-disciplinary staff team they are aiming on achieving the TC treatment targets.

5. Future needs

There is a strong need for discussing this approach all over Europe. Research and evaluation is also needed.

6. Points to discuss (Merkpunkte) and Recommendations

In the discussions of the presentations as well as in the general discussion some topics came into play:

- There is a need for aftercare to keep the results of the TC.

- Judges should be well informed about the procedures.

- The penal history of the inmates should not be an obstacle.

- The TC approach is not well known in Eastern Europe.

- The TC approach needs information flow between different institutions. This has to be organised taking into account the questions of data protection.

- Who is financing TC (justice, social affairs, health or others?)

- The motivation of inmates and of staff is of utmost important in TC.

- There should be an engagement and a commitment of the prison governor to introduce and to implement TC.

- TC will improve cooperation between treatment centres and justice.

- To implement TC, it is important to be able to separate the participants from the rest of the inmate population.

- Staff training is needed for success.

- There should be clear criteria of selection of participants for TC.

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Quality Management

In November 2011, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Den Dolder, The Netherlands, which focused on questions of Quality Management. 10 Participants coming from five countries[7] presented an overview of the current situation and policy developments in their country.

1. Overview

Quality management has become increasingly important over the last few years. The discussions of 'What works' in conjunction with financial constraints has led to a greater focus on efficiency and effectiveness.

On the one hand, interventions must be monitored to assure they achieve the right goals, on the other one there is a tension to optimize cost/benefits. In the field of prison and probation, there are also two strands to implement and to use strategies of quality management: On the one side, based on economics, there are strategies to reduce costs and look on effectiveness of the benefits of the applied finances. We find this mostly done by administrations (budget control; improvement of organisation, transparency, improvement of organisational procedures).

On the other hand side, improving the quality of social interventions is necessary to improve and secure projects and programmes. Sometimes it has to be asked if a model of quality management, developed for industrial production procedures, can be used in the field of social work (here we find the reaction of the clientele as another input in the process). The discussion on quality management is often used to change structures and processes in institutions (administrational procedures, budget reduction, and improvement of social work). Most relevant for the ExOCoP resettlement discussion is the impact this has on improving interventions.

Looking at quality management, we can see different factors at play:

- The quality of the institution offering the projects and programmes.

- The quality of the implementation and organisation of projects and programmes (process orientation)

- The quality of projects and programmes (in relation to clientele needs)

Different ways of handling the quality discussion will be used on these different levels.

The use of quality management systems, on the level of institutions, looks on formulating and implementing standards for delivery, for the organisational work. This includes checkups (control mechanism) of the standards. Formalisation of this process via certifications is one development of recent years. Institutions need accreditations. Different norms and systems are used in this process (ENISO 9001, DQS-TIP, TQM; EFQM (European Foundation for Quality Management) etc). The quality management system is assessed via audits and recertification the implementation of. Mostly this kind of certification looks at the organisation of the institution, if the work/projects/programmes they deliver will be done well, and procedure is not the central issue.

If we look at the overall process, we also find different levels to assess and to secure quality. We can look at:

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[7]   England, Germany, Greece, Romania and The Netherlands.

- Structures (structure of the institution, finances, social and legal context, prerequisites, frame conditions, staff qualification, competencies and training of the professions, overall goal of the policy)

- Processes (work of staff with clients; procedures, ways of communication, methods, networks)

- Outputs/outcomes (criteria for success, goal attainment; evaluation, consequences)

That way quality management can be seen as a process: It starts with the definition of the target group and the goal of intervention. To evaluate the process, it will be necessary to define criteria for quality (structural: organisational frame, staff, resources etc; process: work organisation, working steps, rules etc.). Indicators of implementation and success also have to be defined (concrete variables, but also benchmarks, indices etc.). To assess the process ways of self-evaluation have to be developed.

Quality management is strongly related to questions of evaluation: how do we ensure that the work done is done adequately? Evaluation of the assessment of quality is needed. There has to be some kind of evaluation in this process. Mostly this is done via self-evaluation; but there can also be some external evaluation. Here we find a tension between a rigid scientific (external) formal approach and a more practically based one, developed together with staff. For practitioners there is the need to change perspective from agent to researcher.

In practice there is a strong focus on process criteria, and less of a discussion on outcome criteria, in the discussions on quality management.

The criteria of reoffending often dominates this field. But it should be also asked: what does the intervention, the project do? What evidence of changes, of results do we get?

- for society as a whole

- for the local community

- for the climate in the institution

- for the satisfaction of clientele and staff with the work done

- for the implementation of the programme

- for the clientele, for the ex-offenders

- for the vocational and social reintegration of the ex-offenders.

The focus of quality management should not be only on the output of reoffending rates, but look also on other variables and on the bigger policy the process is embedded in. (In practice, it is nearly impossible for project workers and most institutions to get access to the national reoffending data bases.)

But what we need may be better described as a holistic approach: Quality management is looking at everything in the organisation, organisational structures and procedures as well as the implementation of projects and programmes. Quality management should be the task of everyone of the institution.

Six key principles exist for the design and assembly of effective programmes:

- Risk classification (the level of service provided should match the level of risk assessed),

- Crimogenic needs (the focus of intervention should be on addressing offending by alleviating those needs that are criminogenic),

- Responisive (approaches that match worker and client learning styles work best),

- Community base (programmes in the community fare better than those in institutions),

- Treatment modality (effective interventions recognise the variety of offenders' problems, employ a skills-oriented approach, and use methods drawn from behavioural, cognitive, or cognitive-behavioural sources), and

- Programme integrity (effective intervention connects the methods used to the aims stated, is carried out by appropriately trained and supported staff, is adequately resourced, and plans monitoring and evaluation from the outset)

(McGuire and Priestley 1995).

2. Key data

There is no research known about the use and prevalence of quality management in prison and probation in Europe.

3. National and European Implementation Contexts and Policies

The situation on the implementation of quality management in prison and probation and resettlement is rather diverse all over Europe. In some States it is non-existent, there are first steps of discussion and pilot implementation in other ones. There is rarely a nationwide implementation. Most implementation is based on the engagement of the staff. Forms of a formal obligation are not to be found. Also there is the use of very different approaches in the different countries.

For example, in the Netherlands there is now a formal obligation for all institutions offering intervention programs for a highly evidenced based evaluation. These criteria, based on an experimental design, shall now fit to all practical interventions.

In The Netherlands we also find, in the youth prisons, a nationwide training of staff in quality management. The evaluation of this training (published in the near future) will show success: reduction of violence in prison, decrease of the staff sickness absence rate, increased loyalty.

In Romania, the introduction of quality management in prisons led to an improvement of the work climate.

In the UK, the quality management is promoted by their new strategies of commissioning: Institutions are payed by their outcome. If they have good outcomes,

they will get more money. The effect can be on the one side, that the quality of projects is secured, due to the fact that only promising approaches will be used. On the other side, there could be some selection problems: only those participants who are promising for success will be participating. (That way other clients have to chance to participate, other problems will not be intervened.) What could be missing is some kind of flexibility – to meet the people needs in the programme, to adapt the programme to the needs of the clients.

The discussion on quality management in Germany is rather difficult: due to the different responsibilities (each of the 16 Federal states is responsible for its prison system; the responsibility for social work is a national one, in social security the responsibility is divided due to different tasks). There is no nationwide common discussion or implementation. If there is some work done of quality management it is mostly done by engagement of staff (for example governors), or in administrations for budget control. There is no formal legal obligation for quality management for public institutions.

But, in the last year, there is an obligation for NGOs / Third Sector for quality management: it is necessary when applying for funding (ESF, labour department, job centre etc.). Then the organisation has to be certified, and also the projects and programmes have to be certified. (On the other side, there is no good evaluation of the outcomes of these projects.)

We also find in the field of social work a legal obligation for quality assurance (§ 135 1 SGB V). In practice, questions of quality management and evaluation are often seen by practitioners of social work as control, as external intervention, as not useful for practice and it is seen as a way of reducing budgets.

So there are discussions and approaches of quality management in Germany, but not systematically and not in a ‚What Works‘ perspective, looking for the best of the clientele

4. **Examples of good and interesting practices at national and European Level**

See above

5. **Future needs**

There is a need to discuss the link between quality management and evaluation. Evaluation is needed to assess quality, but the ways this can be done are rather divers. The task is to fit the thematic work, the project implementation in an adequate way of evaluation. Here we need more practical models and examples in this field.

In this sense, there is a need for special projects for the development of criteria of adequate evaluation, which make possible a balancing between practice and science.

A model of evaluation, based on experimental control group design, being the best valued scientifically, is mostly not applicable to practical oriented projects and programmes. So the question is: How to provide evidence appropriately, in

acceptable ways? There is a need for more widespread and flexible use of social science methods. Programmes should be designed primarily according to effective interventions, and not adapt their implementation too much to evaluation criteria.

Further on, there is a need for knowledge transfer, the transfer of practical solutions to existing problems, to new organisational experiences, of strategies and success stories of quality management. Exchange, communication is needed to disseminate all the knowledge gathered in this field. This can also promote the enforcement of the approach.

What is especially missing in this field, in science as well as in practice, are tracking systems. Most institutions do not get data on the further development of their participants after the end of the programme. Follow up strategies, of clients, of programmes are missing.

6. Points to discuss (Merkpunkte) and Recommendations

- There should always be a focus on the quality of programmes and projects: it contributes directly and strongly also on the public security.

- There should be a right balance between evaluation and the requirements of resettlement and rehabilitation.

- There is a need of the development of a holistic approach.

- The criteria of quality have to be constructed in relation to the work done, not (only and exclusively) to scientific criteria. The definition and analysis of quality process should be adapted to the topic of the project.

- There is a tension between an individualised approach which fits best the needs of rehabilitation and a highly scientific based (rigid) evaluation approach. Quality management has to find the right balance between them. Other ways of scientific evaluation should also be used.

- A good quality management should lead to the goal, that the right persons will be in the projects (selection criteria) and that there will be the right interventions for them.

- There is a need for adaptation of projects and systems to the national systems (different prerequisites – organisational, financial, legal frame).

- The exclusive focus of evaluation and quality management in this field on reoffending rates should be changed and other criteria should also be taken into account (like integration rates, satisfaction of clientele and staff, improvements in integration, improvement of the quality of community life, public security etc.). There is a need for more success criteria.

- A good quality management provides a stable working frame. It secures the expectation on procedures - for staff and for clientele. It makes possible a sustainable and reliable planning for inmates/clients.

- There is a need for standardisation and harmonisation.

- Quality management should also involve the criteria for adequate information flow (data protection issues).

- Quality management is based on good, adequate and consistent way of data collection.

- Quality management is best done when there is a good case management system.

- Quality management refers to the whole organisation. It should 'get in the hearts' all (staff and clientele). Success is needed to involve people. In this sense quality management should not be reduced to a method, it includes all aspects of the whole organisation and processes.

- No quality management without staff training!

- Quality Management is best done as a multi-agency approach.

- Quality management focussing on reintegration must also make sure that they work for the public / community - in face of the image of crime and offenders in the media (public perception).

- Quality management and evaluation should be thought as a top-down bottom-up process, bringing together expertise and knowledge from practitioners and researcher.

- Quality management needs continuity – in the procedure, in the organisation, but also in the political frame. Changes in politics should not destroy approaches of quality management.

- It is important that all institutions involved are oriented to common (strategic) goals. There should be a common understanding of all procedures.

- Focussing on quality management in resettlement there has also to be taken into account links to the broader community. Networking, co-operations, community involvement as well as the public opinion on rehabilitation will have influence on success and failure.

- Further on, rehabilitation should be seen as a common task. There should be some corporate responsibility. It should be acknowledged by all involved, that ex-prisoners are also citizens. There is the goal of social reintegration.

- That way, the focus on quality management can help to change public opinion. It helps to promote confidence in community justice.

7.   Further reading / Links / Literature

http://www.efqm.org/en/ - European Foundation for Quality Management

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VOCATIONAL TRAINING

In February 2010, in the realm of the European Conference on Prison Education "Pathways to Inclusion – Strengthening European Cooperation in Prison Education and Training" and as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Budapest, Hungary, which focused on questions of vocational training. 30 participants coming from 19 countries[8] presented an overview of the current situation and policy developments in their country.

1.   Overview

Vocational training is one of the most important factors in the reintegration of (ex)-prisoners and ex-offenders. Research 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 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.

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 in which VET must play an active and key role in furthering lifelong learning policies and supplying a highly skilled workforce. Cooperation at European level on strengthening the provision of VET has been facilitated through the Copenhagen Process, which aims to improve the quality and attractiveness of VET, to encourage individuals to make use of the wide range of vocational learning opportunities available and to create a European area of VET with promoting mutual trust between the key players.

Research indicates that prison educational and vocational programs can improve behaviour, reduce recidivism and increase employment prospect upon release. The goal of improving and increasing vocational training in prison is –at least- twofold: On the one side it is a strategy to increase chances of employment after release, on the other side, in relation to vocational integration, it is a strategy to increase the chances of desistance from crime. Vocational integration and reducing recidivism are linked together in this strategy. That way, the development focuses on different aspects:

-   Questions of labour market orientation (modernisation of training as well as products and vocations to learn)

-   Questions of organisation and modularization of trainings (due to short time duration of imprisonment, due to learning strategies of prisoners etc.; new learning strategies, informal learning)

-   Questions of certification (standardisation, common standards with the labour market and employment agencies)

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[8]   Norway, UK, Iceland, Italy, Belgium, Greece, France, Lithuania, Bulgaria, Luxemburg, Netherlands, Portugal, Denmark Hungary, Slovakia, Poland, Romania, Czech Republic, Germany.

- Questions of employability (not only qualification, but these should be connected to measures of training of personal and social skills, counselling in other problems the prisoner have)

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 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.

2. Key data

All over Europe, we find a comparable situation in the prison population: low qualification, long phases of unemployment, school and learning refusal, bad experiences in schooling etc.

Hard data is difficult to find. There is a UK research (Social Exclusion Unit 2002) which has some data for all prisoners. But mostly we find only some smaller research, focussing on one prison or even one measure in prison as database. All go in the same directions, but there is no overall and systematic collected data basis. Prison statistics usually focus on the criminogenic variables, rarely or not at all on questions of educational or vocational background.

3. National and European Implementation Contexts and Policies

In the context of both Equal funding periods (ESF 2002 – 2007), at operational and programme level in the field of ETE (education, training and employment) in the penal system structures and strategies focusing on the politics of reintegration were developed. Out of these ESF (NSS - National Support System) structures of the last support period grew the policy forum of the penal system, which representatives of both the justice and labour sector attended. Equal developed the NEON networks or the Thematic Networks, which led to transnational networking. It is 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 outcome for the project, close collaboration with decision makers in the fields of justice, labour, education, as well as the Third Sector representatives will be essential.

It is necessary to implement tools and schemes for promoting cooperation in the field of VET – with a particular focus on: I) establishing National Qualification Frameworks on the basis of learning outcomes, II) the European Credit system for Vocational Education and Training, and III) the European Quality Assurance Reference Framework.

4. Examples of good and interesting practices at national and European Level

Please note that all PowerPoint slides from the presentations made in this workshop can be found on the conference website: http://ec.europa.eu/education/grundtvig/-doc2047_en.htm

Benoît Desjeux - DG EAC Unit B5 – Education and Vocational Training, Leonardo da Vinci:

Benoît Desjeux gave the first presentation in this workshop and provided some background context on European-level policies and instruments relating to vocational education and training (VET). He referred to the 'Copenhagen Process', which facilitates cooperation between the Member States in relation to VET through an open method of coordination. The process was initiated in 2002 and is reviewed every two years. The next review will take place in Bruges by the end of 2010.

Mr. Desjeux also gave an overview of the tools which have been developed through the Copenhagen Process. These include:

- EUROPASS: a single framework for transparency of qualifications and competences

- Common principles and guidelines for the validation of non-formal and informal learning

- The European Qualifications Framework for lifelong learning (EQF)

- The European Credit System for VET (ECVET)

- European Quality Assurance Reference Framework for VET (EQARF)

Two of these tools have particular relevance for prison education and training. These are the EQF and ECVET. Both are based on the concept of 'learning outcomes' rather than 'learning inputs' (e.g. attendance at a training course, participation in a learning experience). They facilitate the transfer and use of qualifications across different countries and education and training systems.

By focusing on learning outcomes, it is possible to better evaluate what a person knows and is able to do, to validate their non-formal and informal learning and to create a better match between labour market needs and education and training systems. These tools therefore enable individuals to gain recognition of their learning experience and the competences they have developed through any kind of learning context (formal, non-formal and informal), then to accumulate and combine units in order to achieve qualifications. Indeed, ECVET offers the possibility to define qualifications in units of learning.

There are a number of opportunities and challenges relating to VET which will need to be addressed in the future, including the need to develop the learning outcomes approach; the challenge of making VET more attractive to learners; and the need to reinforce cooperation between VET and the labour market. Full engagement of the private sector will be essential for success and it will also be important to adapt training for teachers and trainers in line with future developments.

In terms of VET in prisons, a number of questions were identified relating to challenges for the future, e.g.: What is the main objective of the training (inclusion, access to qualifications, upgrading skills, work-based learning)? How do we develop partnerships with the world of work? What kind of training for trainers is needed? These questions could be used as a starting point to identify projects which could be implemented in the future.

The final slides from the presentation provide some useful links relating to EU policies and tools relating to VET.

Klaus Kohlmeyer - ProBeruf e.V. Berlin, Germany:

Klaus Kohlmeyer presented an overview of 'New Approaches in Training and Education: Prospects of Reform within Penal systems'. He explained that Europe has

been travelling along a 'pathway' towards inclusion. The single project approach (e.g. through the INTEGRA programme) to education and training taken in the 1990s became a network approach (e.g. through the EQUAL programme) in the early 2000s, which should now be followed by the introduction of complex reform processes from 2010 onwards.

The complex challenge which must be addressed in relation to prison education and training is the need to develop coordination between the actors inside prisons as well as coordination between these internal actors and those outside of prisons. For instance, vocational training should be accompanied by support to address offenders' problems relating to aspects such as health or substance misuse. At all times, the offender should be seen as the most important part of the whole support process.

Mr. Kohlmeyer went on to discuss the complexities associated with state interventions, which are associated with competing targets across the different actors involved. He described these tensions as a pair of hands, with the right hand taking a punitive approach to prison regimes, implying that offenders should not be offered the chance to take part in education and training opportunities, while the left hand takes a more social approach and identifies the need for education and training as part of the rehabilitation process.

As a result, a model is going to be developed, entitled the 'Berlin Model', which is founded on four key principles. These are:

- An individual pathway approach

- The potential of coordination

- Agreement on common aims and strategies

- Local responsibility and political embeddedness.

Finally, Mr. Kohlmeyer emphasised the importance of raising awareness among the public and making the role of education and training in the prevention of recidivism better understood.

Evandro Cimetta - Défi-Job, Luxembourg:

Mr. Cimetta presented the Défi-Job initiative, which supports offenders in prisons in Luxembourg, together with a Leonardo project which Défi-Job has been involved in, entitled 'Jailbird'.

Défi-Job is a non-profit organisation which was created in 1992. Its aim is to facilitate the social reintegration of offenders through work. It offers employment opportunities both in the formal labour market and also in a sheltered workshop, depending on the capacity of the prisoner to take on employment. The aim of the sheltered workshop is to provide the project beneficiaries with the competences required for participation in formal employment, such as teamworking and communication skills.

Offenders must apply for employment with Défi-Job and must meet certain criteria in order to obtain a place on the scheme. These criteria are based on:

- 'Readiness' – i.e. their attitude and motivation towards work and future social integration

- Behaviour and working relations with the psycho-social-educational services

- Attitude towards drug addiction

- Administrative legal situation (identity card, working permit, official address, etc.).

Following acceptance on the scheme, an employment contract is established between the prisoner and Défi-Job. This is an important part of the project and is felt to help increase the self-esteem of the beneficiaries, since it is recognition that they are not separate from but are part of the community.

With support from the Leonardo da Vinci programme, Défi-Job initiated a project entitled 'Jailbird'. This project works with young designers and using the label 'Jailbird - Made in Jail' involves offenders in the production of a number of lines of items, including furniture and document holders. These are sold in a small number of retail outlets, including museum shops and design boutiques. The project has also included some work to design and create theatre scenery.

The project had a number of aims, namely:

- Acquisition of basic and soft skills

- Making detention a useful time of supervised work

- Developing and sustaining creativity

- Giving a more positive image of the prison world.

Through Défi-Job and the Jailbird project, offenders – who often have a low level of education and skills – are supported to develop the skills they need for employment. These include the basic skills such as motivation (e.g. to arrive on time each morning). For those who have negative previous experiences of education and training, such a project can be highly beneficial.

Furthermore, beneficiaries of the 'Jailbird' project are paid the equivalent of the minimum wage in Luxembourg (this is much higher than the wages paid for prison work). They are also entitled to holiday and are able to make social security contributions, as would be the case in a 'normal' job. Furthermore, when necessary they are able to work outside of the prison. These entitlements, together with their employment contract, again help to create a feeling of reintegrating into the community.

To date, the Jailbird project has received good feedback and during the discussion following the presentation, Mr. Cimetta explained that there has been a positive response to the project in the media. This has helped to improve the image of prison education and training in Luxembourg.

Irena Stupar - Pro-Eco d.o.o., Slovenia:

Mrs Irena Stupar presented the 'Marginteg' project which was funded by the Grundtvig programme. Marginteg brought together ten partners from seven countries to develop a methodology for the future reintegration of prisoners. These partners came from a range of sectors, from the judiciary to prison education and training.

The project aim was to develop and pilot a tested methodology for prisoners' reintegration. The first activity undertaken was to conduct an analysis of skills shortages in order to identify suitable training opportunities for offenders. The plastic production industry was selected as the subject of the training. Then, new learning approaches and materials, using 3D simulations to enable students to learn to work with the machinery associated with plastic production, were piloted and tested. Finally, employment events were organised.

It was found that by using the 3D simulation techniques, the number of days required to undergo the training were reduced from around 30 to around 5.

The project's external evaluator made a number of recommendations based on the experience. The first was for a revised skills needs analysis to be conducted, since unfortunately during the lifetime of the project, the onset of the economic downturn had adversely affected the skills shortages on the labour market which had previously been identified. This highlighted the wider problem faced by the education sector, in trying to keep pace with developments in the needs of the labour market.

The second recommendation was for the approach developed to focus not only on the learning materials provided but also on the motivation of the beneficiaries. The third was for the learning applications developed to take better account of the prison as a learning environment. For example, in the UK it is not possible to use internet browsers in prisons.

5.   Future needs

It is 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 competences

- Strengthening policies, systems and practices in the field of guidance throughout life,

- Common European Principles for the identification and validation of non-formal and informal learning

- European Qualifications Framework (EQF). (The EQF will relate different national qualifications systems to a common European reference framework).

- The European credit system for VET (ECVET)

- The European Quality Assurance Reference Framework (EQAVET).

The dedicated axes of Transnationality within the ESF Operational Programmes, ESF Transnational Learning Networks such as ExOCoP, programmes funded by DG Education and Culture together with DG 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.

6.   Points to discuss and Recommendations

1.   What are currently the key issues in this specific field of prison education/training?

- Prisons overcrowded – so it is hard to deliver education / training when the priority is meeting basic needs "activities are a luxury".

- There are prisoners who do not want to engage in education and training – so support only goes to those who are motivated.

- It is important to find out 'what employers want' – what training needs to be delivered.

- Motivation – prisoners expect benefits (e.g. to get out of their cells) other than skills from participating in the programmes

- Economic expectations are a problem – some offenders are 'used to' having a lot of money and don't see the value in working in a 'normal' job;

- But it is very motivating for prisoners to have a link to a job on release.

- Courses need to be updated and the curriculum needs to be more responsive – to reflect the new skills requirements and new employment opportunities.

- (Ex-) offenders have low self-esteem, lack basic skills and 'soft' skills, e.g. communication, motivation, team-working etc.

- So vocational training needs to go together with basic skills training and also 'transversal competences'.

- Vocational training is an easy solution – but it is also important to think about what happens next and to have more focus on the learner.

- There is a technology gap – the machinery required for vocational training is not available in prisons.

- There are some problems with recognition of qualifications – certificates given in prison are not recognised by employers.

- There are some European frameworks or tools which are relevant to prison education and training, especially:

- European Qualifications Framework (EQF)

- European Credit System for VET (ECVET)

- Validation of non-formal and informal learning.

- We have moved from projects/ networks towards complex reform / holistic solutions.

- There is a need to identify needs and set common goals at national level – resources should be allocated in line with these.

- The responsibilities of key stakeholders should be better defined.

2. *What are the main problems facing offenders (people) and VET organisations in this field? What are their needs?*

- Ex-offenders also need to access vocational training - obstacles to enabling vocational training to continue after release need to be removed.

- It is a challenge to arrange cooperation between external providers and prison – there is a need for coordination across the actors involved and for agreements on common aims and strategies

- But the offender should remain the central focus of the support;

- There needs to be a greater focus on the transition process, which is currently only considered by the justice department but also needs to be addressed by the education and employment departments as well.

- There is a problem of diversity within the prison population, e.g. different ethnic groups, different educational needs...

- Vocational training needs to be accompanied by support for social problems.

- Individualisation is required for personal development.

- There is a challenge to coordinate both within the prison and outside the prison, as well as between the two.

- Prisoners need to learn why it is beneficial to learn skills for a job.

- Full engagement of the private sector is needed to improve the responsiveness of training to the labour market needs.

- Strong partnerships are needed to successfully implement policy developments at European level.

- The link between non-formal / informal / work-based learning and formal qualifications needs to be made.

- It is necessary to change public opinions of prison education and training.

3. How do you see the field developing in the coming years?

- Not just training but also standards – common standards are required.
- In-service training and cooperation across different countries is required for trainers / educators.
- There is a need to define projects we now want to implement – what problems do we want to solve?
- The connection between inside and outside
- For example in Norway prison education is based on the 'import model' and prisoners attend education provided from outside – certificates do not show that the learning was undertaken in prison
- Addressing the problem of overcrowding – need to reduce the number of people in prison
- Reducing relapse.
- More political commitment to prevention is required
- There should be political cooperation to prevent the increase in prison population
- Vocational training needs to be made more attractive, to avoid drop-outs – this applies outside of prison as well.
- New approaches are required to help immigrants – both to prevent offending and support those in prison.
- Prison education and training could move towards a focus on learning outcomes in order to take the benefit from EQF / ECVET.
- Vocational training cannot be delivered in isolation – also need to address issues associated with health, addictions etc.
- Individual needs analysis / learning pathways to address individual needs – prisoners are not a homogeneous group.
- Platform for exchange of good practices / community of practice among different stakeholders is needed.

4. *How relevant are the lifelong learning programme / 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?*

- Since EQUAL has been discontinued there are fewer opportunities to fund large-scale projects by EU grants, e.g. – in CZ offenders were at first not included as target group for ESF
- The problem is that the projects are expected to focus on employment but this is not possible for projects working with offenders.
- Leonardo supports the start-up of new activities, which can then be sustained after EU funding ends.
- EQUAL and the ExOCoP network gave the idea to create a national network on ex-offenders (ES, IT) to look at vocational training and employment.
- Despite ten years of networking, prison populations continue to rise – so it is reform that is needed, with a clear objective.
- Projects are not enough. They are a small but important part of the overall reform process.
- EQUAL provided the opportunity to reinforce networking / working in partnership – but there still needs to be a methodological approach to selecting and evaluating projects.

- Need to look at long-term impact.

- Sustainability is a concern – what happens after the project ends?

- The role of EPEA could be reinforced – perhaps through a Leonardo network project?

6. *How should the European programmes change in the future in order to make a better contribution? (Conference C series…) What kind of research do we need in this field/topic?*

- There is a need for new ways of evaluating skills and competences – to fit with the increased emphasis on learning outcomes (from formal, non-formal and informal learning).

- We need to know more about the effects of rehabilitation:

- How does it work?

- What is criminality?

- What is a criminal person?

- There is a need to know more about how to design effective regional integration – to inform the management of regional integration processes.

- We also need research into the implementation of programmes/projects.

- Better communication / more links are needed between Leonardo, Grundtvig and ESF/EQUAL etc.

- Why is vocational training less 'attractive' to learners?

- Need to develop synergies between projects, e.g. through thematic networking.

- There could be greater encouragement or a requirement for structured management of partnerships/projects (e.g. in the project application, project planning),

- e.g. using the Logical framework approach.

- Greater focus on quality is needed – at project selection stage but also to verify quality of outputs.

- The link between / roles of work-based learning or traineeships and formal training should be analysed.

7. Further reading / Links

Bammann, Kai/Bührs, 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 BABE]

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, IFLL 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. Køpenhagen 2009

E-LEARNING

In February 2010, in the realm of the European Conference on Prison Education "Pathways to Inclusion – Strengthening European Cooperation in Prison Education and Training" and as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Budapest, Hungary, which focused on questions of e-learning. 44 participants coming from 23 countries[9] presented an overview of the current situation and policy developments in their country.[10]

1. 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 education standards, 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. People lacking digital competence are at risk of exclusion.

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.

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[9] Italy, Sweden, Portugal,, France, UK, Spain, Austria, Belgium, Germany, Switzerland, Norway, Finland, Estonia, Hungary Romania, Netherlands, Czech Republic, Denmark, Northern-Ireland, Latvia, Poland, Slovenia, Lithuania

[10] A second workshop took place on e-elearning: The Pre-conference on ,E-learning and knowledge managment in correctional services' in Ghent, October 2010. The discussion lines of the Budapest workshop have been refined and recommendations have been formulated.

2. **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. Obviously, there is a need for such data.

3. **National and European Implementation Contexts and Policies**

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.

4. **Examples of good and interesting practices at national and European Level**

Please note that all PowerPoint slides from the presentations made in this workshop can be found on the conference website: http://ec.europa.eu/education/grundtvig/-doc2047_en.htm

Pipeline - *Bent Hansen, County Governor of Hordaland, Norway*

The Pipeline project had two main results: a publishing platform suited for prison education and a Learning Management System with an integrated secure e-mail solution. Pipeline also organised a workshop in Slovenia aimed at teachers who wanted to learn how to use these tools.

During the project, different websites capable of translation were also tried out, making content from prisoners readable for prisoners in other countries.

Pipeline produced four bulletins. These and much more can be found at the project web site: **www.pipeline-project.org**.

e-Steps *Kristian Zani, ISCA Vision Ltd, UK*

This Grundtvig project is developing a learning model, which allows participants to access different training materials. The project is working with Moodle technology. The project was realised on a semi-correctional infrastructure, such as hospitals and closed sections of Juvenile Support Institutions.

Blended Learning in Prison (BLiS) - a German approach for using Learning Management Systems in prison *Christian Pfeffer-Hoffmann, Institut für Bildung in der Informationsgesellschaft (Institute for Education in the Information Society) (IBI), Germany*

Using learning platforms in prisons is a pedagogical and a technical task. Therefore a tandem of two projects is working in 11 of the 16 Federal States of Germany:

- "elis"(eLearning in Prison) has been providing a learning platform for prisons since 2005. The "elis" system is used in more than 40 prisons. It contains more than 160 courses that cover a broad range of topics from basic education and vocational training, up to further education for prison staff. The platform is hosted by the IBI (Institute for Education in the Information Society).

- The IBI is also responsible for the project "BLiS" (Blended Learning in Prison) that aims to improve staff competences in Blended Learning. It offers counselling and training for teachers and multipliers in penal institutions. In addition "BLiS" develops teaching and learning material covering the topics of democracy, diversity and tolerance. The project runs in the same 11 Federal States of Germany and is financed by the ESF, the Federal Ministry of Labour and the Justice Ministries of the Federal States.

Virtual European Prison School (VEPS) and Danish Learning Management Systems *Per Thrane, Statsfængslet Søbysøgård*

The primary goal of the Virtual European Prison School (VEPS), a 2007 Grundtvig pilot project, was to engage inmates in the participating partner organisations in Lifelong Learning / Adult education. The second goal was to transfer training materials between partners. In order to achieve these goals, a European platform was developed.

The second focus of this presentation was the contradictory relationship between education and security in prison.

Community of Practice TICS "Knowledge Management" in Catalonia *Jesús Martinez Marin, CEJFE, Spain*

The presentation of the TICS Community of Practice focused on another area of ICT-based learning in prisons. Knowledge Management is a key issue when it comes to involving prison staff in relevant thematic areas. More than a thousand staff members of the Prison Regime in Catalonia are taking a pro-active part in the interchange of their experience and their competences. This approach is particularly interesting for the ExOCoP network, where a sub-project is trying to connect the existing projects in Spain, Italy, England & Wales and Germany.

Swedish Learning Management System *Lena Axelsson, Swedish Prison and Probation Administration*

The Swedish Prison Service has the legal right to provide formal adult education, which is equivalent to the corresponding education in the community and enables learners to obtain formal qualifications. The education is delivered under the supervision of the Swedish Schools Inspectorate.

In order to make adult education available for all inmates, there is a Learning Centre at every prison, with employed, fully qualified, special subject teachers. To obtain continuity for the learners when they are transferred, the distance-learning model is used. Thanks to this, the same teacher always supports a learner to the final point of a course, wherever he/she is. Furthermore the distance-learning model makes all 130 different courses available for all inmates in the country, even though there are only a few (1-6) teachers at each prison.

Access to Internet is not permitted, but a Learning Management System has been developed, InIT (a separate intranet for inmates), according to the security demands. It is used for a one-to-one communication between the learner and a teacher not located at the learner's prison, as well as for the provision of digital educational materials. Through InIT the prisoners can even get in contact and communicate with two career counsellors who are located at the head office as a resource for all offenders.

Norwegian Learning Management System *Paal Chr. Breivik, County Governor of Hordaland, Norway*

By the end of 2010 Norwegian prisons will have access to the Internet through a national network. The presentation discussed the background for this "revolution" and described how this Internet application works.

According to the educational and the sentence act, all prisoners in Norway have a legal right to education. The use of digital tools (Internet is described as a digital tool) is an integrated part of the "competence" aim in the Norwegian subject curriculum. Access to the Internet is also becoming necessary in connection with exams, both in preparing for exams and in writing exam papers.

The aim is to give inmates access to all sites relevant for educational reasons. However, the Internet also has many sites that the authorities do not want the prisoner to see. And the web contains many different ways to communicate. These are the main challenges with regard to ICT use in the prison. The surveillance of all 'traffic' is also a major issue.

The solution is based on an Internet divided into categories. An international company is responsible for putting websites into categories. For example: the CNN website would be in the news category and the Google web site would be in the category of search engines.

The Internet that prisoners in high security have access to is restricted to categories that are considered safe. Websites that are not categorised are blocked. In addition to the allowed categories there is a communication filter which blocks attempts to send messages out. To make this filter fully effective, all plug-ins are blocked. This makes the Internet less interactive and is said by some to be the 'paper version' of the Internet.

To make the Internet more useful, there are exceptions to the strict communication filter. The system opens up for interaction with pedagogical websites by turning on scripts, plug-ins or other features that block the interactivity. This interactivity is communication with a web site and not with people outside the prison wall. This kind of interactivity is therefore considered safe.

Prisoners in a prison with low security are allowed more categories and are allowed an Internet without the communication filter. This allows the prisoners to follow the normal school outside the prison walls using the learning management system of the school outside.

All prisons are connected to a national centre. From this centre, the correctional service controls the Internet traffic, users and computers. When a computer enters the IFI domain (network) strong policies lock the computer down in order to restrict unauthorised access to the Internet.

The centre logs who has been surfing, what the prisoner has been viewing, what time he visited each website and which computer he was using when he visited that site. Even though the centre carries out the logging, it is the local security officer at the local prison who reads the logs. The local prison officer has knowledge of the prisoners and will know who needs special security attention.

The IFI solution has been developed over several years, in close cooperation between the correctional services and the education authorities.

Virtual Campus *Jane Bateman, Department for Business, Innovation and Skills, UK*

The Virtual Campus is a secure web-based platform that delivers a range of learning opportunities and other resources to offender learners in custody and the community. The system has been evaluated to comply with the most stringent government security standards.

The system provides a pathway for offenders into the main skills and employment areas, including job searches and is integrated with mainstream education systems that are used widely in the UK. The Virtual Campus also uses a powerful management information system that allows advisors, tutors and other staff the ability to refer learners to other advisors or organisations who can then provide further information, advice, guidance and support to assist the learner, significantly reducing the risk of re-offending on release.

The Virtual Campus offers a broader curriculum and individualised learning. Learning can also be supported by remote tutors and external organisations. The system support enables learners to continue their studies and access completed work on release with an 'e'-portfolio. This can be accessed in the community or at home after release. Virtual Campus has received Ministerial approval for national deployment across the UK.

LICOS *Jürgen Friedrich, University of Bremen, Germany*

There are several e-learning projects in prison education in Europe, showing a wide variety of approaches and practices in this field. The topic of the final part of this workshop session was to reflect best practices and encourage a common solution on a European level. This is the goal of the Leonardo da Vinci project LICOS ("Learning Infrastructure for Correctional Services - European Transfer"). The project, which is delivered by seven partners from six European countries, aims to collect experiences in the use of ICT in prison education around Europe and to transfer it to a common European e-learning framework. The general approach and the state of the system prototype were presented in the workshop session.

Dej Gherla - E-learning for staff in the Romanian prison system

Dorin Muresan, National Administration of Prisons, Romania

The process of using e-learning platforms with moodle technology in prison staff training activities was identified by the management of National Administration of Prisons as a solution that could successfully replace the "on-site" training activities.

The stages in achieving this objective were:

- 2009 – developing the concept in 2 pilot units

- 2010 – Extending the use of the platforms in 17 other prison institutions (almost half of the Romanian prison system)

- Specialisation course for 30 staff training managers from the units mentioned above, in partnership with Babes Bolyai University Center for Lifelong Learning

- 2011 – installation of the application in the rest of the Romanian prison units

e-learning for staff *Hans Meurisse, Federal Government Justice Department, Belgium*

This staff training project is an International Correctional and Prison Association (ICPA) initiative. The primary objective of the project is to create an on-line platform for the training of prison officers. It will be possible to find information on training courses around the world on this platform, in order to share best practices and experiences and make sure that training centres are not reinventing the wheel when starting up a training course or enhancing their existing training course for prison officers. The on-line platform will be classified according to the main subjects covered and put on-line in a web-based application on the ICPA Website or a new site.

The project also includes the creation of a manual in English (the intention is to extend this to other languages later) on a universally agreed basic and minimum training programme for prison officers. Previous work developed for developing countries is already available (e.g. *Basic Training Manual for Correctional Workers* by Gary Hill), but now the work will be expanded to include developed countries.

This training manual will also be put on-line, either on the ICPA Website in a password protected area or on a new site, in order to make it available to the widest possible audience and in a user-friendly format that can be downloaded and easily modified.

This project is being co-ordinated by Sarah Maere, a staff member of the training centre in Bruges, Belgium and Steven Van De Steene, head of the ICT department, under the supervision of Hans Meurisse (Director-General Penitentiary Institutions, Belgium) and supported by Gary Hill, as well as by the Correctional Service of Norway Staff Academy.

Game on *Camelia Popescu, Centre for Professional Training in Culture Information, Technology and Communication, Romania*

This Socrates Grundtvig project on offenders with learning difficulties provides different modules to help inmates improve their self-esteem, work and training preparation and basic skills training. The software allows linguistic and cultural adoption by users in other Member States as well the modification and translation of the content. A manual to this interesting programme is available.

5.   Future needs

During the course of these presentations, and the discussion sessions following them, a number of important themes for the future were identified as follows:

Security

There is now considerable experience of the needs of security issues in prisons, as well as the development and testing of a variety of models of e-learning. The technology and the knowledge to respond to this issue are now available, but the important step for the future is to build the confidence across prison systems that the security-related issues can be resolved. One way to achieve this might be through 'buddying' or peer mentoring – where leaders in prisons who have this experience can work with those who still need to be convinced.

Pedagogical developments

A major discussion point is the change in role, and therefore the professional skills required, of teachers as a result of moving to a system of e-enabled learning. One benefit identified by teachers themselves was that of reducing the isolation which some teachers experience when teaching, since stronger connection with others becomes possible through ICT. At the same time the experience of others was that some teachers find the change daunting and challenging and that this can lead to motivational issues.

The future developments fall into two strands. First there are the skills that teachers need to become facilitators of learning, and therefore supporting adults to achieve more radical development than might at first appear. There is a need to think about, plan and develop new professional development programmes for teachers as a result. Second, and perhaps more easily solved, is the development of materials and

content for students to learn, but this does provide the opportunity to produce new approaches that are tailored to adult learners.

Professional development of other staff

A number of other issues were raised as important areas for development. The first issue was the implications for prison staff and possible new skills and roles for them resulting from the widespread introduction of e-learning opportunities. These include supporting the development of ICT skills, as well as offering new opportunities to increase cooperation across the prison and between prisons, on a number of fronts, including education, training, work and so on. Prisons also need good technical support structures to ensure that problems are dealt with efficiently and effectively.

Prisoners as e-learners

There was considerable consensus that this approach offered prisoners much greater opportunity to acquire up-to-date skills for re-integrating into their communities and finding work. It also improves prisoners' access to learning programmes, equal to those available to everyone outside prisons, bringing them much more in touch with mainstream systems.

But this is not a total solution for every situation or every learner. Strong assessment systems are needed to identify the right solutions for learners, including whether ICT-based learning is appropriate for them. Equally there were concerns about the possible isolation of students through the reduction of classroom-based activities – something to be avoided with a population already isolated from some aspects of society.

The important point from the presentations is that e-learning is not necessarily self-study, and probably works best in learning centres, where students can pursue individual courses of study, but supported by their tutors, their 'remote' subject specialists, and in some cases peer mentors.

One key development for the future is to consider how to produce much better research evidence, as well as data on the key approaches, outcomes achieved and impact on prisoners, associated with this approach.

6.   Points to discuss and Recommendations

The workshop generated a consensus about the developments and issues associated with this aspect of prison learning.

The presentations related to projects exploring developments with e-learning, projects that had developed new systems and applications, through to those that have now moved into new approaches being implemented nationally by European countries.

There are four key issues which can be regarded as the main outcomes and recommendations of this session:

a)   The common e-learning framework (LICOS) has to be configurable and adaptable to the special needs of the penal systems in each European country (open tool box approach);

b)   The framework has to be developed as a socio-technical system which comprises - beyond the technical components - an appropriate pedagogical and organisational concept and educational practice (socio-technical approach);

c)   The advantages of e-learning have to be clearly communicated to politicians and prison governors as well as to teachers and administrators at all levels of the penitentiary system to convince them of the innovative, effective and efficient approach of ICT in prison education (promotional approach);

d)   The LICOS system will be available to all European countries; implementation and adaptation to special national requirements are supported by the LICOS team ("assistive mainstreaming approach").

1.   **What are currently the key issues in this specific field of prison education and training?**

New information technologies with ICT-based learning material are a relevant factor for all kinds of procurement of skills and knowledge - from illiteracy up to higher education under prison conditions.

2.   **What are the main problems facing people and organisations working in this field? What are their needs?**

Despite the contrary opinion of a substantial part of staff working in or around the prison education system, security is still the driving issue of the prison institution as a whole. In the last decade, ICT security research and development has enormously reduced the risk of damage (breakout and intruders, etc.) in this particular area of work and the risk is now close to zero. As the human factor still represents a risk for misusing rights (access to the internet) allowed, cross checks and the principle of a "second set of eyes" have to be applied everywhere.

3.   **How do you see the field developing in the coming years?**

With the accelerated progress in the e-sector, Internet-based learning scenarios will provide more specific pedagogical material (for example focusing on dyslexia, ADHD, social competences etc.). Also the cooperation between research, technological development of learning material and the operational level in the prisons will be substantially different from the present.

4.   **How relevant are the Grundtvig / Leonardo / EQUAL-ESF projects presented at the conference, relative to these issues, trends and concerns? What is missing?**

Almost all relevant approaches of this work field in Europe were presented at this conference. Among them, the EU-funded projects play an important role: several projects were the key factor for mainstreaming the approaches developed or the initial factor in triggering the development of Learning Management Systems at national level.

All projects participating in the workshop emphasised their profound interest in further cooperation leading towards compatibility (e.g. a shell between the bigger LMS etc).

Better integration of e-learning for staff and knowledge management as well as with higher education in prison is still required.

5.   **How have Grundtvig / Leonardo / EQUAL-ESF contributed to the improvement of prison education/training in this field?**

All three programmes have been the key initiators of ICT-based prison education and training programmes. From the first steps in the mid-1990's until now projects like *Pipeline*, *eLIS* or currently *LICOS* have actively contributed to setting the goals and developing the approaches leading to the national LMS currently being deployed in England and Sweden.

6. How should European programmes be changed in the future in order to make a better contribution? What kind of research do we need in this field/topic?

Research is especially needed for the development of special learning material, for example social skills and competences.

The access to material already developed in other areas of education and vocational training with the help of these programmes should be improved. Cooperation with higher education would bring added value for all concerned.

7. Further reading / Links

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].

Arcangeli, Bianca et al.: E-learning in prison: a proposal. In. Journal fo e-Learning and Knowledge Society 6 (1) 2010, pp. 85-92 [http://je-lks.maieutiche.economia.-unitn.it/index.php/Je-LKS_EN/article/viewFile/391/378]

ART IN PRISON

In February 2010, in the realm of the European Conference on Prison Education "Pathways to Inclusion – Strengthening European Cooperation in Prison Education and Training" and as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Budapest, Hungary, which focused on questions of art in prison. 38 participants coming from 19 countries[11] presented an overview of the current situation and policy developments in their country.

1. Overview

Rehabilitation has to find ways to train persons to enhance their skills and to motivate people to develop and to change. This can be done in the form of ETE, but also by arts. Art is a way of informal learning. It has other possibilities as school concepts. It is another way of learning.

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

While the arts can be of help for such purposes, they were seen to have a much wider range of benefits for prisoners, including helping them:

 - achieve some personal development

 - gain self-esteem

 - explore indirectly, but effectively, personal or social issues

 - combat isolation, pass the time, and counteract the detrimental effects of imprisonment

 - challenge prejudice and racist attitudes

 - 'open up', discover new potential in themselves, find new interests

 - maintain a sense of humanity and regain dignity

 - analyse their experiences and overcome problems

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[11] Romania, Denmark, Hungary, Poland, France, Italy, UK, Cyprus, Greece, Germany, Bulgaria, Norway, Belgium, Latvia, Croatia, Ireland, Netherlands,.

- find a new means to employment

- find a voice

- improve communication skills.

Many persons stressed the accessibility of the arts in a range of ways. For example, those who dropped out of school at an early stage, or have bad past experiences of education, often find it easier to become involved in the arts than in other aspects of education. Those who have limited knowledge of a local language may still engage in arts activity, with the visual arts, music and dance being particularly good outlets in this regard. Moreover, different art forms can often be combined easily and successfully. Further, the arts can be a very good means by which prisoners move on to study a wider range of educational subjects, or pursue other developmental opportunities.

There was a firm view that there is not a specific art for prisons or other institutions, that the public in prison should have the same access to art as the public outside. Essentially, the role of the arts in prison is the same as in society beyond the walls, and the role of the arts worker/artist/teacher of arts is similar to what it would be outside. Those in the workshops repeatedly stressed the humanity of men and women in prison, their citizenship, their being part of society. Thus, just as in the outside world, art in prison involves dialogue between the artist and the community within the prison, and between the prison and the world outside. In addition to being of benefit to the person held in prison, arts or creative activity within prison are beneficial for prison regimes and for society as a whole.

2. Key data

There are no systematic data about the use of art in European prisons.

3. National and European Implementation Contexts and Policies

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. 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 lockup', 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, and 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. 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).

4.   Examples of good and interesting practices at national and European Level

Please note that all PowerPoint slides from the presentations made in this workshop can be found on the conference website: http://ec.europa.eu/education/grundtvig/-doc2047_en.htm

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.

5.   Future needs

This field lacks evaluation.

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.

There is a need to improve the dissemination and visibility of the high-quality art work done in prisons, including through research (see point 7 below) and by means of examples of good practice, so that policy can be influenced.

3. As with all who work in prisons, those working in any way in the arts field should be given adequate guidance upon commencement, and enabled to continue their own professional development through exchanges of experience with others, such as via networks, national or international seminars, etc.

4. Much good can be lost when programmes or projects are terminated. There is a need to ensure prisoners can have access to opportunities in the arts and can

continue involvement in creative activities that benefit them, within prison during sentences, and in the community after release if this is what they wish.

5. Adequate resources need to be provided for the arts in prison, bearing in mind that materials and equipment in some activities can be expensive.

6. There is a need to build strategies so that all stakeholders who can contribute to developing arts in prisons, including prison staff, can do so.

7. Research is needed to demonstrate the benefits of facilitating arts in prisons. In addition, there is a need to establish collections of quality art work in different media from prisons across Europe.

6. Points to discuss and Recommendations

1. What are currently the key issues in this specific field of prison education and training?

Arts and creative activities in prisons can have great benefits for the prisoners. In some prison systems there is a tendency to underestimate the value and role of the arts and to marginalise such activities within prison.

2. What are the main problems facing people and organisations working in this field? What are their needs?

As the status & benefits of arts and creative activities are still too underestimated in some prison systems; arts are not that easily accessible for all prisoners. The wide range of benefits are often not understood or seen. Adequate resources are often missing and so are strategies to develop arts in prisons. In some prison systems there are restrictions on what is allowed in the arts within prisons, compared to these arts on the outside. Development of professionalisation of teachers / artists who work with prisoners is needed.

3. How do you see the field developing in the coming years?

With the growing number of prisoners in all countries, arts and creative activities should be integrated into the regular offer to all prisoners; the wide range of benefits and their role should be recognised and valued in all prisons and by policy-makers. Arts should be offered by skilled people who know how to deal with prisoners; it should be used to its full potential and it should also be given the possibility to build the dialogue between the public inside the walls as the community outside.

4. How relevant are the Grundtvig / Leonardo / EQUAL-ESF projects presented at the conference, relative to these issues, trends and concerns? What is missing?

The European programmes, especially Grundtvig, were considered to be very relevant for the strengthening and extension of the arts in prisons as:

- countries face similar problems and are looking for solutions

- there is much that can be learned in some countries from the policies and good practice of others

- programmes have been a source of innovation

- the Learning Partnerships bring together experiences from different historical backgrounds of the partner organisations

- Grundtvig deals with non-formal learning, and the arts are a particularly good means by which this form of learning takes place.

**5.	How have Grundtvig / Leonardo / EQUAL-ESF contributed to the improvement of prison education/training in this field?**

Grundtvig has already had a big impact on grass-root organisations when it comes to creativity and arts. In the field of arts and creativity in prisons, Grundtvig has stimulated networking across borders, brought innovation, enhanced creativity and made examples of good practice more visible. It has also started improvement on the professional development of teachers in prison education.

**6.	How should European programmes be changed in the future in order to make a better contribution? What kind of research do we need in this field/topic?**

The participants of the workshop underlined the importance and impact of the present programmes, especially Grundtvig, and expressed the need for them to be continued. There is a need to build strategies so that all stakeholders who can contribute to developing arts in prison, including prison staff, can do so. This could be strengthened in the future programmes.

Research is needed to demonstrate the benefits of facilitating arts in prisons. In addition, there is a need to establish collections of quality art work in different media from prisons across Europe.

### 7.	Further reading / Links

Parkes, Rose; Charlotte Bilby: The courage to create: the role of artistic and spiritual activities in prison. In: Howard Journal 49, 2010, pp. 97-110

Digard, Léon et al.: All together now. The therapeutic potential of a prison-based music programme. In: Prison Service Journal, Issue 170, 2007

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**

See also:

www.panproject.org; www.rideout.org.uk

STAFF TRAINING

In February 2010, in the realm of the European Conference on Prison Education "Pathways to Inclusion – Strengthening European Cooperation in Prison Education and Training" and as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Budapest, Hungary, which focused on questions of staff training. 25 participants coming from 15 countries[12] presented an overview of the current situation and policy developments in their country.

1. Overview

To do a good rehabilitation the work of the officers and other staff in prison are of utmost importance. The quality of the work is dependent on the training of the staff as well as on the legal, structural, organisational and situational framework they work in. Research shows that a good relationship between staff and prisoners will improve the chances of offenders for rehabilitation and desistance.

The care, rehabilitation and reintegration focus in the work of prison staff represents one part of the dual mandate of prison systems. The other part can be summarised as control and assistance - the provision of safe, secure and humane custody and supervision of prisoners. Taking the dual mandate into account the prison staff has to assist the offenders 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.

2. Key data

There are no systematically collected data on prison staff, its qualification and other variables.

3. National and European Implementation Contexts and Policies

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

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[12] Sweden, Denmark, Hungary, France, UK, Greece, Germany, Bulgaria, Finland, Belgium, Malta, Estonia, Spain, Netherlands, Slovakia

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 centres". Staff members employed by the Directorate of Prison and Probation Service serve as directors and assistant directors of these centres. 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.

Mr Kaj Raundrup explained that 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 society at large.

Subsequent to this report, the Council of Europe had 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 prisoners 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 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 an inmate is to be deprived is his or her liberty. In principle all other rights must be upheld.

In the pre-conference document presenting an 'Analysis of Projects and Key Messages' of the Grundtvig and Leonardo da Vinci programmes, which can be found on the [conference website](#), 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 thereby 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 organisations.

National level policy and provision

Dr. Christian Pfeffer-Hoffmann IBI - Institut für Bildung in der Informations- gesellschaft

Dr. Christian Pfeffer-Hoffmann gave an overview of the IBI's Learning Management System e-Learning in Prison (**eLiS**) in which he discussed the need for further development as well as the integration of more prisons into the project. He also discussed the ESF project **BLiS** (Blended Learning in Prison), the focus of the discussion being on teacher training and the development of learning material.

With regards to the **LMS eLiS** (eLearning in Prison), Dr. Pfeffer-Hoffmann mentioned that this is taking place in 11 federal states in Germany with more than 40 prisons participating, and comprises 160 courses. These relate to basic education and vocational training as well as further education for prison staff. This project is hosted by IBI and financed by the federal states. The project has been developed since 2002 and uses a secure internet connection (VPN), with internet access restricted to single sites.

With regard to BLiS - *Blended Learning im Strafvollzug* (Blended Learning in Prison), Dr. Pfeffer-Hoffmann reported that it was also taking place in 11 federal states, with funding from the ESF as well as the Ministry of Labour and the Federal states. The period of the project is 01.12.2008 - 30.11.2011. The first focus of the project is on improving staff competences in Blended Learning, as well as counseling and training for teachers and multipliers in penal institutions. The second focus of the project is on developing teaching and learning material covering the topics of democracy, diversity and tolerance. This second focus also centres on networking across the federal states, the expansion of the eLiS learning platform to four new federal states, as well as the further development of this platform, including its updating and improved usability, as well as security issues.

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

Dr. Giordmaina presented a paper described the Grundtvig project 'Developing Training Programmes for Qualified Teachers to Teach in Prison' (TTIP) (http://www.ttip.info/)

This project (Ref: 113991-CP-1-2004-1-MT-Grundtvig-G11) aimed to develop teacher training for service in prisons which could then 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 still follows the methodology applied in primary schools and that teachers are recruited to teach in prisons straight from primary and secondary schools.

The project sought to rectify this situation by creating a training course to qualify teachers to teach in prison. The immediate target group of the project is serving and prospective prison teachers, while the second are the prisoners who will benefit from a better service.

The main question underlying the project was: What makes a good prison teacher?

Consequently, the foci of the project, as well as the discussion that followed the presentation were the following issues:

- Do teachers need specific training in order to teach in prison?

- If so, what kind of preparation do teachers need in order to teach in prisons: what kind of knowledge, skills and attitudes do they need?

- Which are the areas in which a teacher should be trained *before* commencing teaching in prison (Initial Teacher Education)?

- Which are the areas teachers need to have updated once they are teaching in prison (Continuous Professional Development)?

The three sections of the results of the project, as well as the European Comparative report were presented. The European Comparative report revealed a number of similarities among different European countries, notably:

- The countries' targets are relatively homogenous, mainly relating to re-socialisation;

- Education is the main element for the treatment of offenders;

- The importance of normalisation is accepted;

- The individualisation and differentiation of the prisoners is of vital importance;

- The consumption of and trading in drugs within the prison is a key issue;

- The number of inmates is steadily increasing, over-crowding has become permanent;

- There is a high percentage of foreign inmates;

- Professional training is of vital importance;

- Short-term leave is often allowed for educational purposes.

The research also indicated that the "average" prison inmate in Europe:

- is functionally illiterate;

- probably has learning disabilities;

- has never had a steady job;

- was a juvenile delinquent;

- abused substances;

- came from a dysfunctional home with a history of abuse;

- has an average IQ one standard deviation below the mean.

It was also noted that the quality and quantity of prison education depends on:

- the criminal policy of the country;

- the system of imprisonment;

- the general prison conditions;

- the well-being of the society;

- the general educational standard of the population;

- the proportion of minorities (ethnic minorities, illegal immigrants) among the inmates.

In the second part of the presentation, Dr. Giordmaina gave an overview of the main sections of the course developed as a product of this research. These include:

Part 1: The Teacher and Adults

Adult Education

- Self-directed learning and Cooperative Learning

- Adult Education/Participative learning

- Methodology: Digital Portfolios

The Teacher and Education in Prison

- Making a Case for Education in Prison

- Communication Skills

- Group Dynamics

- Assertiveness

The Teacher and Professional Issues

- Ethics for Teachers Teaching in Prisons

- Relationships with Prison Staff

- Adapted Teaching with ICT

- Teaching Practice

Part 2: Understanding Prisoners

- The Law: Rights and Duties of the Prisoner

- Prisoners' Special Needs

- Multicultural Awareness

- The prisoner as an E-Citizen

- Problems of Motivation

Part 3: The Prison Environment

- The Prison Library

- Prison Rules and Procedures

- Internet Access and the Prison Control Regime

Examples of lessons from the manual were discussed. The format of each lesson is as follows:

- An introduction

- Lesson Plans

- Handouts

- Exercises

- Readings

A PowerPoint presentation complements each lesson.

4.   Examples of good and interesting practices at national and European Level

Please note that all PowerPoint slides from the presentations made in this workshop can be found on the conference website: http://ec.europa.eu/education/grundtvig/-doc2047_en.htm

See above

5.   Future needs

There is missing evaluation in this field. There are no systematic data on staff training in Europe.

We need harmonisation and standardisation in this field.

6.   Points to discuss and Recommendations

- 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 so, what kind of qualifications?

- Do prison teachers have special roles in the prison context? If so, 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 to them. Why not?

- What resources are available for prison education?

What are currently the key issues in this specific field of prison education/training?

- Overcrowding and demand for education in prison

- Foreign nationals, and their needs, which are not always a priority for the prison administrators. Their needs might be very different from those of the local inmates (e.g. learning a foreign language)

- Actual resources allocated for education and training are limited

- Stretching of resources is an everyday occurrence

- Level of motivation of prisoners is at times too low to make education viable

- Various cultural issues are not very often tackled

- Privacy of medical information can at times be a problem and it impacts on the way one teaches and interacts with the inmate. When the teacher is part of the team (a multi-disciplinary team) the teacher is usually given all the necessary basic information.

Further points:

1. What are the main problems facing people and organisations working in this field? What are their needs?

   - Motivation in all its forms: staff, prisoners, governors and central administration, staying motivated over a long period of time is a problem

   - There is a need for a licensed training for teachers, without which a teacher should not be allowed to teach in prisons

   - Education about the prison environment is often not given to prospective prison teachers

   - Problems arise when teachers or trainers motivate the inmates in the wrong way, so more has to be done in this field

   - Respect for each other, particularly between the prison guards and the teachers, is often missing. Also at times the network with the outside world is missing, and things which are really relevant for the prisoners to know about changes in the outside world often do not materialise in the prison class/school. At times outdated information/skills training are given

   - The necessity of having a compulsory curriculum may be different from what the needs of the inmate are: e.g. foreign inmates: what are their real needs: those specified by the set curriculum or what they identify as being their needs?

2. How do you see the field developing in the coming years?

   - Initial training is developing – but the field is changing rapidly too, especially as a result of overcrowding. There is the danger that education will not remain a priority area, because of financial constraints.

   - The need to develop capacity for education provision in situations with a high incidence of foreign prisoners

   - IT engagement – IT is a vital aspect of the real world and it has to be made real in prison too

   - Things have been getting better, especially with regard to standards of education in prison, – but there is still much room for improvement.

   - From a staff perspective – a focus on the staff itself is necessary. Care of the 'provider' is a priority.

3. How relevant are the Grundtvig / Leonardo / EQUAL-ESF projects presented at the conference, relative to these issues, trends and concerns? What is missing?

   - The projects are highly relevant to the area

- The absence of money is creating problems (EQUAL had more funds)

- There is a lot of learning and a whole range of initiatives, but these seem to die as soon as the money dries up!

- Sharing the resources seems to be the biggest problem – most of the time they are shared only among the partners

- Language barrier can be a problem with projects

- Better focus on innovation is needed – rather than repetition of the same ideas

- Avoidance of multiplicity of projects – we are getting too much of the same

- Extension of project, if necessary, by a year in order to disseminate it better

4. How has Grundtvig / Leonardo / EQUAL-ESF contributed to the improvement of prison education/training in this field?

- Development of materials

- Exchanges

5. 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?

- Celebration of success

- Identification of what the issues are in order that they are tackled by a multidisciplinary team

- Improved funding

6. Any other points of interest

- A library or database of the material produced in this field so as to be able to use the material produced in an effective way

- All projects should be put online and made available to all to download and use in their country. It is a pity that so many products are only available on some shelf in Brussels, or only among the partners of the projects. It would be great if they could be used by all. After all, they have been funded by the EU for the citizens of the EU and hopefully beyond.

7.   Further reading / Links

Braggins, Julia; Jenny Talbot: Wings of Learning: The role of the prison officer in supporting prisoner education. London 2006

Liebling, Allison: Prisons and their Moral Performance. Oxford 2004

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

PREPARATION FOR RELEASE

In June 2010, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Bucharest, Romania, which focused on Preparation for Release. 13 participants coming from five countries[13] presented an overview of the current situation and policy developments in their country.

1. Overview

Preparing for release represents an important stage of the penal execution path, which evaluates the results of the interventions and of the recovery approaches from the anterior stages of the freedom depriving penalty and establishes some links for the post penal assistance, assuring the necessary conditions for the increase of social reinsertion chances.

Preparation for release represents not an activity but a process, of assuring the conditions for social reinsertion after prison release which is an objective of the European prison systems:

The process of preparation for release starts at the beginning of serving the sentence with the first assessment of the inmate. This is mentioned into European Prison Rules (art.70.1) and is also mentioned in national legal frameworks[14].

Because in most of the cases we speak about an individual response to problems, starting from the first assessment an individual plan for rehabilitation is drawn. This plan consists in all the measures which should be taken during the sentence, in order to prepare the inmate for social reintegration after his release. The individual plan of serving the penalty is reviewed several times during the sentence. Also this plan and the way it was followed consists a major input in the commission of analysing early release.

Also because the preparation for release represents a perquisite in order to assure social reintegration a joint effort is necessary: Prison, Aftercare services, Probation, different NGOs, family and municipalities. The mentioned bodies are involved different in each country but the conclusion raised in the workshop was that it is necessary to have a national plan of reintegration[15]. (*Because a lot of actors are involved in this journey of preparation for release and not always the acting bodies feel their own responsibilities or the efforts instead of being convergent are sometimes parallel*.)

The causes for being in prison are most of the times outside the prison gates. In order to ensure a real chance of social reinsertion we need to look at the causes of crimes not at the effect. That means that for each inmate a social screening is necessary, focusing on the situation before prison and, in accordance with the results

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[13] Germany, Greece, Netherlands, Romania and Northern Ireland.

[14] For example art 87 in Romanian Regulation of the Law for serving the penalties

[15] The Ministry of Justice and the Association of Netherlands Municipalities want to achieve that at least eighty percent of formerly detained citizens have the necessary basic provisions at their disposal when they are discharged from detention. The joint ambition has been laid down in the Working together (Samen aan de slag) (June 2007) administrative agreement and elaborated in the Cooperation Model Aftercare for Adult (formerly) Detained Citizens, Municipalities – Ministry of Justice (July 2009). Romanian prison service is organizing a National Plan for Social Reintegration which is going to be released in December 2010.

the individual plan should comprise measures to be taken. In order to take measures outside the prison gates it is necessary to have a proper cooperation with institutions and organisation which are empowered outside the prison gate.

Conclusion: It is necessary to have a real partnership with outside organisations and institutions in order to join the efforts on social rehabilitation. A strategic document of partnership is welcome.

In this context, organizations and professionals of penal justice system have to face important challenges concerning different aspects:

• The institutional capacity of the prison units and of the structures, institutions, organizations with attributions in the post detention period to implement efficient programs for preparing for release and post penal assistance;

• Efficient working methods for the preparing for release and post penal assistance programs, for the persons who committed offences, with a special emphasis on assuring a inter institutional approach, in the specific modality of implementing activities/programs;

• The need for inter institutional communication and involvement of local community, in order to facilitate the social reinsertion of the inmates (e.g. social campaigns of awareness, at local, regional and national level);

• The training of the professionals from the prison system and probation department, on the issues related to preparing for release, methods/means of reducing relapse risk and increase of the social reinsertion chances, as important themes, which will underlie the development of the preparing for release and post penal assistance programs. Appropriate skills are required for the staff involved in the process to ensure efficient preparation for release.

• Preparation for release is a dynamic process, in which a continuous gathering and analyze of information is required; diversity of sources is fundamental to getting proper information; self-evaluation can be an important source of information and, as well, a good compliance strategy; all the information is important to guarantee that all the inmates needs to prepare for release are taking in to account.

The world prison population is growing (the prison population has increased in 68% of European countries). Also, in all the countries it seems to become obvious that a change into the structure of crimes had appeared. The societies are changing, are facing new challenges and this also reflects in the challenges that we have to face working with inmates.

Discussing the needs[16] of the inmates in relation to a proper resettlement scheme, most of the persons committed to prison have serious financial problems, problems

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[16] A recent Northern Ireland Social Services Audit and Prisoner Survey concluded that 50% of those committed to prison will have accommodation concerns on release; 49% will have financial difficulties and 51% will have been unemployed on committal.
Relating to Netherland's situation we find that: about 17% no ID documents, about 30% problems with accommodation, 40% problems with income, about 30% contacts with health care institutions, about 70% serious debt problems

regarding accommodation after release and also they are facing real danger of unemployment.

Also, besides those structural problems, the resettlement is threatened by the labelling as former inmates and also the danger of coming again in contact with the crime environment. In addition the public opinion is often very critical about resettlement projects (the state does more for the inmates than for the free citizens). This opinion is often supported by the media which tends to sensationalize crime by focussing in their reports on extremely violent offences.

2. Key data

There are no systematic data on the preparation for release phase in European Prisons.

3. National and European Implementation Contexts and Policies

Preparation for release is organized in each country, for all inmates in accordance with the individual needs identified in the first and periodical assessments.

Efficient intervention in preparation for release can be seen in the following dimensions:

- THE MOTIVATION: an important factor of desistance and cognitive – behavioural change for reaching the social desirability;

- THE CAPABILITIES: it refers to all interventions aimed at developing human resources (e.g.: cognitive skills, solving the problems, enforcement of the courts decisions etc.);

- THE OPPORTUNITIES: social resources necessary to inmates for social reintegration: a job, a house, a social support system etc.

Regarding the approach during the period of stay in prison institution the process of preparation for release starts immediately after entrance and depends very much of the assessment. Besides the medical assessment the inmate is subject to evaluation under the following aspects:

- Social

- Psychological

- Educational (school and vocational training)

Two main issues have to be raised: besides the educational and psychosocial measures taken, another 2 groups of activities are of maximum importance in order to prepare an inmate for release: working in prison and links to the outside world (family and community). The way that those things are put into practice differs from one country to another, but the object is the same.

Work in prison, inside or outside, is also important because it:[17]

- Gives the inmate the possibility of investing energy into a pro-social activity

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[17] This was also a topic of the workshop Prison work and industries: "Does the work in prison help to find a job after release? Projects shows that the success of a vocational reintegration after prison can be increased, if there is a coaching/aftercare in vocational resettlement, starting in prison. "

- Offers the chance of developing pro-social attitudes (discipline, teamwork, communication skills etc)

- Offers the possibility of gaining money for his efforts (the amount depends on the prison system)

- Offers the possibility to contributing for an early release (in countries like Romania and Greece for working during the sentence, the period spent in prison can be shorter)

Also, in order to counterbalance the problem of unemployment after release some prison systems organise job tracking program for inmates.[18]

Another very important support factor during the period spent in prison and also after release is the factor "family". In all the prison systems visits are valued in the context of rehabilitation.[19]

Other measures with positive impact in preparation for release are:

- Activities developed into community were the inmates can participate

- Permissions (from 1 to 5 days) to spend time with the family

Some of the countries implement these activities using the prison staff some other countries have formed teams who are involved in resettlement. The best model for implementing is using pluridisciplinary teams (involving people from prisons and from outside institutions and organisations) during the whole process or at least in the final part of the time spent in prison.

Crucial points are:

- Who collects the necessary information?

- Who keeps contact with the institutions involved outside the prison?

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[18]   Ex of Northern Ireland: 78% of those prisoners who completed the programe and have been released from custody have gone into employment or training.

[19]   Every prisoner is entitled to a visit each week with children, family and friends. It provides an opportunity to maintain and build upon their relationships, family links; participation in positive decision making about their children; and allowing a person with parental responsibility to continue to exercise this with the childrens interest being central. Over 120.000 visits took place in Northern Ireland prisons last year with almost 36.000 children visiting. NIACRO provide transport, care and refreshment services for visitors before their visit to make their time spent in prison more relaxing, rewarding and beneficial....
This is further enhanced through Child Centred Visits were a father or mother in prison can spend time with their child in different circumstances. The other partner is not present, other prisoners have returned to residential areas and it is more relaxed atmosphere. The imprisoned parent is encouraged to play games with their children, enjoy lunch with them and built upon the bond they have. As it is more relaxed it is facilitated by a trained Family Officer (Prison Officer) and a member of staff from NIACRO.
The Family Officer also provides a scheme were a prisoner can record a short storybook onto a CD. This can then be passed along with the book to their child on one of these visits. It allows the parent to „read a story" to their child at night and for them to follow along in their own book. Loss of freedom and separation is not just a penalty for the adult but the young child who has to deal with it.

4. Examples of good and interesting practices at national and European Level

There is not that much a special focus on the phase of preparation for release. So it is difficult to find good practices on this topic distinctly. Mostly it is embedded in other topics – so we find information on this topic in the Workshops on Diagnosis and Assessment, on Aftercare, on Family Resettlement, on Community Links and others.

5. Future needs

- Model of cooperation between institutions (suggestion: Netherland approach)

- Research: How to establish the success of the process? How do we measure? How do we take any correctional measures?

- What kind of awareness campaign should be done in order to reach the objectives?

6. Points to discuss (Merkpunkte) and Recommendations

The preparation for release process is done in accordance with the assessment of needs of the prisoner.

The pilots of intervention in preparation for release are: Psychosocial Assistance (social needs and psychological support) Education (school and training), Outside links (family and community), Work (during imprisonment and job tracking).

There is a strong need for good communication and cooperation between all institutions involved.

To re-organise this phase and to find good and new approaches there is a need for some funding opportunities (state budget, different projects (example European Social Fund)).

Awareness campaigns can contribute together with an institutional approach to a convergent concern about resettlement of the persons who leave prison.

7. Further reading / Links

- Monitor of Aftercare for Former Prisoners. Developments and first results. The Hague 2010 (English abstract, full text only in Dutch) [http://english.wodc.nl/onderzoeksdatabase/relatie-tussen-recidive-contextfactoren-risicofactoren-en-verpaupering.aspx?nav=ra&l=detentie_en_reclassering&l=sociale_gevolgen_van_detentie]

- Reducing recidivism risk after prison developed through Phare project: Ref.: Phare 2006/018-147.01.04.05.01 http://www.internetjournalofcriminology.com/Jenny%20Ardley%20-%20HM%20Prison%20Sudbury.pdf

AFTERCARE

In September 2010, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Athens, Greece, which focused on the topic of Aftercare. 9 participants coming from seven countries[20] presented an overview of the current situation and policy developments in their country.

1. Overview

In the last decades there has been a tremendous discussion on aftercare: The situation of the transition from prison to liberty came into the focus of research and practice. The 'old' strategy – not to care about the transition, to see ones work ending at the release of the inmate, has been changed. It had to be taken into account, that many prisoners have a high return rate, most of them are without qualification and chances on the labour market, and many of them face further problems (drugs, behaviour problems, mental illness, debts, housing and others). The overall experience, that released persons will come back soon, that there is a very high recidivism in the first weeks and months after release, that many persons cannot cope (without assistance) with the new situation of liberty, led to new concepts of coaching: an aftercare approach.

To work on this situation there have been developments in different fields:

- in educational and vocational qualification in prison, strategies of improving vocational skills but also social skills in prison with a perspective for the time after release,

- in improving the preparation for release, to coach the inmates on their way from prison to liberty, to cope with the difficulties of working with different organisations in preparing for release, to structure the way out; and

- To take care of them and to coach them in time after release, to offer jobs and other opportunities for day structure.

So there are developments towards a seamless coaching (through the gate continuity; end-to-end service), a link to the services in the community, a multi-agency approach, the provision of aftercare-services; ways of facilitating post-release access to labour markets and many further strategies to improve the transition.

Resettlement and Labour Market Integration of (ex-) prisoners is obviously a complex task that cannot be solved by prisons (alone). It requires joint thinking, cooperative action and shared responsibilities within structured networks that bridge the gap between prisons and external actors, like employers, social services, job centres, probation services and others.

Placement services in prison are well accepted among (ex)prisoners and do have good results in helping them to find a job or follow-up training. However, multiple individual and social problems frequently make it difficult for them to keep their job and to stay employed. Therefore, after-care services are required that - support both ex-prisoners and employers to stabilize post-release employment and/or - provide support to "try it again" in case of unavoidable employment break-offs

For the prison, it is of interest to see what the result of the work done in prison is. Is it helpful for the released person to start a way in vocational and social integration?

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[20]   Belgium, Germany, Greece, Netherlands, Portugal, Romania and Northern Ireland.

2. Key data

There are no systematic data about the projects and work done in the field of aftercare in Europe. There are some reports about pilot projects.

There are also some first research results of local projects showing the positive effect of aftercare on the reduction of recidivism and on social integration.

3. National and European Implementation Contexts and Policies

The Greek presentation at the beginning of the workshop gave an overview of EPANODOS, its function and the type of help it offers; some statistical data were also presented regarding the profile of people who seek help from EPANODOS and the type of requests that they have. It was also presented the legal aid that EPANODOS offers to foreign ex offenders by giving out some facts regarding their basic statistical characteristics, the type of requests that they have and the difficulties they face.

It was also given an overview of the actions and the public institutions within the Criminal Justice field that aim to the treatment of drug addicted prisoners as well as what EPANODOS does to assist drug users .

Romania presented the Romanian strategy to reduce the risk of recidivism after prison. In Romania, alongside the efforts of the state or prison, emphasis is being given at the personal responsibility and empowerment of prisoners (responsible for their own individual plan).

Netherlands presented its approach to aftercare that places emphasis on the social participation of former detainees and the reduction of recidivism (24 hour follow-up care institutions). It has to be noted here that the municipalities have an agreement with the prisons; according to this agreement, once the offender is released he/she returns to the municipality that was originally from. The latter is responsible for his/her aftercare.

Portugal presented the situation in Portugal and gave an overview of what is being done inside prison about the prisoner's resettlement and aftercare (Individual Rehabilitation Plan).

Germany presented the individual coaching in Schleswig-Holstein, Germany; its main purpose is to reduce recidivism by employment as the unemployment rates of ex--offenders are very high. For that purpose, there are 6 resettlement coaches in 4 prisons with individual coaching sessions that last 9 months. (3 months before and 6 months after release)

Belgium presented the good practises that take place at the Correctionnel Facility of Oudenaarde, such as the employment and the agression counselling programme as well as the personal life coach programme (Top Coach). According to this programme a young person is responsible for an offender. Once, the latter is released, the former takes him under his "wing" and helps him in his first steps into the society. That takes place in specific areas of Belgium and is adressed to young offenders.

Northern Ireland presented the Northern Irish resettlement approach that is based on the 9 pathways to resettlement (Accommodation, Education Training and Employment, Health – Mental and Physical, Drugs and Alcohol, Finance Benefits and Debt, Children

and Families, Attitudes Thinking and Behaviours, Supporting prisoners who have been abused, raped or who have experienced domestic violence, Supporting offenders who have been involved in prostitution) and the ways to address these pathways.

4. Examples of good and interesting practices at national and European Level

See above

See also the presentations and the workshop report of the Working Group 8: 'Release – Transition – Reintegration' at the Conference: "Pathways to inclusion – Strengthening European Cooperation in Prison Education and Training", Budapest, 22-24 February 2010 [http://ec.europa.eu/education/grundtvig/doc2047_en.htm].

A nation wide implementation we find in England & Wales. There has been the development to put probation and prison services under one umbrella (institution), the National Offender Management Service (NOMS). That way, it is possible to offer an end-to-end service, not depending if there are phases of incarceration in the sentence or not. It is also based on a case management modell and a multi-agency approach.

In the Netherlands there is another approach: The problem of transition from prison to liberty and aftercare is seen a a task and duty of the community the person released lives in. It is the normal task of the community to care on its citizens, and released prisoners are now citizens again. There has been some organisational arrangement to handle the problems (contact persons for questions of resettlement in prison and in the community; systematic information flow between prison and community).

5. Future needs

There should be more information about the different stategies to improve the resettlement process through aftercare.

There should also be more research on the effectiveness of these strategies in terms of vocational and social reintegration as well as of the reduction of recidivism.

There should be some clarification, who is responsible for resettlement?

6. Points to discuss (Merkpunkte) and Recommendations

In the discussions of the presentations as well as in the general discussion some topics came into play[21]:

- There is an agreement between the participants that most countries face the same issues and challenges and that there is a strong need for cooperation and exchange of information and good practices.

- They also share the idea that employment is the most difficult target to achieve when trying to take resettlement procedures. Therefore, Employment is one of the main priorities that each country has to primarily deal with.

- The idea of the prisoner taking more personal responsibility for his release plan as it happens in Romania was appealing.

- Also, the "Top coach" idea was appealing as it happens in Belgium (Life coach for troubled youths who is constantly available and helps the person to make a smooth transition to society).

- There is a need for more involvement of NGO's, municipalities and various agencies to come up with more effective strategies for the resettlement of ex offenders. Also, it would be a good idea to move away from national strategies (especially in heavy populated countries) and have a more "localised" approach to after care.

- There was also agreement that there is a need to build more strong bridges between prison and society.

- Lack of resources is also seen as a big problem.

7. Further reading / Links

Hucklesby, Anthea; Lystra Hagley-Dickinson (eds.): Prisoner Resettlement. Policy and Practice. Cullompton 2007

Liebling, Alison; Shadd Maruna (eds.): The Effects of Imprisonment. Cullompton 2005

Maruna, Shadd; Russ Immarigeon (eds.): After Crime and Punishment. Pathways to Offender Reintegration. Cullompton 2004

Seiter, Richard P.; Karen R. Kadela: Prisoner Reentry: What works, what does not, and what is promising. In: Crime and Delinquency 49, 2003, pp. 360-388

Travis, Jeremy: But They All Come Back: Facing the Challenges of Prisoner Reentry. Washington 2005

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[21] Also, a questionnaire was handed out at the end of the workshop asking the participants to state things that countries may have in common, strategies they would like to adopt in their countries, strong points, weak points as well as interesting points.

FAMILY RELATIONSHIP AND RESETTLEMENT

In March 2011, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Ljubljana, Slovenia, which focused on questions of Family Relationship and Resettlement. 15 participants coming from five countries[22] presented an overview of the current situation and policy developments in their country.

1. Overview

The role of the family in the resettlement process can be different: On the one side, it is the relationship to the offender, being in prison and separated from the family. Here the task is to sustain relationship and to support the incarcerated. For the inmate it can also be a burden not to be able to help and support his family. On the other side we do not know much about the role of the family in the resettlement process itself – forms of support, informal social control, envolement in networks. Another aspect is often forgotten: Families suffer from the incarceration of a member, be it emotionally or financially. Social bonds are are fraught, the have to face social stigmatisation and social exclusion. Sometimes they are called the 'forgotten victims' of the criminal justice system. So there is a need to improve the situation of families of offenders and to improve their possibilites to have contact.

Rule 6(c) of the European Prison Rule states: *"Prisons should be managed so as to sustain and strengthen those links with relatives and the outside community that will promote the best interests of prisoners and their families."*

The impact of imprisonment can be severe especially for children, who may suffer emotionally, socially, financially, educationally and health-wise. Some 800.00 children in the European Union are separated from imprisoned parent in a given year.

There are a recognised number of benefits to families and children keeping in contact with an imprisoned parent, these include successful reintegration on release, lower rate of recidivism and more positive emotional relationship for child and parent.

Prisoners shall be allowed to communicate as often as possible by letter, telephone or other forms of communication with their families, other persons and representatives of outside organisations and to receive visits from these persons. The arrangements for visits shall be such as to allow prisoners to maintain and develop family relationship in as normal a manner as possible. Prison authorities shall work closely with services and agencies that supervise and assist released prisoners to enable all sentenced prisoners to re-establish themselves in the community, in particular with regard to family life and employment. Representatives of such social services or agencies shall be afforded all necessary access to the prison and to prisoners to allow them to assist with preparations for release and the planning of aftercare prograrnmes. Successful re-integration of (ex)-offenders requires a case management approach from arrest, through the period of imprisonment, to the time of release and beyond.

The workshop was aimed to exchange knowledge and experience and to gather good examples from different countries on the field family relationship and importance of resettlement of prisoners. We have identified good practices, common elements for successful approaches and implementation aspects. The role of the family in supporting vocational reintegration of ex-prisoners and offenders analysed.

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[22]   England, Northern Ireland, Romania, Hungary, and Slovenia.

As an expert was invited Kate Philbrick from Eurochips. Eurochips is the European Network for children of imprisoned parents. With its network of European partners active within prison-related, child's rights and child-welfare fields, EUROCHIPS is seeking to boost awareness and achieve new ways of thinking, acting and interacting on issues concerning prisoners' children. EUROCHIPS' message is: the child and his or her best interests are at the heart of its action. Children are entitled to the truth about their parent's incarceration. Above all, children must be able to maintain a link with both parents if separated from one or both, a right stipulated in the 1989 United Nations Convention on the Rights of the Child and the 2000 Charter of Fundamental Rights of the European Union. Each year an estimated 800,000 children within the European Union are separated from an incarcerated parent. Yet few people are fully aware of the impact that the imprisonment of a parent may have on a child's development. EUROCHIPS boosts public awareness by educating judges, schools, childcare professionals, prison staff and relevant organizations and administrations on the plight of children with incarcerated parents, provides forums to foster the exchange of ideas and good practice for children with imprisoned parents and builds a resource centre to provide more accurate statistics on the number of children affected, explore the psychological and social impact of a parent's incarceration, and highlight the importance of maintaining family ties.

2. Key data

There are no systematic data about the use of situation of families of offenders or about the contact of prisoners to their families in European prisons or probation (either which one are used nor to what extent).

Experience and first research show better results for resettlement when there is some work on the family relationship (improve of family integration; but also a reduction of reoffending).

3. National and European Implementation Contexts and Policies

Example No 1 - The Slovenian system of prison sentences enforcement

Part of the mission of the Slovenian prison system is that the possibilities for resocialization are guaranteed to inmates, and that training for their life, when they regain their liberty, is enabled. Focus is on maintaining, promoting and enhancing positive social network and before dismissal of prisoners the preparation of narrow home environment to their return to community. Prisoners are motivated to maintain contacts with the outside world and with their social network.

An award scheme benefit from prison leaves opportunities and contacts of prisoners with immediate family members in prisons prison was presented as an example of good practice. Under Siovenian law, the imprisoned person has the right to visit immediate family and other social contacts twice a week, the possibility of telephone contact also twice a week, although prisons provide telephone contacts every day.

The possibility of correspondence is unlimited, and the visit can not be limited to less than one hour. In practice, visits within the prison last up to 4 hours. If the convicted person is a foreigner and his family members come to visit from distant places, he/she may be granted special extended visits. The possibility to use separate rooms for intimate and

unsupervised meetings with family members, partner and children was presented as an example of good practice in the largest Slovenian prison Dob. The prison has five such rooms at disposal. Studios - rooms are used for overnight visits 3 times a week, taking into account that the prisoner can use the studio every three week, depending on the rotation system. This has an important role in maintaining contacts with family and wider social environment, and also in the process of successful conservation and integration into life after serving the sentence.

Worth mentioning is the cooperation with external institutions, especially the centres for social services, which are dealing with family problems caused by imprisonment of a family member (for example: help with a family care and protection of children, financial assistance, settling relations within the family, treatment and prevention of domestic violence, etc). Centres for social services provide help through a network of public social services; they are organized, supervised and financed by astate. If for any reason a person or a family is not capable to maintain social safety and welfare of themselves or their families, the centre for social services are eligible for help in a form of social care services, programs or financial aid. The roles of the centres in the case of imprisonment are: taking care of under aged children, assistance in keeping contact between a family and a prisoner, visiting the prisoner and presenting him or her important questions and answers concerning the family and children, to help the family with economic support (financial help, material help - food, clothes, school utensils, etc), working with family in their home (home visits), etc.

Example No 2 - program Family Links

Family Links - supporting prisoners' families in Northern Ireland - is a NIACRO programme. Family Links was developed for three key reasons. Prisoners who are able to maintain good relationships with their families while in prison are less likely to reoffend on release; the children of prisoners are themselves at increased risk of offending and the families of prisoners are unrecognised victims of crime and need support. The Family Links service is offered to all prisoners entering custody in Northern Ireland. It combines practical service delivery with an evidence based approach to ensure that practice in relation to family support is constantly challenged and improved. Family Links staffs have a close working relationship with Prison Service Family Officers in all prisons. Information or concerns that families may have pass between Family Links staff and Family Prison Officers regularly in an effort to allay fears or maintain contact. The short term work is an immediate, intensive and time bound services are offered to support families for up to two weeks which include; home visits and a level of emotional support for both adults and children, details of visiting arrangements at the respective prison establishments, timetables outlining the availability of transport to and from prisons, summaries of and contact numbers for the range of support services available, information on specific support, such as childcare in the home for families who would otherwise be unable to visit a relation in custody, benefits and financial advice, availability off how to access individual and group support, as well as social activities and respite breaks for prisoners' families, ongoing linkage/referral to other appropriate projects/agencies to meet the needs of those families/individuals identified as requiring more intensive work and liaison with schools. A substantial but smaller number of families will require additional services. In such cases Family Links assess and offer ongoing practical and emotional support to those families and children. This service provides a unique reach to families who are often seen as "difficult to engage" by statutory services. Specific attention is offered to families where either there are children, those who are victims themselves and where the prisoner is linked to a violent or sexual offence with a high level media profile.

Example No 3 - Network Employment

Over the last seven years Network Employment has used the Individual Placement and Support model (IPS) to work closely with prisoners while they are in prison to establish trusting relationships that can carry on after release and hopefully lead to the ex-prisoner finding suitable employment. The key to our success is: working elosely with other agencies both outside and inside the prison, forming relationships with family, friends and their support networks outside the prison, getting to know the prisoner, whilst inside prison. Maghaberry prison recognises the impact separation has on families. For family and friends visiting prison can be a difficult and stressful time. The Family Support Officer (FSO) helps reduce the stress of 'not knowing' what to do. The main role is to enhance family contact by offering support and guidance to relatives who may have concerns about their loved ones in custody. Through getting to know the needs and concerns of families they can be a valuable contact point and can advise on many issues. They can also put relatives in contact with outside agencies that can provide additional support and understanding. The FSO is based in Visitor's Reception where they are accessible to visitors; this is especially useful for meeting first time visitors and explaining visiting procedures. The FSO can also be contacted by telephone. A close working relationship with partner agencies is very important. FSO links with Family Links/NIACRO, Quakers Services, Barnardo's and RELATE. There are Visitor's Centres at all 3 NI establishments. These centres provide a range of services to visitors. They provide a safe and friendly environment where visitors can relax before or after their visit. There are child care workers and a safe play area available for children. There are 4 Family Support Groups in different areas. It provides a forum for family members to discuss issues around imprisonment and to offer each other emotional support. FSO's are involved in the organising and monitoring of Child Centred Visits (CCV's). The child becomes the focus of these 'special' visits and the primary focus is to encourage fathers to gain confidence and become more involved with their children. CCV's provide an opportunity for fathers and their children to bond in a way that is often not possible, during a 'normal' domestic visit. Parent in custody is able to record a story onto a CD, and then the CD and book are passed out of the prison to the child. At certain times of year, Christmas, Easter, Summer Holidays, special family weeks are held in visiting rooms during visits sessions. Barnardo's is a children's charity who have development workers based in each of the 3 prisons in N.I. They organise Parenting Programmes which are co-facilitated by trained Prison Ofticers.

4. **Examples of good and interesting practices at national and European Level**

See above

5. **Future needs**

There is a strong need for discussing this approach all over Europe. Research and evaluation is also needed.

6. Points to discuss (Merkpunkte) and Recommendations

Conclusions from EXOCOP workshop were:

When parent is in or goes to prison children feel: shame, sadness – like bereavement, loss - feel abandoned, lack of finance, anger, child may feel responsible that the parent is in prison, educational impact -in many ways, shock, burdened by visiting in the prison, disengagement from normal social activities, criminalisation (prison is the norm) and for some raised status (prison is a badge of honour).

And therefore children want these things to meet their needs:

- positive communication from staff,

- better trained staff,

- using older children as experts/ ambassador - so there is an older child available to support children,

- older children should be given respect as part of the team,

- trained mediators,

- circle of support - so that if children are told the truth, the consequences are positively supported through the gate (that is from the prison and out into the community),

- home leave,

- prisoner needs to be supported for home leave,

- times of celebration (birthdays etc),

- nice room,

- prison officer not in uniform.

Recommendations:

- Prison administrations should employ proper staff with necessary qualifications for working with vulnerable groups (human approach).

- All prison ofticers should, as an integral part of their basic training, receive training on the needs of prisoners' families. They should be actively encouraged (through reward/recognition) to create family friendly environments for those visiting prisons;

- The involvement of family and friends in developing a prisoner's sentence plan should be encouraged. Families can act as a motivational force encouraging the prisoner to address his/her issues and supporting them to achieve their goals;

- Creating a specialized and coherent intervention on inmate's family, for strengthen or restore inmate's family ties. Prisoners' families should be given much more help and support especially if there are children at stake. Surely there should be more synergy between prison, the public and private agencies. Only in this way can we really say that the correctional facilities are bearing fruit. For achieving this goal each country should set a network of nongovernmental agencies. Prisons should reach out and engage with

organisations in the community (statutory and NGO's) which assist families maintain contact with a family member in prison;

- Working with prisoners' families should be properly implemented in the legislation.

- External prison inspections (Court, Human Rights Ombudsman, etc) should include criteria for family friendly prison;

- Include prisoners with long term sentences in their children's lives (for example: inmates help to a child with learning);

- Consulting with families - to see what family wants. Appropriate workshops for parents should be organized, where they could have the opportunity to express their own opinions, feeling, desires, needs (focus groups). Workshops can cover a variety of topics in prisons; the conclusions of the workshops could be implemented in practice.

- It is necessary to train employees who work with families of prisoners (visits, family problem solving, etc). It is necessary to provide support to families of prisoners, especially in an environment where they live (professional support of government and non-government bodies).

- The majority of reoffending occurs shortly after release from prison. Therefore, the involvement of families into their serve of sentences is one of the key elements to reduce reoffending. It is very important that the changes should happen in parallel and in the wider social community. Therefore it is necessary to organize special supplementary programs in support of reintegrating the prisoner into his community, to organize support networks for former prisoners (professional in social reintegration) and to organize self-help groups for family members and children - in this the most important role is the role of different NGO's and other community links.

- Restorative approaches - including the victims into the process of serving sentence

- Active involvement of other areas in the enforcement of custodial sentences (social work, counselling, treatment of addiction, treatment of victims of violence, aggressive behaviour etc.) - the broad social functioning, which will put forward the relevant programmes for prisoners.

- Using the possibility to reduce the penalties, various alternative forms of custody (eg, Slovenian case of "weekend prison" - director of the prison may allow prisoners who were sentenced to imprisonment of up to 36 months (if not sentenced to imprisonment for a criminal offense against sexual integrity, if they have good personal appearance, are employed or are educating), that while serving a prison sentence they shall remain in their employment or educational relationship and stay at home, except on days *off,* usually on the weekends, when they should be in prison.

- Providing financial resources and raising the awareness, that it should be invested in various programmes for prisoners and in forms of social welfare.

- In passed long prison sentences it is reasonable to allow as many contacts in institutions as possible, as the possibility of release from prison is faraway.

The expert from Eurochip held a workshop with participants with two aims - to get the answer about children's feelings when their parents come to prison and to get the answer what is the believe of the staff what should prison do, when children are coming to visit their parents.

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7.   Further reading / Links

Eurochips: http://www.eurochips.org

http://www.prisonersfamilies.org.uk/)

Action for Prisoners' Families: The children & families of prisoners: recommendations for government. (see: http://www.prisonersfamilies.org.uk/uploadedFiles/-News_and_events/Agenda%20for%20Action%20Final.pdf)

Ayre, Liz; Philbrick, Kate; Reiss, Marielle: Children of Imprisoned Parents. European Perspectives on Good Practice. 2007

Codd, Helen: In the Shadow of Prison. Families, imprisonment and criminal justice. Oregon 2008

Murray, Joseph: The effects of imprisonment on families and children of prisoners. In: Alison Liebling, Shadd Maruna (eds.): The Effects of Imprisonment. Cullompton 2005, pp. 442-462

Shapiro, Caro; Margaret diZerega: It's relational: integrating family into community corrections. In. McNeill, Fergus et al. (eds.): Offender Supervision. Cullompption 2010, pp. 241ff.

COMMUNITY LINKS

In April 2011, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Bremen, Germany, which focused on questions of Community Links. 18 participants coming from nine countries[23], representing ESF Managing Authorities, prison administration, probation, science, voluntary sector, presented an overview of the current situation and policy developments in their country.

1. Overview

If we take resettlement to be a task for all people in the community, for a common task, we need co-operations on all levels of society and community. Crime takes place in the community and the consequences can be dealt with best in the community. Here are all the institutions for helf, all services of support and the social networks. With the concept of Community Links we refer to this local network. It is necessary for the transition from prison into liberty, to coach this transition and it is necessary for vocational and social integration. Contacts to employers may help to get a job. Other institutions will support in education, in therapy, in problem solving. And the institutions of the civic society will support social integration. Offenders living in the community need also social networks in the local community. If we talk about Community Links we are also taking about a multi-agency approach, about cooperation between institutions – and the need to improve that kind of work. Another strand of the development is the increase of communty sanctions (alternative sanctions) and community work for offenders. They are seen as an alternative to imprisonment, but also as a way of paying back, or reparation to the community of the damage the offender produced.

Clive Martin (CLINKS, England & Wales) mentioned some challenges for the work to produce community links:

1) Although at first glance there seem to be some indication that community projects can be successful, particularly amongst pilot schemes. A more thorough evaluation reveals that there is no definitive proof of this success, which some estimations put at a 5% decrease in recidivism or reoffending.

2) The role of the state has changed: responsibility for and leadership of rehabilitation initiatives has devolved to the third sector, whilst funding remains centralised. Critics argue that this merely shifts costs to the community, or allows the state to cut back on funding.

3) We must continually keep in mind that ex-offenders in particular are among some of the most disadvantaged people in society. This is not therefore just a question of reducing reoffending, but of housing, drug abuse, income, social welfare, health and many other areas.

4) Resources cuts are a general problem in many countries.

5) Governmental strategies and policies need to be consistent, deciding precisely which areas will be funded and who will pay these costs. These are not only financial decisions, but must also take into account who has the skills and competencies to carry out the work in hand.

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[23] England, Romania, Italy, Northern Ireland, Germany, Greece, Hungary, Netherlands, Ireland.

6) Some tension is present between a focus on organisational work and one on relationship work. To those field workers in particular contact to the person and building a relationship with him is seen as an utmost important factor for successful rehabilitation. One significant barrier to this is the focus on security, especially in prison, which prohibits a healthy and supportive relationship with offenders. During probation it is the focus on risk which makes it difficult to nurture good relationships. This tension could then be seen as between a supportive and a repressive strand in criminal justice and politics.

7) People feel less and less confident in the Criminal Justice System: The public both doubt the effectiveness of the System, and mistrust it. Communities may be able to work to rebuild this confidence.

8) A changing demographic comes into play: Having more older, retired people could adversely effect the crime rate. On the other hand these people could be encouraged to do voluntary work in the field of offender aid.

The overall aim of the workshop was to define the role of the community in rehabilitation, and find ways to strenghten this role. The current situation was universally seen as in need of improvement, not only in terms of the communities but also with relation to the media: A change in the public perception of crime would allow criminal politics to move from repressive to restorative.

Prison is not seen as the ideal solution to the problem of offender management, not least because costs are high and there is little return on this investment: reincarceration rates are high all over the world. Some think that if the government (or equivalent) were back this change in public perception, significant advances would be made, but there is some doubt about whether this would happen.

2. Key data

There are no systematic data about the use of alternative sanctions and communty work in European prisons or probation (either which one are used nor to what extent).

First results of research show a positiv effect, but still we have only research on pilots.

3. National and European Implementation Contexts and Policies

Bremen, Germany

Heike Hentschel's focus was on the so called CompetenceCentre. This centre offers a centralised location for offender help services, where some community work is also organised, so establishing a day structure for offenders.

Some examples of community work undertaken are cleaning grafitti, donating toys, making sculptures or other work for public institutions such as kindergarten. This community work makes justice public, and nurtures good cooperation between prisons, probation services and the NGO's. Whilst participation on this scheme is voluntarily, if they chose community work, they are obliged to fulfill this obligation (either as a condition of release, or a commitment to the social services which finance the work).

One problem is functional responsibility, for example that the probation service is only responsible for those who are under probation. But not every ex-prisoner is under probation, some (in Bremen about 50%) will remain in prison until the end of their sentence, consequently probation does not apply, meaning that some services cannot be offered to them. Other institutions too, have other criteria for the selection of their clients.

This highlights a need for one single institution for offenders, independent of their judicial situation. Yet there is also a need for special places for particular groups.

One reoccuring problem of rehabilitation projects funded by the ESF or other funding institutions is the lenght of the project. Funds are mostly allocated for up to 3 years, after which the project has to reapply for funding (with or without success). Seen as a monitoring tool to assure the quality of the projects, this in practice renders long-term planning impossible, Questions of sustainability and continuity go unresolved, and projects are rarely taken up by statutory departments for long-term funding.

Bringing various funding bodies together poses its own problems, as different budgets must be co-ordinated between different institutions.

In Bremen, a shift from prison to alternative sanctions took place some decades ago. Money allocated to prisons has been reinvested in this alternative approach. At the time, there is a project to foster the engagement of judges in the process of conditinonal release.

Building relationships, crucial in fieldwork, requires time and good, well-trained staff. Use of mentors should be increased.

There is also the question of how the work will be judged successful - by social integration, community satisfaction, reduction of crime – or should the only criteria be reduction of reoffending?

Northern Ireland

The situation in Northern Ireland must be viewed within the context of 'the troubles', civil war which gave rise to IRA terrorist activities.

A strong paramilitary tradition remains both inside and outside the prison, one which is not in favour of a rehabilitative approach and which prohibits resettlement. Co-operation between different groups within the community has also been a serious problem for many years. The level of commitment from statutory institutions has not been high.

Since 2010, Northern Ireland has jurisdiction for its own rehabiliation services, bringing with it more opportunities for community work. Where the paramilitary background of an offender - or his offences - make reintegration in the family and the local area impossible, they are relocated.

There is a very high rate of mental health disorders (70 to 72%) amongst offenders. Mental health problems must be dealt as part of the resettlement process.

Different methods of encouraging better co-operation between prison and the community are in place, for example visitor centres have been integrated into prisons, and employers are invited into prison to offering jobs, and so on.

Resettlement is very focussed on reintegration into the family, and the local community. Churches (and religion) also play a strong role in this process, particularly since church

members are engaged as mentors as part of the process, supporting the offenders in their work to change themselves.

Northern Ireland's process is twofold: on the one side our integration activities require that the person becomes engaged with their reintegration, and on the other the community must be willing to reintegrate the ex-offender, offering opportunities to do so. This process needs the mutual respect of both prison and community, and for them to work in a coordinated way.

What we do not have, in Northern Ireland as in any other European Country, is a Resettlement Services body, responsible for all offenders. We also lack someone who coordinates all resettlement activities required by the individual (a Coordinator, a case manager).

Romania

Community work is in its infancy in Romania. First steps are being made towards implementation, with progress concentrating on the following four areas: the legislative framework; professional competence; framework for practitioners; the methodology for practice.

Examples presented as part of the presentation included theater – in- and outside the prison (by prisoners), information in schools (on crime and on drug addiction, with the latter a kind of public relations event via the workplace prison/probation service), schools visits to prisons.

Resettlement strategies have a strong focus on family life.

Italy, Emilia Romagna region

Italy has built a network approach to rehabilitation, but co-ordination between the various local, regional and national responsibilites is not straightforward. Resettlement is characterised by local activities, unlinked to other regions or to national policy. Some cooperation exists with private institutions,and there is also a social cooperative infrastructure.

There is growing demand to involve the third sector more, making use of their competencies. Four examples of best practice were illustrated, of particular interest to the group was http://www.ristretti.it/, a national media communication network established with the help of detained editors, and which is popular with the public.

The prison situation is currently characterised by overcrowding (national level: 150%, region Emilia Romagna 180%). The relationship between educators and prisoners is 1 to 150, so there is a great need to improve this situation.

Due to regulations in the penal code, only 16% of all prisoners can engage in treatment and education.

Ireland

The guest from Ireland gave clarification on the role of the family in the offending process. Often the family are also punished socially, threatening relationships. For children this is a particularly heavy burden. Only very few institutions or projects support this group.

There is therefore a need to support families (maintaining relationships, repairing relationships; organising family meetings in prison; taking care of the immediate family outside prison), with particular reference to the situation of the children.

Prison staff training on this topic is long overdue.

England

The English partner presented their work called 'Community Payback', done in the West Midlands (see the video on working with communities here: Http://www.westmerciaprobation.org.uk) which means ex-offenders doing work for the community (gardening, cleaning and others). This programme has a high success rate (50% not reoffending). Due to the fact, that many offenders are drug addicts, there was a keen focus on integrating health and mental health issues.

The strategy is a common one, with all institutions working together for a common goal (which is also defined by the prevention of victims). What here is called a 'total place model' - meaning all responsible institutions such as police, health, social services and sometimes local businesses work together - is elsewhere called a multi-agency approach.

Key to the programme's success is a co-ordinator (Case Manager) who organises individual's plan. The work is then picked up by different institutions (NGOs and others), whilst the co-ordinator remains responsible for managing all the pathways of resettlement. (See pathway model: [http://webarchive.nationalarchives.gov.uk/20090217061912; http://noms.justice.gov.uk/managing-offenders/reducing_re-offending/reducing_re-offending_pathways/].

Information sharing processes have been arranged between the differend statutory agencies via a consent proceedure, a form which the offender signs when he joins the programme.

Community Payback continues to support participants once their programme has finished, putting them in contact with potential employers.

The Netherlands

The Netherlands base the task of resettlement firmly in the community. They have identified five particular areas to be addressed as soon as possible upon leaving prison: having a passport; suitable accommodation; debt regulation; some kind of income; drug therapy or psychiatric care.

With the community having full responsibility for its citizens, cooperation between prisons and communites is a prerequisite. The prison is obliged to inform the community about the planned release (3 months before release), and the community is reponsible for approaching the ex-offender and ensuring that all five areas are covered, with respect to his needs.

Whilst co-operation between NGO's and municipalities is possible and does happen, it it on the shoulders of the municipalities that these responsibilities ultimately fall, meaning the usual insitutions each co-ordinate and play their part.

To implement this strategy, in every municipality there is one employee nominated for resettlement of prisoners (a coordinator; currently about 400 of the 412 municipalities have a co-ordinator working full or part time on resettlement), and a responsible counterpart in every prison, who is a contact person for the municipality coordinators.

In larger municipalities, there are so-called 'security houses', where the services necessary for resettlement are brought in-house and work openly together.

The client has to sign consent for the relevant data to be exchanged.

This same service is applied to every prisoner who is released.

This integral approach to resettlement aims to solve rehabilitation problems before (or directly when) the client cames back into the community – as a citizen.

The Netherlands are still working on this model, with particular reference to:

- Who has the duty of care for vulnerable people?

- How to secure the quality of care and measures on all local areas to have a common and shared standard of implementation?

4. Examples of good and interesting practices at national and European Level

See above

5. Future needs

There is a strong need for discussing this approach all over Europe. Research and evaluation is also needed.

6. Points to discuss (Merkpunkte) and Recommendations

Given the many differences between the countries which presented, some common topics prevailed:

o   The roles and responsibilites of all institutions involved must be clarified

o   It seems that the probation services do not really help and support resettlement in all countries.

o   A lot is expected of NGOs as they become more involved in this process, particuarly concerning the quality of the delivery of their services.

o   Resettlement has to focus on multiple problems, via co-operation between different insitutions.

o   Who is ultimately responsible for resettlement? Whilst it is clear who takes charge whilst inmates are in prison, responsibility for release and integration are grey areas.

o   Overcrowding in prison is a huge barrier to the success of a good rehabilitation programme.

o   Better communication within and between all institutions involved is crucial, bringing with it the issues of data protection, human rights, and the rights of offenders and other parties.

o   The discussion often came back to a shift in policy from a repressive one to a restorative one.

Recommendations

INFORMING POLICY

- **One clear, consistent funding stream for a long-term resettlement programme:** With change firmly on the agenda, responsibility for resettlement is at best shifted onto different shoulders, at worst passed over altogether. Confusion over who exactly is responsible for overseeing an individual through his rehabilitation is evident both between and within partners.

- Funds for these projects are often tendered and bid for, a strategy which achieves competitive pricing but fails to promote the consistency which is crucial for long-term success. One clear funding stream to a gateway service would help acknowledge the role local community, family, health and mental health issues which must form part of a comprehensive response to this complex challenge.

- **A consistent definition of what resettlement policy includes:** Unpicking resettlement reveals certain key issues - the local community, family, housing, health and mental health issues – for which funding must be available in order to achieve a comprehensive response.

- **Break down statutory barriers:** As the key issues around resettlement are agreed, so communication between the statutory bodies responsible for these needs to be improved. Progress towards an efficient pathway for rehabilitation is severely hampered by lack of habitual co-operation and data sharing between departments.

- **Bring policy to the local level**: Recommendations should be translated from European level to national laws and agreements, thus freeing up the funds for local communities to manage their own funding stream. Through either NGOs or municipalities, allowing local partners to participate in decision making for spending is a crucial part of helping communities buy–in to responsibility for resettlement.

- **Restorative justice**: At the heart of the discussion lay the reciprocal merits of restorative sentences. These aim both to involve ex-offenders and to raise public confidence in the penal system, lowing fear of crime and helping criminals become recognised as citizens. It was suggested that future funding proposals should contain an obligatory component of restorative measures. There will be changing roles of responsibilities for the different parties involved.

INFORMING PRACTICE

- **One, responsible co-ordinator:** A multi-agency approach to offender management requires either a case manager or keyworker. Then, as part of a consultative process, the individual offender helps build his own own long term care plan, to the needs and responsibilities which would help him develop a different kind of life.

- **Community mentor:** Differing from a case/key worker, this person has stronger links to the local community than to any statutory body. A long-term, grass roots connection provided probably by an NGO could better sustain a relationship

between the individual and the community. During discussions, emphasis was placed on how providing services for resettlement differs from giving an ex-offender the opportunity and confidence to change his life and avoid recidivism, and how the community itself is better placed to provide offender management solutions.

- **Data protection / Data sharing**: Respecting the requirements of local and European law, some (potentially opt-in) Europe-wide solution to how responsible bodies access an offender's file would save valuable time and funds, particularly as it seems many states are working independently on individual solutions.

- **Matching databases:** On one level, to share necessary information, particularly to the prison and probation services on previous mental health issues, family status or interactions with state bodies.

- **Pick out a consistent definition of what resettlement should be:** Through-care should be conceived as fluid, around the changing needs of the individual, his community and outside pressures. The timeline should not focus on before, during or after incarceration, but form part of a prisoner's life as a whole. Communication between departments and collaboration between responsible bodies is essential in order to see these connections and use them as part of a solution.

- **Risk assessments for all prisoners**: Shared between relevant partners, one stand-alone risk assessment could help standardise resettlement as one procedure, particularly if this includes prior data on the prisoner (within reasonable constraints).

- **Use all lines of communication**: Video conferencing and round tables should be part of the fabric of rehabilitation, to enable diverse groups to come together, however briefly.

- **Prison facilities which welcome**: How welcoming is the prison to elements of the community or network partners? Communication and networking facilities should be available, but bringing the prison staff on board in discussions is seen as a key factor to the success of resettlement dialogue. Work with and train prison staff to help them embrace the ideas surrounding resettlement.

- **Improve communication between the public and prisoners**: Help the community embrace a prisoner's journey and incarceration as one stop on their road. We felt this could help them be accepted back into communities as well as reduce fear of crime. The Italian partner's use of journalists to document prison life and issues opened direct lines of communication not only to the public, but also to policy makers. One UK example of innovative communication is Blue Salmon http://www.bluesalmon.org.uk/helpothers.php5: private web space which individuals develop and from which they can choose to share their story with professionals.

- **Spaces for offenders:** Somewhere to organise themselves and provide services for other offenders. Peer-mentoring or recruiting ex-offenders as experienced experts to run their resettlement programmes.

- **Reinvestment of savings into the system**: Where a change in procedure helps resettlement to happen quicker or more effectively, it would be encouraging to see reinvestment rather than budget cuts as a result of these improvements.

- **Support the development of NGOs in the community**: NGO's have the unique ability to create flexible, tailor made solutions,to the diverse and complex issues

which resettlement throws up. However they require support from the institutions as much as from the community itself. This is not solely a question of funding, but of co-operation within a multi-agency model, of shared information, training, and confidence in their ability to produce a consistent, long-term service.

- **Learn from other successful European programmes**: The ExOCoP network has already made recommendations on aftercare and imprisonment, it's important that the 'community links' workshop connects with these. It's also very useful to make connections and learn from the different issues and solutions which communities have to resettle ex-offenders in other European countries, particularly taking into account their differing levels of resources.

7.   Further reading / Links

Allen, Rob: Justice reinvestment. A new approach to Crime and Justice? In: Prison Service Journal No. 176, 2008, pp. 3-8

Berinbaum, Rebecca N.: Bridging the gap between prison and the community: An exploration of resettlement and desistance among female offenders in England and Canada. In: Internet Journal of Criminology 2009

TSO – The Stationary Office (eds.): Engaging Communities in Criminal Justice. London 2009

Vanfraechem, Inge: Community, society and state in restorative justice: an exploration. In: Robert MacKay et al. (eds.): Images of Restorative Justice Theory. Ffm 2007, pp. 73-91

WOMEN

In April 2011, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Berlin, Germany, which focused on questions of the situation of women in prison. 20 participants coming from nine countries[24], representing ESF Managing Authorities, prison administration, probation, science, voluntary sector, presented an overview of the current situation and policy developments in their country.

1. Overview

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.

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, education, training and employment in the prison and after release, but also issues like healthcare and the situation of mothers with children.

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.

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.

The workshop participants have explored the situation of female offenders in the different Member states, discussed the systemic problems of prison structures, the multiple
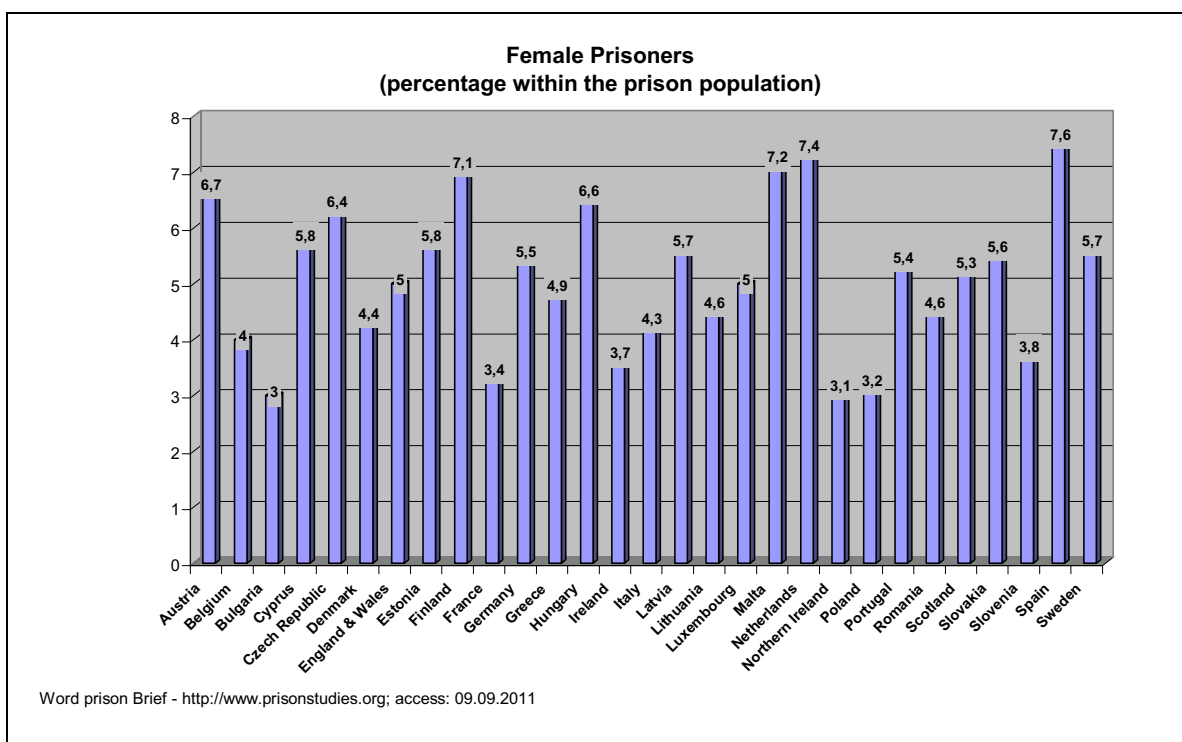
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[24] Portugal, Germany, Hungary, Belgium, Netherlands, England, Austria, Romania, Slovenia.

problems of female offenders as well as gender sensitive approaches and strategies and good practice in the member states and came up with recommendations for structural change addressing decision makers in both the penal system as well as in the ESF Managing Authorities.

2. Key data

There are no systematic data about the situation of women in European prisons or probation. (But see: further readings)

We find a diverse distribution of the portion of the prison population of women in Europe.

Word prison Brief - http://www.prisonstudies.org; access: 09.09.2011

3. National and European Implementation Contexts and Policies

See the presentations at the ExOCoP-Website

4. Examples of good and interesting practices at national and European Level

See above

5. Future needs

There is a strong need for discussing this approach all over Europe. Research and evaluation is also needed.

6. Points to discuss (Merkpunkte) and Recommendations

To date, the criminal justice system is to a large extent directed towards a male prison population → the prison and criminal justice system is a <u>male</u> system

Throughout Europe, there is a lack of gender-oriented approaches addressing the needs and demands of female (and male) offenders (among them <u>different groups</u> of males and females)

Too often, the establishment of specific provisions for women offenders is neglected with the explanation of their little numbers and economic constraints → thus violating the right to equal treatment and gender equality

Risk of ending of measures funded by the ESF/lack of sustainability→ Establish a linkage between EU funding and cross-governmental sources

The whole concept of imprisonment of low-risk women should be put in question (look for alternative forms of sanctions). Development of diversion concepts for women at low risk (low level)

Policy Recommendations

➢ Integrating gender equality strategies into justice policy

➢ Awareness of the position of women in relation to crime, detention, family and aftercare

➢ Considering women prisoners as a vulnerable group

➢ The situation of women in prison shouldn't be treated as an isolated issue (Women and community!)

➢ in some countries only those convicted of the most serious crimes are put in prison; for less serious crimes they use other penalties (fines, humanitarian work, etc)

➢ Increased use of "work for public benefits" and "house prison"

➢ Human rights perspective: Treatment as women and citizens first, than as offenders

➢ Reducing the lack of access to relevant education, training and work in prison for women

➢ A well-balanced mixture from ETE and measures, which could help women to live an independent and self-confident life

➢ Consideration of both what happens in custody and after release should continue!

➢ Development of coherent aftercare structures

➢ Cooperation between prison service, municipalities, employment service administration

➢ To decrease the distance to the labour market after detention by means of labour mediation

> ➢ Decrease both the number of applications for social support as well as the chance of recidivism

> ➢ Lifelong learning provisions (Individualization)

General recommendations

> ➢ Establishment of an independent EU wide special commission for the protection of the rights of female offenders

> ➢ Make use of the results from the Corston Report (UK)! As it points to the existence of specific needs of women prisoners

> ➢ Taking the chance to participate in the current Green Paper discussion: Just take a look at the situation of women offenders!!! Lobbying for the (different) needs and demands of women offenders and for a gender equality approach in the EU prison systems

7. Further reading / Links

Corston Report 2007: A report by Baroness Jean Corston of a review of women with particular vulnerabilities in the criminal justice system. London: Home Office 2007

Pollack, Shoshana: Locked in, locked out: Imprisoning women in the shrinking and punitive welfare state. Ms., Waterloo 2008 (Wilfried Laurier University)

Reader: International Study on Women's Imprisonment. Current situation, demand analysis and "best practice". Greifswald 2005 [http://www.rsf.uni-greifswald.de/fileadmin/mediapool/lehrstuehle/duenkel/Reader_womeninprison.pdf]

Zolondek, Juliane: Lebens- und Haftbedingungen im deutschen und europäischen Frauenstrafvollzug. Mönchengladbach 2007

YOUTH

In January 2010, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Milan, Italy, which focused on questions of the situation of youth in prison. 18 participants coming from eleven countries[25], representing ESF Managing Authorities, prison administration, probation, science, voluntary sector, presented an overview of the current situation and policy developments in their country. Current developments at European level relating to the inclusion of Young Offenders were presented by representatives of the EPEA (European Prison Education Association), the IJJO (International Juvenile Justice Observatory) and the EJJO (European Juvenile Justice Observatory).
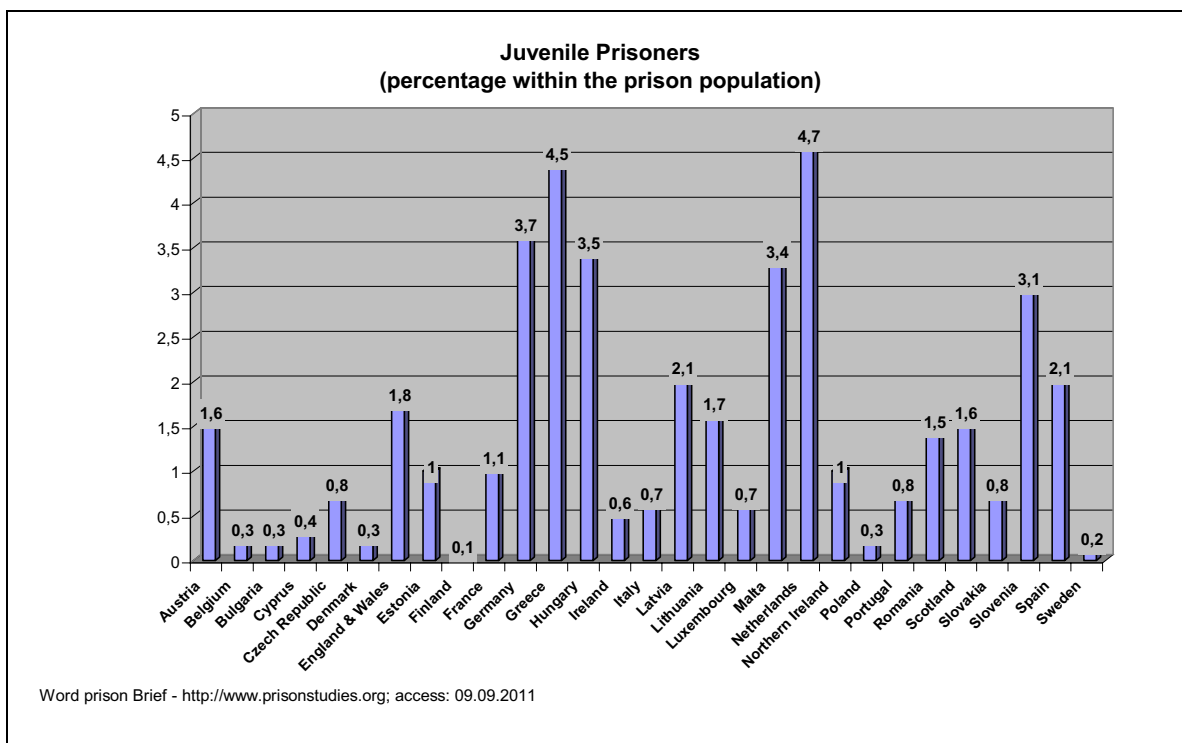
1. Overview

In the justice systems, juveniles play since the beginning of the last century a special role. It is accepted and put into a legal frame, that juveniles shall not be treated the same way as adults. The reaction to their offending, the sentencing should always take into account, that they are in a state of development, that youth is a special life phase with distinct behaviors and attitutes.

That way, a Juvenile Justice System has been created in all European countries. How to take into account the special situation of juveniles is, of course, solved in very different and particular ways. The mean focus is on education, on educational and vocational training. The implementation of this policy can still be improved.

2. Key data

There are no systematic data about the situation of juvenile justice in European prisons or probation. We have to be aware that the prison rates in the different countries vary.

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[25]   England, Belgium, Spain, Germany, Greece, Hungary, Italy, Portugal, Romania, Netherlands, Northern Ireland.

The prison rates are about the juvenile prisons. In the different countries there are some differences in the age structure of juvenile prisoners.

3. National and European Implementation Contexts and Policies

A lot of information and examples of good practice have been collected by a standard questionnaire by the participants of the workshop. In order to create the best opportunities for social inclusion, it is important to try to decrease weaknesses and threats. As such an inventory is provided below.

Inventory of established weaknesses and threats

1. Trainings/programs/instruments

• Basic Skills Assessment Test; it preferences failure, does not go beyond a certain level of competency and reduces skills to a single competency (UK, Ireland)

• assessment tools don't calibrate, there is no common tool (PT, GR)

• repeated 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 begin and end in society))

• there is no 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 limited 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, and they don't 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)

• there is a gap between the training system and the world of work (IT, GR, NL)

• the short stays of young offenders in prison don't allow for much money to be spent on vocational training (IT)

• difficulties in combining the needs of work and security (i.e. restriction on the use of internet (IT, NL)

• lack of artistic and musical materials and instrument (RO)

• housing, managing a budget etc: tend to be included in programs of constructive activities and personal development' but are not nationally or regionally 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)

lack of links and continuity concerning formal education and vocational training between the juvenile justice systems and the outside world (IJJO)

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 program and support for young people (UK, IT, GR (lack of a strong network), RO , NL)

• often there are difficulties in defining the margins/border between sectors and above all between the roles of each (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 programs 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)

• lack of preparation for release and integration into the community by means of an adequate follow-up (IJJO)

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 work skills, limited work experience (PT)

• civil society sometimes finds it difficult to relate to 'the world of justice' because of preconceptions and stereotypes regarding juvenile offenders (IT)

• lack of continuity in the inclusion programs since they are often connected to the individuals or to the supply of the different moments (IT)

• lack of awareness raising programs concerning social responsibility (IJJO)

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 programs (GR)

• difficulties in the transfer of knowledge from an individual to colleagues, lack of community of practice (IT, PT)

• need for strengthening a collaborative working culture (PT,ES)

• conferences and training courses fees are too high to be able to participate (RO)

• need to improve peer training and monitoring (IJJO)

5. Responsibilities

• providers of education are often detached from other professionals, those working outside education in custody have not always benefited from all the schemes and innovations in schools and colleges, and it has been viewed as 'separate'(EPEA, UK, PT, NL)

• In relation to aftercare: changes in personnel unsettles young people (EPEA, UK, IT, NL)

• resettlement planning is harder when young people are held in custody at long distances from home (UK, PT)

• lack of technical staff responsible for resettlement/aftercare (PT, GR, ES)

• lack of post-detention institutions (RO)

• local authorities 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)

• need to improve multiagency work and inter-sector collaboration (IJJO)

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 for systematizing cooperation methods and activities implemented with the local referents (IT)

• discontinuation caused by changes in political orientations (PT)

• need to develop national statistics concerning social integration and the evaluation of programs (IJJO)

Presentation of the current national situation

The representatives of each country had prepared a short presentation about the current situation. Presentations dealt with topics such integration programs for minors in conflict with law in countries such as Spain with a rich work experience; the way in which local authorities, governments and organizations work together in the UK, and the training of young offenders, work with their families, networking and employability in The Netherlands, Northern Ireland and Spain.

The 'marketplace', needs and offers

Every country was asked to mention their needs to improve the national program/situation for the reintegration of young offenders and their offers as good practice to other countries. The idea is to match the needs and offers between the stakeholders as a start to be continued in the future through online platform.

Current developments at European level relating to the integration of Young Offenders

In the context of the recently adopted Lisbon Treaty, the European Union is underlining the importance of "vocational training in occupations likely to prepare minors for future employment". Indeed, recent texts from the European Parliament and the European Economic and Social Committee confirm that juvenile justice should be developed according an interdisciplinary and multi-institutional perspective, and therefore the relevant stakeholders must be specifically trained to reintegrate minors in conflict with the law on the basis of projects with common criteria at European level.

These texts insist on:

• Avoiding judicial intervention and deprivation of liberty as much as possible;

• School and vocational training that takes priority over work and which should continue during the juvenile's detention;

• Sanctions based on the minor's best interests and educational needs;

• Varied and constantly improved answers to reinforce the impact of education.

The ultimate goal of European institutions and rules is to promote the social reintegration of young offenders through European urban and youth development programs, etc.

4. **Examples of good and interesting practices at national and European Level**

See above

5. **Future needs**

There is a strong need for discussing questions of the juvenile justice system all over Europe. Research and evaluation is needed.

6. Points to discuss (Merkpunkte) and Recommendations

The workshop highlighted to the stakeholders present the importance of integration programmes and vocational education and training support to families, attitudes toward young offenders, working with employers and so on. Furthermore it is important to work on the implementation of recommendations. The outcomes and recommendations of the workshop are:

• More attention has to be paid to the age and stage (i.e. adolescence) of juveniles

• 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

• The transition from custody to college or employment has to be seamless

• The attitudes of employers towards young people can be exploitative and unsupportive, prior to and beyond custody,

• Both the juvenile offender and the employer have to be supported,

• 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 by the local authorities is 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 receive frequent visits from 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 kind of management and guidance. Perhaps there should be some kind of national qualification for working with juveniles in prison,

• Sanctions or measures follow the aim of social reintegration and support the minor according to their educational needs and are based on the minors' best interests and according to their age, dealing with their physical and mental welfare, development, skills and adapted to their personal circumstances (principle of individualization); avoiding as much as possible deprivation of liberty, favoring alternatives such as mediation, work in public interest etc. (see IJJO Valencia Joint Declaration).

• Action on setting common criteria and shared basis should continue towards the establishment of shared re-education and reintegration projects for young offenders, such as highlighted by some community bodies (see IJJO Valencia Joint Declaration).

7. Further reading / Links

http://www.oijj.org - International Juvenile Justice Observatory

http://www.oejj.org - European Juvenile Justice Observatory

Bailleau, Francis; Yves Cartuyvels; Dominique de Fraene (eds.): La Justice Pénale des Mineurs en Europe et ses évolutions. Numéro spécial: Deviance et Société 33, 2009.

Barry, Monica: Youth Offending in Transition. Abington 2006

Barry, Monica; Fergus McNeill (eds.): Youth Offending and Youth Justice. London 2009

Dünkel, Frieder; Joanna Grzywa; Philip Horsfield; Ineke Pruin (eds.): Juvenile Justice Systems in Europe. Current Situation and Reform Developments. Mönchengladbach 2010

Harvey, Joel: Young Men in Prison. Surviving and adapting to life inside. Cullompton 2007

Neustatter, Angela: Locked in - Locked out. The experience of young offenders out of society and in prison. London 2002

MIGRANTS

In September 2011, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in London, UK, which focused on questions of the situation of migrants in prison. 9 participants coming from two countries (UK, Slovenia), representing ESF Managing Authorities, prison administration, probation, science, voluntary sector, presented an overview of the current situation and policy developments in their country.

1. Overview

In all European Countries we have the situation that a part of the inmates do not come from the native country or do not have the same cultural background due to the fact that they immigrated some time ago – and now stay in this country, but they do not have the passport of this country. For this group of prisoners, there is in most countries also another discussion line: the question of the public protection.

This situation creates different tasks: On the legal level there is a strand to harmonise the legal frameworks in the different countries to make sure that the same rights can be applied to every persons independent from which country he comes. Also in the prison sentence there should be comparable rights and possibilies, so that people being sentenced in another country will find acceptable and comparable situations in case of deportation.

For this group of prisoners there are in some countries two different options: One is to serve the sentence in the country where they have been sentences. The other option is (sometimes voluntarily – sometimes not voluntarily) deportation (in some countries after having served a part of the sentence). In some countries this is independent of the situation of the inmate: even if he lives in the country in 2nd or 3rd generation, but has not the passport of this country, there is in special cases the possibility of deportation. In the European Countries there is also some differences in the proportion of foreign inmates, coming from abroad or living since many years in the country. Mostly, a high proportion of those who have completed their sentences are released back in the country they have been sentenced. One aspect of the work with foreign prisoners and migrants should be that they will be informed of their rights to request contact and allowed to communicate with the diplomatic or consular representative of their country. Some should also be informed about the possibility of requesting that the execution of their sentence be transferred to their country.

For the prison organisation there are also some points to be taken into account: One aspect is the existence of significant language barriers, but this is not always the case. Due to differences in cultural background (clothing, dietary needs etc.) and behaviour, especially in faith there have to be special arrangements. Family relations may have a different importance than for the native inmates and demand special requirements. In relation to staff and other inmates we sometimes find the problem of violence and xenophobia. Problems of exclusion have to be countered. The inmates freedom of thought, conscience and religion has to be respected. They should be allowed to attend services or meetings led by approved representatives, to receive visits in private from such representatives of their religion or beliefs. Prisoners must be allowed in possession or access to such artefacts and texts as are required by their religion.
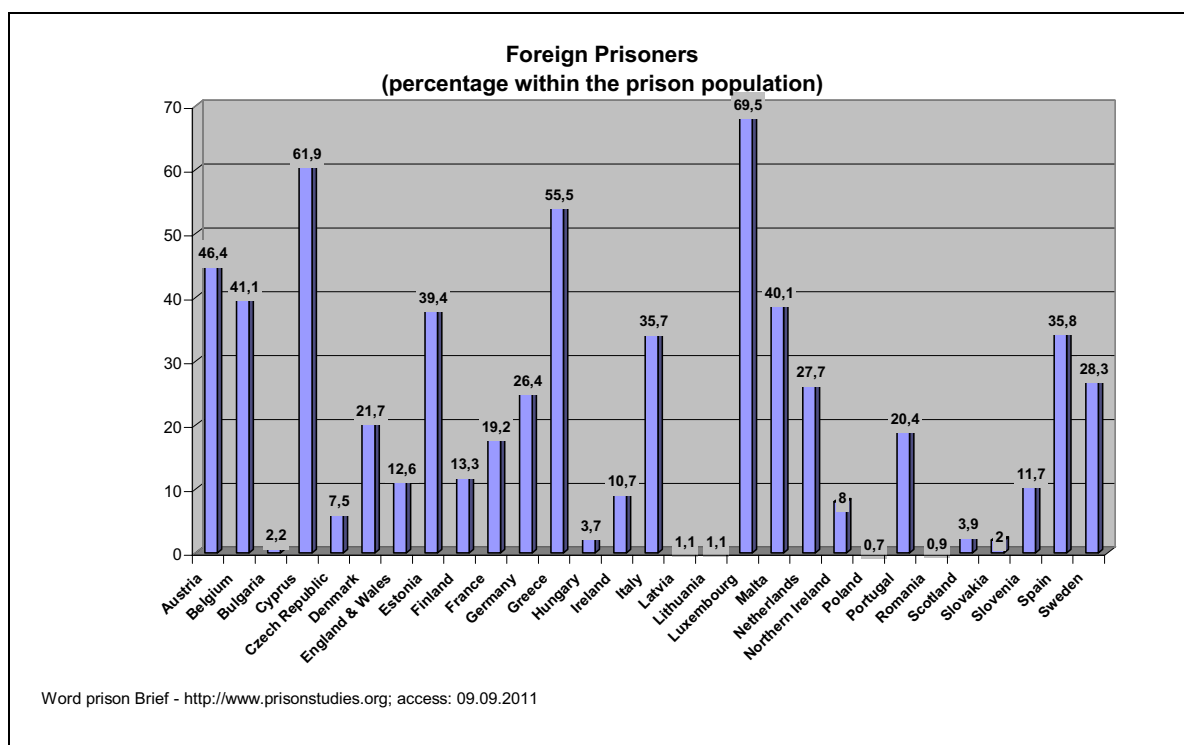
There are also challenges with addressing the different realms of the resettlement process: questions of family contact, education and training, employment programmes

could be different for this group. It may even be difficult and different to assess the risk of the offender. There may be also a lack of previous criminal record information.

For the care of foreign prisoners and migrants there is also the need to strenghten the links with relevant agencies. The difference in the treatment of foreign prisoners lies mostly in the lack of cooperation with institutions that would take care of the prisoner after having served a sentence.

2. Key data

The distribution of the proportion of migrants in the prison population varies strongly within the EU.

Foreign Prisoners
(percentage within the prison population)

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The proportion of foreigners, having done an offence in another country, but do not want to live in that country, and those who are immigrants and live since many years in that country (without having the resprective passport) is not known and will probably vary in the different European States.

3. National and European Implementation Contexts and Policies

We find different projects and programms in the European countries concerning the work with migrants, foreigners. Some take special care on the situation of women. It is also important to have some staff training in this field, to strenghten the staff in handling the situation.

4. Examples of good and interesting practices at national and European Level

See above

5. Future needs

The field is still not very well researched on and there are no systematically developped and implemented approaches to refer to.

6. Points to discuss (Merkpunkte) and Recommendations

There are different strands to work on the situation of foreign prisoners and migrants: It is of importance to harmonise discrimination laws and to strenghten the law to support progress on equality. There is a strong need for a policy of integration.

Some points from the EU recommendations for this group:

- Foreign prisoner should be transfered to their home country for proper rehabilitation and preparation for release.

- it should be decided whether or not a foreign prisoner is to be expelled at the beggining of his prison sentence.

- Foreign prisoner frequently recieve written information about their legal rights and duties in language they understand.

- Putting prisoners of the same national, cultural, or religious background can be seen as good practice, because it can lessen feelings of isolation.

- Foreign prisoner should be lodged in prison located in capital city to facilitate regular contact with diplomatic missions and relatively easy transportation when relatives from abroad visit.

- providing free legal assistance to foreign prisoners

- allow foreign prisoner to make calls at different hours

- Foreign prisoner should have equal access to work, education and training programmes; providing classes for foreigners to learn the national language or the language of the respective country.

- Prison authorities could seek support from local libraries and diplomatic missions to create a prison library collection of books, magazines and newspapers in various foreign languages.

- All prisoners should be allowed to wear clothing, hairstyle and head dress of their own choice (turbans and head scarves should be excepted).

- providing medical care free of charge for all prisoners, inc. Foreign prisoner who may not have health insurance

- providing free legal assistance to foreign prisoners

- allowing foreign prisoners more flexible visit time to allow family and relatives to make a possibly long trip worthwhile

- Community welfare organisations should be encouraged to pay social visits.

- Social welfare services should offer assistance to foreign ex-offenders in their reintegration process.

- Staff working with foreign prisoner should recieve special training in language and also on the background of certain cultures, religions etc.

- Prison authorities should have information (prison rules and house rules) available in various languages.

7. Further reading / Links

- www.prisonreformtrust.org.uk

- www.hmprisonservice.gov.uk/adviceandsupport/prison life/foreignnationalprisoners/

PRISON WORK AND PRISON INDUSTRY

In September 2009, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Berlin, Germany, which focused on questions of prison work and prison industry. The workshop was held at the annual conference of the European Prison Regime Forum (EPRF) at the Federal Ministry of Justice Germany (BMJ), in Berlin. This network connects around 15 European Prison Regimes or responsible public jurisdictions, Prison Administrations, State Companies and Public Law Institutions on Prison Work, and the Employment and Training of Offenders. 15 participants coming from ten countries[26], representing ESF Managing Authorities, prison administration, probation, science, voluntary sector, presented an overview of the current situation and policy developments in their country.[27]

1. Overview

Prison work has a longstanding tradition in prison organisation. It serves different goals, its ways of organisation are diverse. Prison work aims are twofold: on the one side it is industrial production, trying to work for profit, earning money; and on the other side it is for the maintenance of the prison itself (auxiliary services) (in the largest sense: building, organisation, catering, cleaning, gardening, etc.).

The discussion and first implementations are looking to improve prison work in the sense, that it is not focussing on the internal (prison, administration) market, but especially on the market outside the prison. This aim is twofold: on the one side there have to be new products, and the production in prison should fit the market outside (a market-orientation for products), and on the other side, even important, working in prison should follow comparable standards than the work outside prison (question of modernisation, of certification, of new jobs).

Further on, a productive, well-organised workshop in prison, that is, as far as possible, linked to the employment needs of the outside labour market, can be an excellent vehicle for the inmates' social reintegration.

The concept of prison work and industry focuses more on the industrial production side. Here we find different aspects in the field:

- focus on training and work ethics

- focus on products (market orientation, customer orientation)

- focus on the labour market (qualifications; for the time after release)

- focus on acquiring orders, cooperation with external enterprises

- focus on staff training

There is a need for modernisation of all aspects of prison work, the necessity to improve management and organisation of productive work in prisons. On the one side there are attempts focussing on customer orientations (new products), on the other side projects try to improve the qualifications of workers (new jobs, new training courses, new fields of work, qualifications and certification, labour market orientation). Other aspects are: Work

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[26] Portugal, Germany, Ireland, Netherlands, England, Belgium, Spain, Sweden, Croatia, Denmark.

[27] To deepen the discussion a further workshop took place on the topic of prison work and prison industries in Newold, UK, May 2011.

conditions, technical equipment, organisational features, efficiency and efficacy in achieving results. To increase modernisation aspects, Staff qualification and training is a necessary prerequisite.

The management of the prison work can be different: Mostly there is a public management, in some countries; the private management is an alternative. In other countries we find also some mixed management.

The range of customers of prison industries in Europe varies from a total focus on the private market sector to a total concentration on public sector demand. The general opinion was that the crisis has tended to shift the focus of prison industries in Europe towards the public sector.

In terms of the skill level of the prison population, it was confirmed the need/demand for low-threshold offers in prison work infrastructure. Another problem is the great variety of skills in the prison population: Prison work, until now, focuses on the more qualified prisoners, with existing work habits. But the greater part of the prison population has to be trained to be able to work (again), employability has to be established. So there is a need for offers for skilled and especially for unskilled work in prison.

Due to the similarity of the problems on penitentionary work, European wide cooperation / approaches are required, for example in relation to deals /contracts on production with multinationals and product development with the University sector, also with internal staff / inmates. The experience of existing prison product labels and the feasibility to coordinate different approaches in order to enhance the profitability of the prison products should be evaluated.

The relationship between vocational training and prison work and industry is difficult. There was a tendency to substitute production by vocational training and work scheme measures. Although this might be in some cases practicable, the training measures in the prison regimes are generally funded by –and therefore very dependent on - the production of the prison industry sector. But training and work do not have to be in competition – some queuing could help both sides: The prisoner will get relevant qualifications, the prison qualified workers for their workshops. Further discussion about cooperation between training and prison work and industry is required.

Another topic around Europe is the question of the renumeration (wages) of the work of prisoners. Here we find great differences in the different countries. Also the question of a legal obligation to work during a prison sentence is one which is not commonly answered in the EU. The question of motivation to work is linked to the question of payment. If prisoners are forced to work or do it voluntarily have implications on their work habits.

Another point is the equal treatment of prison work and training in relation to renumeration. (In Germany for example, work and training will be payed the same.)

The question of wages is also important for the prisoner itself: He can do some consumptions with the money, send it home to support his family, can do some restitution of the damage to the victim. That way he can also show some attitude to reconciliation and rehabilitation.

Another new topic also in relation to work in prison is the topic of aftercare: Does the work in prison help to find a job after release? Projects show that the success of a vocational

reintegration after prison can be increased, if there is a coaching/aftercare in vocational resettlement, starting in prison.

One of the greatest problems for prison work is the general labour market. The group of (ex-)prisoners faces strong problems at the general labour market, they will be hired last. Ex-convicts have a very high unemployment rate. Their chances in accessing the labour market are very low, they are confronted with a high risk of social exclusion.

Another possibility are social enterprises. The concept of social enterprises is well developed in Italy. In Germany social enterprises are in a diffecult situation of cut downs of public money. A lot of offenders who keep re-offending need a clear discussion with a labour department and employment officers to have an infrastructure where they can go to work. Results show us that re-offending rates are lower if employment is available, but need more of it and need to track people back into society so they have real chance of success. In Spain colleagues are trying to set up work infrastructures outside the prisons.

2. Key data

There are no systematic data about the work situation in European prisons.

In f.e. Germany we find some variation in the amount of prisoners working in prison in the 16 different Federal States (from 48% in Saxony-Anhalt (Sachsen-Anhalt) to 75% in Lower Saxony (Niedersachsen)). Work in prison can be workshop and other work related activities (auxiliary services), but also education and training. The spectrum of the use of educational training in prison is even greater: it ranges from 8% in Bavaria (Bayern) to 44% in Mecklenburg and Western Pomerania (Mecklenburg-Vorpommern).

Ländervergleich der Beschäftigtenquoten der Gefangenen 2008

(Datenquelle: Mitteilungen der Landesjustizverwaltungen)

Rang	Bundesland	Jahresdurch-schnitts-belegung	Durch-schnittliche Beschäftig-tenzahl	Beschäftigten-quote in %	Rang	Bundesland	Anteil der Gefangenen an Bildungs-maßnahmen
1.	Niedersachsen	6.334	4.731	74,69	1.	Mecklenburg-Vorp.	44,40%
2.	Baden-Württemberg	7.705	5.312	68,94	2.	Thüringen	43,37%
3.	Brandenburg	1.875	1.189	63,41	3.	Schleswig-Holstein	38,90%
4.	Thüringen	1.954	1.235	63,20	4.	Sachsen	36,59%
5.	Bremen*	664	413	62,20	5.	Brandenburg	32,21%
6.	Hessen	5.119	3.155	61,63	6.	Bremen	31,48%
7.	Berlin	4.939	3.012	60,98	7.	Sachsen-Anhalt	27,17%
8.	Hamburg*	2.227	1.331	59,77	8.	Niedersachsen	26,21%
9.	Saarland	765	455	59,48	9.	Hamburg	19,90%
10.	Schleswig-Holstein	1.449	861	59,42	10.	Nordrhein-Westfalen	18,46%
11.	Nordrhein-Westfalen	17.302	10.142	58,62	11.	Hessen	18,10%
12.	Mecklenburg-Vorp.	1.414	807	57,07	12.	Baden-Württemberg	15,49%
13.	Sachsen	3.642	2.023	55,55	13.	Berlin	13,98%
14.	Rheinland-Pfalz	3.557	1.810	50,89	14.	Rheinland-Pfalz	13,96%
15.	Bayern	12.009	6.048	50,36	15.	Saarland	10,11%
16.	Sachsen-Anhalt*	2.394	1.152	48,12	16.	Bayern	8,42%
	Gesamt	73.349	43.676	59,55			

* Zahlen aus 2007, da aktuelle Zahlen noch nicht mitgeteilt worden sind

Source: Johannes Sandmann et al. Aqua+: Arbeit und Qualifizierung. In: Bewährungshilfe 57, 2010, p. 23.

3. National and European Implementation Contexts and Policies

The work on the implementation of the concerned European Prison Rules (2006) is going on. The relevant rules are the following:

26.3 As far as possible, the work provided shall be such as will maintain or increase prisoners' ability to earn a living after release.

26.7 The organisation and methods of work in the institutions shall resemble as closely as possible those of similar work in the community in order to prepare prisoners for the conditions of normal occupational life.

26.8 Although the pursuit of financial profit from industries in the institutions can be valuable in raising standards and improving the quality and relevance of training, the interests of the prisoners should not be subordinated to that purpose.

26.9 Work for prisoners shall be provided by the prison authorities, either on their own or in co-operation with private contractors, inside or outside prison.

26.15 The maximum daily and weekly working hours of the prisoners shall be fixed in conformity with local rules or custom regulating the employment of free workers.

4. Examples of good and interesting practices at national and European Level

Spain:

The work of CIRE in Catalonia and of the counterpart from the Spanish National Prison Industries OATPE are good examples for new approaches in this field. The concept of CIRE provides an interesting introduction to the approaches and tasks of prison industries, vocational industries and labour-resettlement strategies for inmates, in Spain. The proactive approach to engaging stakeholders from the private entrepreneurial sector through professional advertisement and sponsorship is of particular interest. Both CIRE and OATPE are public law institutions with responsibilities for internal training, employment (prison work and day structure measures) and transition management to the external labour market/ employment, in Spain. A distinctive feature is their obligation to acquire employment for inmates, whilst in several other jurisdictions it is sufficient to assure that the internal employment keeps the prison production going.

Germany:

The public management model is the main approach in Germany, there are only some small and first tries of privatisation. Projects focus on modernisation of prison work, on labour market orientation, on questions of certification of qualifications, the acquisition of orders from industry. There is also a strong strand of looking for some transition management, from custody to liberty, especially looking for vocational resettlement.

In the realm of the EQUAL DPs (BABE, IMBIS) projects have been implemented

- to create new jobs in prison, which are relevant at the labour market outside (f.e., cleaning sector),

- to look for special offers for long-term prisoners

- to design and create new products in prison (in co-operation with external partners)

- to orient qualification in prison at the standards of the common labour market

Luxembourg:

The Equal Project 'Jailbird – Made in Jail' created new lines of products and services for prisoners and ex-prisoners.

5. Future needs

a. Modernisation of work and equipment in prisons

b. Modernisation of work (qualification, kind of work for prisoners, finding of new offers and jobs) (Cf. the Exocop workshops 5-8 on ETE)

c. Training of staff for a modern work management, modern labour market

d. Orientation on the labour market (Qualification of the prisoners)

e. Orientation on the (consumer) market (products produced in prison)

f. Combination of educational and vocational training with work offers

g. Coaching approaches, starting in prison to find a job after release (role of aftercare in finding a job outside; cf. Exocop Workshop 10: Aftercare)

h. Work with employers (to produce in prison; to offer jobs for released prisoner) (cf. Exocop Workshop 17: Work with employers)

6. Points to discuss (Merkpunkte) and Recommendations

During the debate all participating jurisdictions emphasised the negative effect of the current economic crisis in most of the prison industry infrastructures. The number of contracts for external companies and the volume of business had been drastically reduced

Recommendations:

There should be a stronger focus on the market:

- in questions of qualification, on the labour market needs and possibilities

- in question of products (which products of prison work have chances to be sold on the market)

There should be a combination of education/qualification and work in prison. Education should not be seen as competitive to work.

Questions of certificates, accepted outside the prison, have to be solved.

There should be an improvement of cooperation and communication between prison and employers.

More prisoners should have the possibility to education, training and work in prisons.

7. Further reading / Links

Zyl Smith, Dirk van; Frieder Dünkel (Hrsg.): Prison Labour: Salvation or Slavery?
Dartmouth 1999

White Paper: Prison Work in Europe. Organisation and Management of Prison Workshops.
Barcelona 2007

Shea, Evelyn: Why work? A Study of Prison Labour in England, France and Germany.
Berlin 2008

WORK WTH EMPLOYERS

In May 2010, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Belfast, Northern Ireland, which focused on topic of Work with Employers. 22 participants coming from four countries[28], representing ESF Managing Authorities, prison administration, probation, science, voluntary sector, presented an overview of the current situation and policy developments in their country.

1. Overview

Evidence from national and international research clearly demonstrates that having a job is a significant factor in reducing offending. Prisoners and offenders in the community encompass many who are on the margins of society and experience multiple barriers that exclude them from the labour market.

In an ever increasingly competitive labour market it is vital to ensure that the direct interventions provided to prisoners and offenders in the community are effective in improving their prospects of employability as part of an employment led resettlement agenda.

Such interventions will only succeed if employment opportunities are available and safe and fair recruitment practices are implemented. Offender employment has to be considered in the context of all the key stakeholders. It is crucial therefore to recognise the key role that Employers play in ensuring relevant, appropriate and safe employment opportunities for individuals with convictions.

Engaging Employers can be a difficult and challenging task that requires proactive engagement and extensive support similar to that in direct work with offenders. The work to profile the crucial role of Employers and identify and explore effective strategies and processes utilised on a transnational level that engage employers in the recruitment of individuals with a history of offending has to be done.

2. Key data

There are no systematic data about engaging employers in prison work in Europe and about the relationship between prison and employers.

3. National and European Implementation Contexts and Policies

Through the case study presentations and further discussions it became evident that there is much shared practice which was affirming for us all. The areas of difference formed the basis of much of the discussion and information gathering.

Outcomes are presented below under the sub headings of a) Shared Practice and b) Differences.

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[28] The Netherlands, England, Romania, Northern Ireland.

a)   **Shared Practice**.

Pre release training and certification for work	It is crucial to have accredited employment focussed training at least 6 months prior to release – this should reflect labour market opportunities.
Self employment	A relevant and accessible option for many prisoners/offenders that needs to be promoted and delivered at pre release stage and followed up in community.
Promoting waged employment (prisoners)	The importance of connecting with local company(s) to provide real work contracts in custody and ensuring that prisoners receive a real wage for the work rather than nominal payment.
Prison/community links	Working to link the prison to community to develop opportunities "through the gate". This can be sustained via community service model or employer contracts.
Strategic link with employers.	Engagement that evidences employer "champions" and works to influence change based on the business case rather than corporate social responsibility.
Attitudinal & structural barriers	Working to challenge negative attitudes and systemic processes that create additional and unnecessary barriers for offenders.

b) **Differences:**

Engaging Employers – social responsibility vs. the business case.	Romania – social inclusion / social responsibility Netherlands/ UK/NI – business case; cost of crime
Legislation - the extent to which this is a barrier	Romania – criminal record check for every job. Employers allowed to refuse on grounds of having a conviction alone. UK/NI – current legislation is supposed to provide protection for applicants but in reality does not –employers use it to discriminate. Netherlands – the record "belongs" to the individual. Only required to disclose for certain posts re: child protection.
Links between ministries	Romania – Justice/Education/ Health

	UK – Justice / Labour/ Health NI – Justice /Labour /Health Netherlands – just completed a successful pilot that has been driven by central government – multi agency approach that includes Prisons/ Municipalities / Police /Social Services /Health

4. Examples of good and interesting practices at national and European Level

There have been some projects working on this topic in the EQUAL programme. Strategies of inviting employers to visit prisons, to decrease stereotypes about prisoners, to motivate employers to hire ex-offenders, to cooperate to find ways of employing ex-offenders have been used.

5. Future needs

There is a strong need for discussing this approach all over Europe. Research and evaluation is also needed.

6. Points to discuss (Merkpunkte) and Recommendations

The workshop "Working with Conviction – Engaging Employers" recognises the fundamental and crucial role the Employers make in ensuring appropriate and safe employment opportunities for individuals with convictions.

Recommendations:

Based on the above findings the workshop agreed 3 key recommendations for effective Employment Led Resettlement.

➢ Effective employment legislation for individuals with a conviction, across the European Union.

➢ Strategic engagement with Employers that is based on the business case.

➢ Strategic contribution and commitment from all ministries that is co-ordinated and consistent.

7. Further reading / Links

- not available -

NETWORKING OF INSTITUTIONS

In June 2010, as part of the Ex-Offenders Community of Practice (ExOCoP), a workshop was held in Bologna, Italy, which focused on questions of the Networking of Instituions. 18 participants coming from seven countries[29], representing ESF Managing Authorities, prison administration, probation, science, voluntary sector, presented an overview of the current situation and policy developments in their country.

1. Overview

In the last decades there has been an emphasis on the development of a systematic strategy of resettlement. One important aspect of this strategy is the use of a multi-agency approach, of networking of institutions. Resettlement is a process in which in the course different institutions are involved. It can not be done by only one institution, there has to be co-operation between the different actors (f.e. in prison: co-operation between prison and employers; in preparation for release: co-operation between probation and prison, but also with the community; in aftercare: co-operation between all institutions of help, labour market actors and others, including the NGOs).

In the resettlement process we have pathways from one institution to another. There have to be developed ways of effectively organising this ways. Co-operation to other institutions, but also to the labour market, to employers is of importance, as well as to all institutions of the community.

To do this ways and organisational forms of cooperation, of networking of institutions have to be implemented. Prisons have longstanding traditions of being an institution separated from society, a 'total institution' with a view focus on the interieur side, not outside the walls. So it is a challenge to open the perspective outside for them. But also other administrations are not used to co-operative work – taking into account other organisational structures, goals and policies.

The scenario of social practices is characterized by a wide variety of knowledge and analysis perspectives. This in turn leads to a strong fragmentation of service practices, in accordance with the different local contexts, legislation, values, priorities and working methods.

Nonetheless, some natural elements, like care and support of disadvantaged people, attention to their needs, equal access to social and working opportunities, life complexity as a value itself can be considered as core values for any social practice.

Dealing with this complexity necessarily requires a plurality of stakeholders and actors, each one addressing a specific issue.

From this point of view the networking of institutions is an unavoidable need!

There is indeed a common agreement among social actors at any level on the importance of networking as a precious working tool for the promotion of experience and knowledge sharing. This is particularly true when considering the European institutions, which repeatedly highlighted the value of the networking approach for the enhancement of professional skills. The main idea is that a reality-based, rather than

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[29]   Germany, Belgium, The Netherlands, Romania, Northern Ireland, Spain, Italy.

an academic-based approach is able to offer more reliable and useful forms of "practical" cooperative learning through the exchange and interaction among actors belonging to different contexts.

Different aspects of this situation are involved. Some common key words are:

- Co-ordination

- Legitimacy: reciprocal legitimacy

- Respect

- Integration

- Coherence

- Efficiency

- Open vision

- Demonstration of sustainability

- Courage to make change happen

- Citizenship

- Legislation

- Connectivity

- Accountability

- Communication

- Relevance (of services)

- Agreed Mission

- Demonstrating Effectiveness

- Reciprocity

- Equality (across stakeholders)

- Cooperative learning

- Competence/expertise

- Network animation and maintenance

2. Key data

There are no systematic data about the situation of networking in Europe. There are in some countries some national thematic networks in this field.

3. National and European Implementation Contexts and Policies

Being a workshop on methodology, on questions of ways of organising processes (organisational, networking), the topic is a 'meta' one. It has not its own practices.

To see the problems and ways of solving questions of networking we have to refer to other workshops, like community links, aftercare, work with employers and others.

The principles of networking among private and public agencies, as well as of open and shared policy building processes are generally recognized both at national and local level. However, there is a common need to move from a formal to a more concrete plan in terms of their implementation. Despite the few cases that can be traced in some EU Member States, there is still a long way before reaching a systematical and coherent implementation of these practices.

F.e., Italian national social assistance laws, like those in the workfare services, fully recognize the strategic impact of networking of Institution and cooperation practices, but they are poorly put into practice.

We can observe a real generally shared need, among all the system actors, for working together, programming together and "developing networks". Unfortunately the day-by-day collaboration experience has to face many problematic issues. Managing "complex" relations among actors belonging to different agencies, each one characterized by specific operating procedures, priorities, values and interests is one of these difficulties. Among the key problems there are the identification of effective paradigms in order to steer collaborations among agencies, the definition of clear principles in order to find and manage leaderships, the discovery of pathways of positive conflict resolution.

From this specific point of view, both the Italian National provisions and the EU legislation do not provide any tool or practical reference to make this task easier. If we want to move from a theoretical and somehow dogmatic approach to a more practical-operational level, we need to enhance our capacity to give value and find effective solutions to the human aspect involved in human-related relationships. Many critical aspects of phenomena are physiological and the underestimation of their conditioning capacity can put at high risk the effectiveness of any cooperation activity.

It is of the greatest importance to give emphasis to these issues, since the cooperation/ networking activities are linked to public services targeting citizens with social exclusion problems. They tackle both the effectiveness of services, and the capitalization of public resources.

4. Examples of good and interesting practices at national and European Level

The EU and its institutions definitely play a primary role in fostering and supporting the efficiency of the existing thematic networks in this particular field. From a certain point of view, we can affirm that a distinctive aspect of the European approach is actually the great emphasis put on networks, as a mutual learning and shared policy building tool. There are various available tools to support and develop networks of collaborations. However, there is a weakness that needs to be stressed. It is represented by the poor tendency of the European Institutions to issue binding directives, promoting compulsory networking approaches to work, both regarding the operational management of activities among services, and the policy programming phase. It is especially the latter which is highly critical. It would be interesting to understand to what extent are the European Institutions themselves able to internally apply what they are suggesting Member States to do in terms of networking and common policies definition.

Does it exist at European level a good practice (key word) that can show the positive/effective collaboration among the different General Directorates aimed at replying to problematic cross cutting issues?

5. Future needs

There is a strong need for discussing this approach all over Europe. Research and evaluation is also needed.

6. Points to discuss (Merkpunkte) and Recommendations

- **Practical orientated co-operation**. Establishment of a model that comprises individual holistic pathways to inclusion. Pathways to include finance, accommodation, health, education, training, employment, behaviours and social networks. Important that memorandum of understanding and protocols be established.

- **Policy orientated co-operation**. Important to introduce concept of organisational cross thematic working both within the criminal justice system and with other non-criminal justice departments but which have a contribution to make to a resettlement strategy such as ministries of labour, education, health and employment. The group felt that legislation would be an enabler and stimulant. Ringfenced resourcing that was transparent is also a requirement as is networking and genuine partnership.

- The group felt that the Resettlement Policy Officer (RPO) idea promoted by Belguim was worth more detailed examination. It was felt that the RPO should have a collective mandate to work across ministries. At a discussion in the plenary it was suggested that all appropriate ministries should at the very least contribute financially to such a position as this would indicate "buy in" by the ministries. It was agreed that much more work was required to develop this and that it should be mirrored at practice orientated co-operation level.

- In order to ensure consistency and impact there is a requirement for a long term financial strategy and committed resources across governmental departments.

- Responsibility for co-ordination of the network must be driven by a competent person (policy officer) with management and facilitation skills and whose role is recognised and accepted across the network.

- Involvement and inclusion of public/private and NGO sector must be on equal basis.

- In order to verify the effectiveness of network activities, evaluation tools need to be developed.

- There is a general need to keep a high level of communication and mutual listening among all actors involved.

- General and shared need to have clear and binding procedures/directives as a reference point. Need to have some common reference standards.

7. Further reading / Links

- not available -