

# E-LEARNING MODULE

## “ACKNOWLEDGING SKILLS, VALUING THE PROFESSIONS”

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### OBJECTIVE 3. EU REGULATIONS, USUAL PROCEDURES AND WORK RE-INTEGRATION EXPERIENCES BY EX-CONVICTS



SKILLS4FREEDOM

## UNIT 3 – EU REGULATIONS, USUAL PROCEDURES AND WORK-REINTEGRATION EXPERIENCES BY EX-CONVICTS

### INTRODUCTION AND INSTRUCTIONS

The third unit of a training is devoted to usual procedures and work-reintegration within EU and local regulations as well as experiences of ex-convicts.

The material is divided into 5 subunits. First subunit presents international regulations regarding preparation of convicts social and employment reintegration. In the next four subunits you will find information about the situation in *Skills for freedom* partner countries (Belgium, Bulgaria, Germany, Italy, Poland and Turkey) regarding social and employment reintegration of prisoners and ex-prisoners in terms of: legal provisions and entities (subunit 2), effective and interesting programmes (subunit 3), financing sources and programmes adjusted to the situation on the labour market (subunit 4), limitations for gaining better results (subunit 5).



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## SUBUNIT 1

### INTERNATIONAL REGULATIONS REGARDING PREPARATION OF CONVICTS SOCIAL AND EMPLOYMENT REINTEGRATION

#### The European Prison Rules of 1987 (EPR)

*The European Prison Rules* of 1987 raise the issue of the social and employment reintegration of prisoners (EPR).<sup>1</sup> According to EPR of 1987 ***preparing the convict for the release should start upon his admission to penal institution*** (reg.70, sec.1). This regulation reflects a dynamic approach to the programmes of rehabilitation and social reintegration of prisoners, which means that they are implemented over the whole period of the prisoner's remaining in custody since the first contact with the penal institution until the stages following his release.

According to the EPR of 1987, *the prisoner must be able to participate in the activities facilitating his reintegration with society, his family and work environment*. This objective will be achieved by preparing proper procedures and courses by the prison administration (reg.87). In the case of the prisoners convicted to long-term sentences of imprisonment it is necessary to alleviate the specific "liberty shock" and ensure their gradual return to life in society through an organization of the transitional regime, the policy of releasing on parole (reg.88), the properly arranged way of regular contacts with their families or allowing the activity of national and social organizations providing the post-custodial help. The persons released from penal institutions should be provided with the necessary documents, the ID card, the right clothes and the funds to cover their travelling expenses to the destination where the ex-prisoner is heading as well as the means of subsistence for the nearest period following his release. The EPR of 1987 also specify that the ex-prisoner should be provided with the far-reaching help in finding work and accommodation (reg. 89, sec.2). The mentioned regulation, as defined by the EPR, is the essential minimum, which has to be met by the penal institution administration upon the prisoner's release.

#### The European Prison Rules of 2006 (EPR)

The new *European Prison Rules* of 2006<sup>2</sup> (EPR) present the modern approach to the sentence of imprisonment as well as the issue of preparing convicts to leave the penal institution. In this document the European Council suggests that the convict ***receives suitable support in the form of special programmes and procedures before his transition from prison life to living in compliance with social rules in the community of free people*** (reg.107 sec.1).

This objective is achieved ***through the programmes conducted in prison or parole combined with the convicts's monitoring and social care*** (reg.107, sec.3). Thus, contrary to the EPR of 1987, the new regulation does not mention the "assistance in return to society" but "support in transition" ***from life in penal isolation to life in society***. Thereby the EPR of 2006 do not emphasize prisoners' exclusion but instead explicitly maintain that ***persons remaining in penal institutions are still the full members of society***.

The authors of the EPR of 2006 take the view that the whole period of serving the sentence of imprisonment should be used profitably to acquire specific life skills and forming one's place in society after release from prison. Thus, right after the prisoner's ***admission to prison the strategy of his preparation for liberty is worked on*** (reg.103, sec.2), and ***the individual schedules of serving a sentence by each prisoner, apart from work and education, include his preparation for a release*** (reg.103, sec.4). This approach is facilitated

<sup>1</sup> <http://www.uncjin.org/Laws/prisrul.htm>

<sup>2</sup> <http://www.coe.int/t/DGHL/STANDARDSETTING/PRISONS/PCCP%20documents%202015/EUROPEAN%20PRISON%20RULES.pdf>

by the arrangement of life in prison so that it approximated the positive aspects of living in the free community (reg.5), which in practice means that *tasks, obligations and the terms of serving the sentence are to be similar to the ones that average citizens have.*

The EPR of 2006 appreciated the role of the *social institutions* which they play in preparing prisoners for a release. The prison administration has ***a duty to cooperate with organizations and institutions supporting prisoners in finding their place in social, family and professional life again*** (reg.107, sec.4) as well as ***enable the representatives of these organizations to participate in preparing convicts to leave prison and developing support programmes realized right after their release*** (reg.107, sec.5).

Similarly to the mentioned regulations, the EPR of 2006 specify that the released persons should receive temporary help in the form of clothing, documents, travelling funds and means of subsistence following the release. The persons leaving prison should also receive support in finding accommodation and employment (reg.33, sec.7; reg.33, sec.8).

### Other recommendations - 914(1981); 1741(2006)

According to *The Recommendation on prisoners' social situation*<sup>3</sup> of 1981, the penitentiary policy should be oriented towards facilitating the convicts who leave prison *to live a socially responsible life, which they have to be prepared for over the period of their incarceration.* **Work and education** are regarded as the essential factors of leading normal life after prison. As part of preparing the convict for a release, finding accommodation, work or any other source of income should be particularly significant. *The convict should also be allowed to have access to education and course workshops,* moreover should be provided with financial, social and medical assistance.

The Parliamentary Assembly of the Council of Europe noticed in *The Recommendation on convicts' social reintegration*<sup>4</sup> that the sentence of imprisonment fails to meet one of its objectives namely preparing convicts for release and social reintegration. This situation results from among others, ***lack of support for convicts in looking for work and accommodation by penitentiary administration, prison culture assimilation, no offer of professional training, no help from the family and social stigmatisation.***

According to the authors of *The Recommendation*, penitentiary policy has to be oriented towards preparing prisoners, still at the time of serving the sentence, for the socially responsible life out of prison. Therefore prisoners must have *access to education and sports activities* (rec.7), the information on the world events, which would *ensure their sense of belonging to society outside of prison* (rec.8). Furthermore, flexible principles with regard to visits should be applied (rec.12.1.6.), and prisoners ***should be allowed to participate in professional courses*** (rec.12.1.7).

The above recommendations in the aforementioned international acts, provide hope that the issues related to the social reintegration of convicts will be considered important not only by professionals involved in penal and penitentiary policy but also by the whole society.

Exclusion and leaving prisoners and ex-prisoners marginalised is not accepted by the standards of the modern, democratic society. Building an inclusive society requires all its members to accept those at risk of being socially excluded as well.

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<sup>3</sup> Recommendation 914 (1981) on the social situation of prisoners.

<sup>4</sup> Recommendation 1741 (2006) Social reintegration of prisoners. <http://www.assembly.coe.int/nw/xml/XRef/Xref-XML2HTML-EN.asp?fileid=17423&lang=en>



## EUROPEAN POLICY REGARDING SOCIAL AND PROFESSIONAL REINTEGRATION OF EX-PRISONERS WITHIN THE FRAMEWORK OF CHALLENGES COUNTERACTING THEIR SOCIAL EXCLUSION

### Social and professional reintegration of ex-prisoners in European policy

Reintegration of ex-prisoners can be noticed in the general approach to the issue of the so-called "social exclusion" exemplified by the political activity of European countries. In the EEC countries *The First Platform against Poverty* (1975-1980) addressed only the material issues. *The Second Platform* (1985-1989) embraced the projects with regard to disabled persons, the long-term unemployed ones, ex-prisoners, migrants, refugees, homeless or old people. However, it was only *The Third Platform* (1989-1994) that authorized counteracting social exclusion, making it one of its objectives. Moreover, it emphasized the **significance of the cooperation of governmental organizations, NGOs, research institutes and many other entities functioning on the labour market to counteract this phenomenon**. This problem was reiterated by the European Commission in the document of 1992, *"Towards solidary Europe. Intensification of struggle against social exclusion, enhancement of social integration"*, in which it was indicated that social exclusion poses risk for the present socio-economic order and social coherence. It has to be counteracted through:

- Integration of the socio-economic measures;
- Multidimensional approach to the issue of counteracting exclusion;
- Involving the excluded persons;
- Ensuring membership and co-operation of volunteers;
- High degree of flexibility and developing the inclusive regional policy.

In 1994 The European Council recommended that its member countries continue their struggle against social exclusion among its citizens through enhancement of suitable political measures. It was also put forward that research and development of measurement methodology of this phenomenon should be commenced in this area. Fighting social exclusion was also recorded as one of the aims of the EU in *The Maastricht Treaty* (1992) and *The Amsterdam Treaty* (1997).

In 1997 the report concerning human dignity and social exclusion presented by the European Council indicated that:

- liberal societies were at constant risk of social exclusion;
- the risk of social exclusion was increasing everywhere, especially with reference to the weakest social groups;
- the EU governments failed to elaborate their strategy of counteracting or stopping this phenomenon.<sup>5</sup>

*The Lisbon Strategy* (2000) was for many years the fundamental document in the EU which indicated the directions and methods counteracting social exclusion. Among its priorities social coherence and sustainable development can be found. One its economic objectives is full employment in membership countries, assuming the approximate 3% natural unemployment. It highlights struggle against social exclusion through involving people with low qualifications in work (also ex-prisoners), additional education, prevention and addiction treatment, counteracting discrimination.

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<sup>5</sup> K. Duffy, *Opportunity and Risk: A Report on the Risk of Social Exclusion in Countries of Central and Eastern Europe*, Council of Europe, Strasbourg, December 1997.

The results of *The Lisbon Strategy* are variously assessed. Its positive effect can be observed in the development which took place in the EU in the most significant areas, although the assumed objectives have not been obtained. Only a limited group of people on the margin of labour market found employment (that included ex-prisoners as well), this however, did not improve their situation, leaving them in poverty.

At present, the strategy "*Europe 2020. Strategy for smart, sustainable and inclusive growth*" is the document that regulates the issue of social inclusion in the EU. There are 3 priorities underpinning the strategy:

- smart growth – economy development based on knowledge and innovation;
- sustainable growth – supporting economy using resources more effectively, more environmentally friendly and competitive;
- inclusive growth – supporting economy characterized by a high degree of employment and ensuring economic, social and territorial cohesion.<sup>6</sup>

In order to evaluate the realization of the strategy, the European Commission came forward with a list of quantitative objectives to obtain by 2020, which were selected in such a way so as to make them measurable, reflecting the diversity of the membership countries' situation and were based on sufficiently reliable data for comparative purposes. The aims directly connected with the question of social inclusion and professional reintegration are:

- the employment rate of persons between 20 and 64 years of age should increase from 69% in 2010 to at least 75% in 2020, due to, among others, a higher number of employed women and older people as well as improved migrants integration on the labour market;
- the objective connected with education concerns early school leavers and aims at reducing the dropout rate to 10%, compared to the present level – 15%, and increasing by 2020 the percentage of 30-34 year olds with higher education from 31% to at least 40%;
- the number of Europeans below the national poverty line should be infringed by 25% which means that more than 20 million people will have to be lifted out of poverty.

Considering the aspect of ex-prisoners reintegration the third prerogative of the *Strategy*, namely the **inclusive growth**, seems to be the most interesting one. It involves improving the situation of citizens by providing them with a high level of employment, investing in qualifications, fighting poverty and modernising labour markets, training systems and social protection with the view to helping people anticipate changes and deal with them in order to build cohesive society.

Thus, the EU countries have to take action with reference to:

- employment, particularly regarding work for the young, women and the elderly;
- skills, regarding enhancing the level of education and extending lifelong learning;
- fight against poverty, especially among the people with the lowest salaries.

Putting into effect the prerogative of the third strategy *Europe 2020*, will require modernisation and enhancing the role of the EU policy in the employment sphere, education, poverty combatting and the systems of social and health protection by means of increasing the labour market participation, infringing structural unemployment and raising corporate social responsibility among the business community. What is important is spreading the model of the flexible labour market and social security (flxicurity) as well as enabling people to obtain new skills with the view to adapting to new conditions or possible changes in a professional career.

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<sup>6</sup> <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=URISERV:em0028>

The strategy *Europe 2020* is the basis for conducting activities in the sphere of social inclusion in the EU area (and among ex-prisoners). This strategy is reflected in the plans and legal acts of the lower levels (national, regional) which offer specific solutions and means of social inclusion.

## KEY COMPETENCES IN SOCIAL AND EMPLOYMENT REINTEGRATION OF PRISONERS AND EX-PRISONERS

### *Key competences*

The EU is trying to support all its citizens by defining the most important and essential skills which people should develop during their lives in order to succeed professionally and privately. Its objective is to create equal chances and opportunities for each EU citizen (including prisoners and ex-prisoners). These skills are recognized as the key competences <sup>7</sup>:

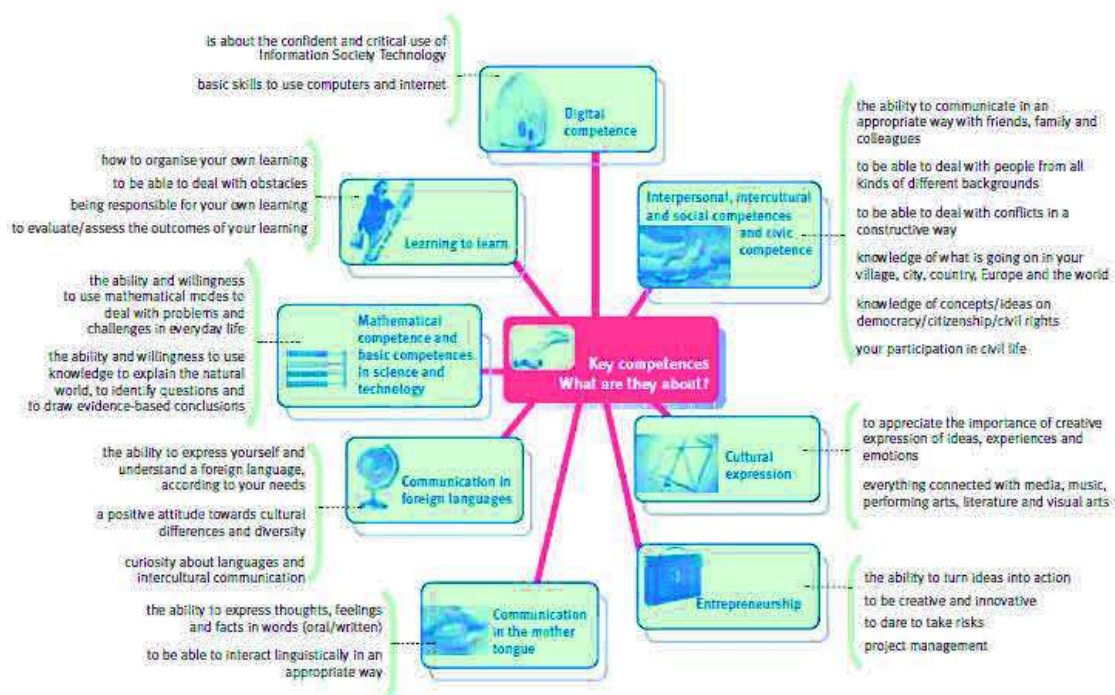
1. communication in native language;
2. communication in foreign languages;
3. mathematical competences and essential competences in science and technology;
4. digital competences;
5. learning ability;
6. social and civic competences;
7. sense of initiative and entrepreneurship;
8. cultural awareness and expression.

A competence is a combination of knowledge, skills and adopted attitude. The key competences are the ones that support personal development, participation in social life, active citizenship and the ability to find employment. The process of forming and developing the key competences in oneself lasts the whole life and is never concluded. Therefore, it is vital that they have their place in the programmes for social and employment reintegration of prisoners and ex-prisoners and should be formed in the widest manner possible.

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<sup>7</sup> <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:c11090>



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## SUBUNIT 2

### **LEGAL PROVISIONS AND ENTITIES REGARDING DESIGN AND REALIZATION OF SOCIAL AND EMPLOYMENT REINTEGRATION OF PRISONERS AND EX-PRISONERS IN *SKILLS FOR FREEDOM* PARTNER COUNTRIES: BELGIUM, BULGARIA, GERMANY, ITALY, POLAND AND TURKEY.**

#### **BELGIUM**

The legal provisions of the Flemish community are presented in the ‘Strategic plan of assistance and services to prisoners’ (Strategisch plan hulp- en dienstverlening aan gedetineerden) of Flanders, Belgium. The strategic plan was launched in 2000 and is ongoing, funded by the Flemish government and implemented in all the prisons of the region of Flanders and Brussels.

The strategy is considered to be an example of good practice because it has opened up prisons in the Flanders region to the ‘outside world’, bringing schools and vocational education centres into the prisons to offer inmates education and training. This offer is the same as the provision available outside prisons, delivered by teachers and trainers who are professionals in their field, aware of the latest developments in education and training, and able to use the latest methods and materials in prison education as they do outside prison. activities done in prison have as main objective to educate inmates as they are working. Through the work they do, they get salaried and additional social security so as to be supported when they are released. Additionally collaboration with public training organizations, they are trained in occupations which are offered and are obtained with certificatin after their release. As soon as they are free, they have the right to request for work placement from all citizen service offices and other relevant services.

In Belgium, there are three language communities (Flemish-speaking community, French-speaking community, German-speaking community as well as the bilingual Brussels-Capital area), and three regions (Flanders, Wallonia and Brussels). Education is a responsibility of the language communities, rather than the regions. The Strategic plan of assistance and services to prisoners applies to the Flemish-speaking community, covering the regions of Flanders and Brussels.

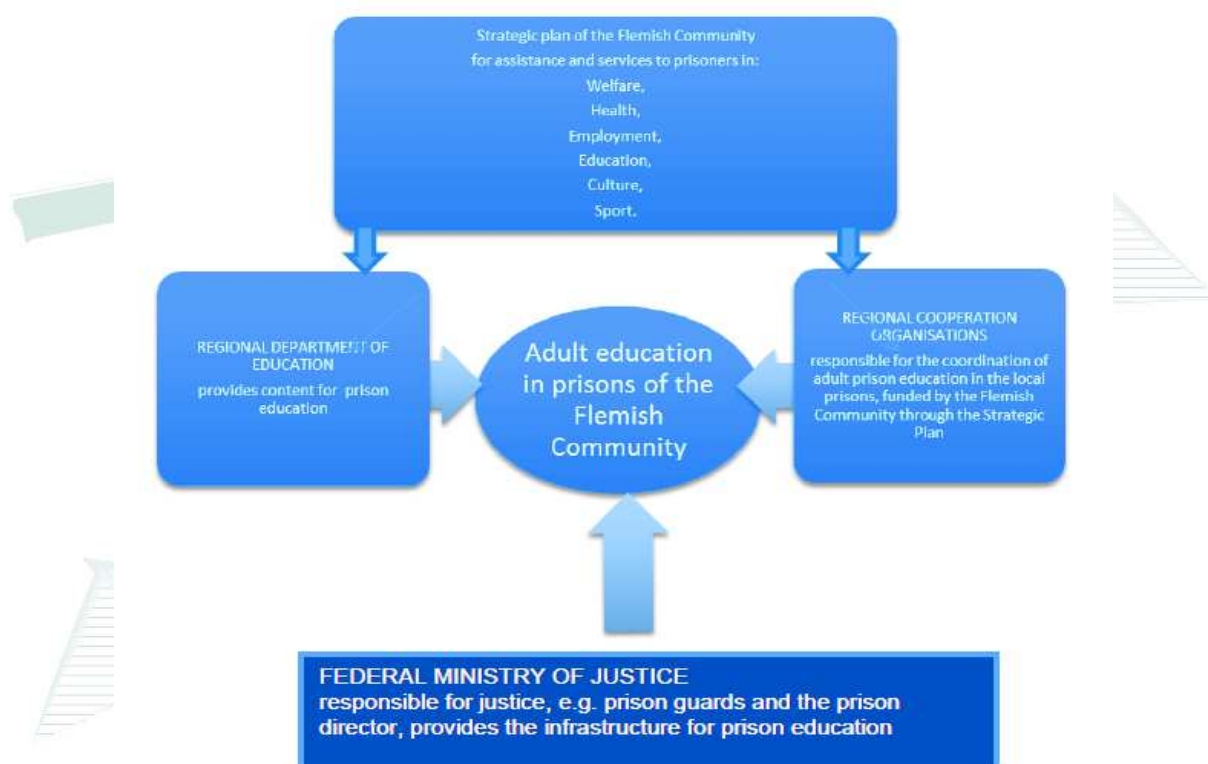
On the other hand, justice is a federal responsibility. The Federal Department of Justice provides the infrastructure for prison education, while the training content is provided and organised by local partners around the prisons. Funding for prison education comes from the regional Ministry of Education. The year 2007 also saw the creation of regional cooperation organisations, responsible for the coordination of adult prison education in the local prisons.

Since justice is a federal competence, the Flemish community developed a strategic plan for assistance and services to prisoners in six policy areas which are all part of regional competences in Belgium. These six policy areas are: welfare, health, employment, education, culture and sport. The strategy of assistance and services to prisoners was developed in Flanders and only applies to the Flemish-speaking part of Belgium and Brussels - there is still no such strategy in the French-speaking community, even though there have been discussions on the need for such a strategy.

The Flemish regional government has a responsibility to provide education (as well as health, welfare, employment, culture and sport) to all its citizens and the strategic plan aimed to organise such provision specifically for prisoners. The philosophy of the strategic plan is to bring the outside world into the prison, based on the rationale that inmates are a part of society and will continue to be a part of society after their release and that inmates are still civilians and they are still entitled to all their human rights. The only right they have lost is their freedom.

The fact that justice is a federal competence, whereas education is a regional competence and the responsibility of the Flemish community, in practice is important because the prison guards and the prison director are employed by the Federal Ministry of Justice, while educators and trainers are people from 'the outside'. This means that ways have to be found for all these parties to work together, and the strategy provides a framework for such cooperation. The fact that stakeholders from all six policy areas touching upon the life of the inmates can come together and network, means that the different ministries work together inside the prison, exchanging information on the needs of the inmates. However, each Ministry operates within its own domain. For example, the Ministry of Health provides health services, while the Ministry of Education provides education, so if health education is offered, this will be organised and offered by the Ministry of Education.

Figure 1. Illustration of the roles and responsibilities of the Flemish community of Belgium.



The strategic plan of assistance and services for prisoners (strategisch plan hulp- en dienstverlening aan gedetineerden), was launched by the Flemish Community in 20001. The strategy aims to ensure that there is a coherent, integrated policy for educational activities in prisons in Flanders. The strategy intended for the various services in the Flemish Community to work together in order to offer solid assistance, training, vocational training, education (at both primary and secondary level), sports and leisure to inmates. Through the strategy, the Flemish government aimed to address the needs of many prisoners who would like more educational opportunities during their time in prison and better prospects after their sentence. The Flemish government intended to signal through the strategy that prisoners remain full members of society during their sentence and are entitled to assistance and services to achieve a standing in society.

Several Flemish ministers participated in the preparation and implementation of the strategy, representing the various areas of actions foreseen in the fields of education, training, employment, welfare, mental health, socio-cultural activities, sports and leisure. The strategy also makes provision for ongoing collaboration and communication with the various departments of the prisons. A Code of Conduct, which all employees of the Flemish care and services department must comply with, has been developed and the

strategy is prepared and followed up in local ‘social service planning teams’, composed of representatives of the prison service and educational institutions in each area.

The strategy foresees three professional roles for all the departments included in the strategy and involved in the delivery of prison education in Flanders:

- A policy assistant (beleidsmedewerker), responsible for creating a range of activities for prisoners through the development of partnership agreements with local institutions. Thus, he/she is a coordinator from the Ministry of Welfare who works in the local prisons to coordinate the implementation and practice of the strategic plan.
- Individual counsellors (trajectbegeleider), professionals from local welfare organisations, responsible for identifying the needs of inmates in all six areas of the strategic plan, organising activities and adjusting supply to meet their needs and / or wishes; and
- An administrator (organisatieondersteuner), responsible for organising the schedules and premises within the prison of the various activities foreseen.

In addition to the above professional roles, there is also a professional role created especially for prison education, the prison education coordinator (onderwijscoördinator), who works closely together with the policy assistant (beleidsmedewerker) in the local prisons.

In 2002, the Flemish government decided to draft a regular monitoring and evaluation report on the implementation of the strategic plan for the assistance and services to prisoners in order to draw up the necessary decisions to make amendments to the strategic plan, if necessary. Since then, there have been three monitoring reports, the most recent being the report presented in January 2010, by the Flemish Minister of Health, Welfare and Family. In the report, the Flemish government emphasises the need to monitor how the implementation of the Flemish care and services offer proceeds, firstly in terms of quality and differentiation of the offer and secondly, in relation to the level of cooperation between the training providers and prison staff. Careful monitoring enables the Flemish government to make corrections to the strategic plan and to expand it, if needed.

The Flemish Community in the Strategic Plan formulated its mission in terms of assistance and services to inmates as follows: ‘The Flemish community guarantees the right of all detainees and their immediate social network to high-quality care and services so that they can develop fully and harmoniously in society’.



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## BULGARIA

### 1.1. Enforcement of Sentences and Detention Law (ESGDA) and Rules and Application of the ESGDA (Rules For Implementation Of The Law - RIESGDA)

According to this law and the rules for its implementation, the social and employment integration of prisoners starts right from their very entry in the penitentiary institution.

**At the time of serving the sentence of "imprisonment"** ESGDA introduced the following mechanisms to achieve the "criminal enforcement *action for correction and reeducation of convicts according to their behavior*":

- employment by paid or unpaid voluntary work in prison;
- programs with impact on reducing the risk of recidivism and the risk of harm (specialized programs for individual and group work);
- education, training and qualification of prisoners;
- ***artistic, cultural and sports activities and religious support.***

The programs aim to motivate and encourage lawful behavior, increase of social competence and the development of behavioral skills, as well as overcoming addictions. They are approved by the Director of the General Directorate Enforcement of Penalties (GDEP) on the proposal of the Council of enforcement of punishments. The involvement of prisoners in them is voluntary.

**After serving the sentence of "imprisonment"** ESGDA provides these support mechanisms:

- support during the exemption: if the person does not have its own means and resources upon releasing it shall be supported by prison or correctional institution with travel expenses to his permanent address, with food during the journey and necessary for the season underwear, clothes and shoes. If the person needs assistance because of physical disability or illness, it should be provided with an attendant;
- support resocialization of the exempt persons, including initiation of the Observation committee of social services in the local municipality;
- cooperation by the municipal councils, committees for observation and their mayoralities to accommodate work and domestic placement for the ex-prisoners

\* The desire of the released person is an absolute prerequisite for assistance from the surveillance committees. As in most countries around the world and in Bulgaria, the support after release is an opportunity, not an obligation for the sentenced person. This practice means that the imprisoned person (after serving their sentence and released) have no obligation to appear before or seeking assistance from state bodies.

**1.2. The modalities for the functioning of any *social service in the community* that is geared towards social integration and rehabilitation (employment and/or health) for prisoners and ex-prisoners is regulated by The Social Assistance Act and The Regulations for implementing the law on social assistance.**

**1.3. Strategy for Crime Prevention (2012-2020)** sets as a guideline (to prevent the risk of criminalization) organizing and implementing programs for social and professional integration of persons at risk of criminalization, including those released from the places of imprisonment, the conditionally sentenced and punished with probation. For the implementation of The Strategy an Action Plan for 2013 is adopted, in which measure number 79 stipulates and determines as a means of active preventive effect the extension of the inmates involved in educational and training programs as well as vocational training courses. The goal is the inclusion of at least 2,000 prisoners in this activity, and the body responsible for implementation of this action are the Ministry of Justice and NGOs.



**1.4. The development strategy of the places for detention in Bulgaria, 2009-2015** prioritises short-term introduction of "effective practices for working with offenders, including training, education, vocational training, formation of social skills, cultural, information and sporting activities. " The strategy does not include any priorities and activities in relation to convicted persons after their release.

**1.5. Documents at National, Regional and Municipal level in the field of social policy and employment:** the strategic documents at these levels do not develop separate horizontal policy aimed at re-socialization of convicted persons, during or after serving a sentence of "imprisonment". In defining of target groups all documents at regional or local level determine unemployed persons who have served punishment "imprisonment" as a disadvantaged group in the labor market, but few provide specific mechanisms/measures for social inclusion or reintegration of this target group other than the incentives promoted and referred in **The Act on employment** , generally depended on the will of the employer: subsidized employment, vocational guidance, vocational training and literacy training, training in social and civic competences, initiative and entrepreneurship training, communication in foreign and Bulgarian language. In addition, documents reiterate adopted national employment plans national programs and projects if they include as a target group the persons who have served or are serving a sentence of "imprisonment" or "probation".

Under Bulgarian legislation projects regarding reintegration of prisoners and ex-prisoners could be implemented and applied for by the state and the municipal structures, as well as by the NGO representatives.

NGOs can also carry out activities in support of convicted persons according to their own abilities and implemented projects. The General Directorate Enforcement of Penalties (GDEP) does not have a register of specialized NGOs, civil or religious associations, assisting in various forms the activities aimed at resocialization of prisoners during or after serving the punishment imposed.



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## GERMANY

Rehabilitation means reintegration into the social fabric of society. It relates in particular to the reintegration of offenders into society outside the prison and their ability to live a life without crime. In common parlance, the term is used with the expectation that offenders change their deviant behavior and should adapt to the trim and values (standards) of the majority society. The legal term rehabilitation refers to the concepts of integration (sociology) and the rehabilitation of offenders.

The implementation target rehabilitation is the most important program requirement in Germany for everything that happens in, around and after prison or will be omitted. The rehabilitation is in Germany an important purpose of punishment (positive special prevention). The rehabilitation model assumes that crime is best prevented in which one attaches to the (economic, social or human) factors that are believed to be the causes of crime. The conditions are linked to the rehabilitation treatment model, which is aimed to reduce crime directly.

### Legal basis

Imprisonment and restriction of the free way of life may only be due to a legal basis. After Calliess / Müller-Dietz (2003), the legal regulation of the prison system following functions: on the one hand the legal status and treatment of prisoners in accordance with the social state of law. Secondly, it is designed to reform and further development of the penal system in the sense of the law enforcement objective. A concept for the realization of the rehabilitation concept is not before the legislator.

### Constitutional position

In 1973 the Federal Constitutional Court (FCC) defines rehabilitation as "the reintegration of the offender into society" and enshrined as the "outstanding goal" of enforcement of custodial sentences. "The constitution makes it imperative to align the penal system to the goal of rehabilitation. The individual prisoner has a fundamental right on it. That requirement follows from the understanding of a legal community that puts human dignity at the center of its value system and is committed to the principle of social justice. "The company, as the Federal Constitutional Court, has a direct vested interest that the offender will re-offend not again. The emphasis on the constitutional rank must not lead, "that someone made a mere object of state action" will and forcibly resozialisiert however. Hassemer speaks of "a right of the convicted to be left alone.". Notwithstanding the financial and organizational difficulties, the state enforcement equip as it is necessary for the realization of the implementation target. Is to the one actually limited facilities prison counter (higher incarceration rate, staff shortages, overcrowding, savings), which may have the effect that the realization of the purpose of execution is severely restricted.

### Strafvollzugsgesetz (Law)

On 1 January 1977, the Prison Act (Prison Act) with a commitment to "re-socialization as enforcement objective" in § 2 sentence 1 in the Federal Republic of Germany has entered into force. Since 3 October 1990, it is valid to the Unification Treaty in Germany. § 2 of the Prison Act formulated the law applicable to the penal enforcement objective and a commitment to the social inclusion of offenders: "In the execution of imprisonment of prisoners to be able to continue to lead a socially responsible life without crime (enforcement target). The prison sentence also serves to protect the public from further offenses. "In relation to the practice of the prison regime, the alignment principle be read as a specification of the resocialization objective (§ 3 para 1 of the Prison Act.):" Life in prison is the general living conditions as far as are equalized possible." The counter-effect principle (§ 3 para. 2 of the Prison Act) makes it clear that counteract harmful effects of imprisonment. The inclusion principle (§ 3 para. 3 of the Prison Act) confirms

the need of rehabilitation by filing support and assistance over the captives. . § 4 para 1 of the Prison Act clarifies: "The prisoner takes part in the design of its treatment and on the achievement of the target with enforcement. His willingness to do so is to stimulate and promote ". The participation of the prisoners, however, is difficult to objectify. In addition, the rehabilitation measures are to be regarded only as offers and not as an obligation. The prisoner may not withhold resocialising measures, but it must also be forced to them. (Feest 1990)

#### Further fields of law resocialization

The General Part of the Social Code (SGB) contains social rights of the individual against the state. The process of rehabilitation can be classified into a network of institutions and social services, which can be divided into judicial shaped and voluntary for offenders help.

The duties of the offender assistance are regulated in:

Juvenile Court Act (JGG); Child and Youth Welfare Act (KJHG); Code of Criminal Procedure (CCP); Criminal Code (CC); Bundessozialhilfegesetz (BSHG)



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Special and detailed regulations:

Youth-detention Regulations (UhaftVollzO); Criminal Enforcement Regulation (StVollstrO); Prison Payment Regulations (StVollzVergO); Act on the circulation of narcotics (Narcotics Act); Federal Central Register Act (BZRG); Victims Compensation Act (OEG).

There is a trade, which is to solve with respect for the rule of law enforcement objective intermediate rehabilitation and enforcement task safety. Since the adoption of the federalism reform (2006), which ascribes each State the legislative competence for the prison system, in individual states a possible preferential position of protecting the population against new offenses discussed (conceit 2003).

In the whole in this fields are working state, communal, private and NGO-organisations.

As partners come especially into consideration:

- o correctional
- o Probation
- o supervision of conduct
- o Free offender Help
- o Volunteers
- o treatment facilities for addicts and violent offenders
- o debt
- o employment agencies, consortiums etc.
- o Vocational and educational measures carrier.
- o the extent necessary in individual cases come to the prosecutor's offices, police and regulatory authorities.



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## ITALY

Art 27 of the Italian Constitution explicitly dictates that the penalty imposed to a convict should essentially have a re-educational purpose.

During the penitentiary reform of the '75, the entirety of the norms that manage the implementation of imprisonment (Penitentiary Order Law 354/75), employment, which aims to facilitate the social reintegration of the convict, becomes pivotal during the execution of the sentence;

The set of rules indicates that the employment should not be afflictive and should be organized in a free-society fashion. The inmate can work inside the prison (intramural) or outside (extramural). In order to work outside the inmate can be admitted to an alternative measure, i.e. a different execution of the sentence from the one performed entirely inside the prison. The law facilitates the companies that hire inmates by offering tax breaks and subsidies.

The main alternative measures to imprisonment, that allow the convict to work outside of the prison, are:  
-The welfare work entrustment for a trial period, the home arrest and the custodial sentence.

Even if it is not among the alternative measures, one should count the work outside the prison (art.21 of the Penitentiary Order), established by the prison management, that allows the inmate to work during some hours outside the prison.

According to the Penitentiary Order, working is one of the elements of the re-education path, through which the social reintegration of the inmate takes place.

They are able to work and therefore to start the process of employment insertion:

-Inside of the prison: all the inmates, both waiting for the verdict and those serving imprisonment, i.e. definitive (intramural work can be done both for companies and for Penitentiary Administration, the so-called housekeeping.

-Outside of the prison: those inmates with definitive condemns that the prison staff judge to be able to be reinserted in the society.

The employment of an inmate follows the same policies expected for free people.

ASL (local health units) and Comuni (Municipalities) are in charge of promoting initiatives to realize personalised projects that aim to reintegration in the job environment. There are multiple tools to support employment insertion and the Servizi Pubblici Territoriali (local public services) can modulate them, according to specific situations of the company and the individuals. These services are in charge of communication with external companies, they plan individual insertion programmes and they offer support to the individuals and to the company. They have recently started to work in collaboration with special agreements with the Private Services, which are linked to Uffici Educatori degli Istituti Penitenziari (Educational Offices of Penitentiary Institutes) and with UEPE - Uffici locali per l'Esecuzione Penale Esterna (local offices for external execution of the sentence).

The main tools are:

-the short-term training internship (a couple of months) that allows to verify on the field the working skills of the individual and their ability to adapt to the rules of the life outside of the prison.

No subsidy is provided but an insurance coverage.

-a working internship allows learning professional skills at the work place. The duration is variable (min. one month/max twelve months), the intern receives a subsidy (approx. € 300) supplied by Enti Locali (Local Authorities).

-paid placement aims to establish a business relationship at the end of the training at the company. It can last between three and twelve months. The employee receives a monthly grant (that varies depending on the Service that provides it and on the length of the working week € 250/450 monthly) paid by the Service, in many cases paid in advance by the company.

Although some roles are fulfilled by the Ministero del Lavoro (Ministry of Labour), the entirety of the roles regarding work policies became jurisdiction of Regioni and Province (Regions and Provinces). Every region interpreted, with own regional law, the contents of Decree 469, formulating its organization in order to define how the job welfare should work (overtaking the job centres), combined with active politics initiatives regarding work and with professional training.

Unfortunately, even on a regional level, sometimes the law regarding this area of interest is not put in practice or does not receive subsidies. Clearly, the scenery varies from region to region.

Most of the regions assigned the supply and management of active politics initiatives regarding work to the Provinces. Among these initiatives there are measures addressed to citizens struggling with their jobs or belonging to the weak bracket of the population, including inmates and ex-inmates.

The public sector and particularly the social enterprise system ruled by Law 381/91, recently integrated by Law 193/00 (the so-called “Law Smuraglia”), can play an interesting role in the fulfilment of active politics for the integration of the disadvantaged. A productive context, strengthened by strong supportive links, can facilitate the access to employment to those who has been excluded to it.

Abating the social obligation expected from social cooperatives that hire convicted and inmates, and recently to employers of public and private sectors, is an interesting incentive to employment people should be aware of and it should be promoted.

Among the innovations that the Legislative Decree 469/97 (art.10) introduced and because of the UE indications in place, the public system no longer have the exclusive monopoly of the job placement.

In addition, privates, if properly qualified, equipped and authorised by the Ministry of Labour, can mediate between job demand and offer.

SKILLS4FREEDOM

## POLAND

According to the legal provision in Poland, the period of preparing the convict for the return to society must begin 6 months prior to the expected end of the sentence. A specially appointed employee of the penal institution (eg. the post-penitentiary assistance educator) analyzes the prisoner's family and his social situation. If there is such a need, then with his consent and together with him the "libertarian programme" (the programme of social and employment reintegration) is developed. This programme is created on the basis of the problems related to the areas signalled by the prisoner. The whole project is realized in cooperation with: the probation officer, social welfare centres, employment agencies, NGOs (engaged in assistance for social and employment reintegration of prisoners and ex-prisoners).

The Executive Penal Code, art.67, §1 states that, "Imposing the sentence of imprisonment is aimed at raising the prisoner's will to cooperate in developing his socially desired attitudes, particularly the sense of responsibility and the need to obey the legal order, thereby refraining from offending again". This article provides for the idea of positive social and employment reintegration from the beginning of prisoners' sentence. It can be noticed that a growing number of operations in Polish prisons are targetted at enabling the convict to actively prepare himself for his prospective social and employment reintegration.

During the post-custodial period, only in the case when the sentence of imprisonment was suspended, the ex-prisoner is obliged to cooperate with his probation officer and inform him about his efforts regarding the social and employment reintegration. When the prisoner has served the entire sentence of imprisonment, he has no obligations connected with the mentioned reintegration, yet he can solicit assistance from social welfare centres, employment agencies or NGOs.

Prison Service bears the greatest weight of responsibility for effective preparation of the conditions for prisoners' social and employment reintegration over the period of their serving the sentence. This involves allowing them to:

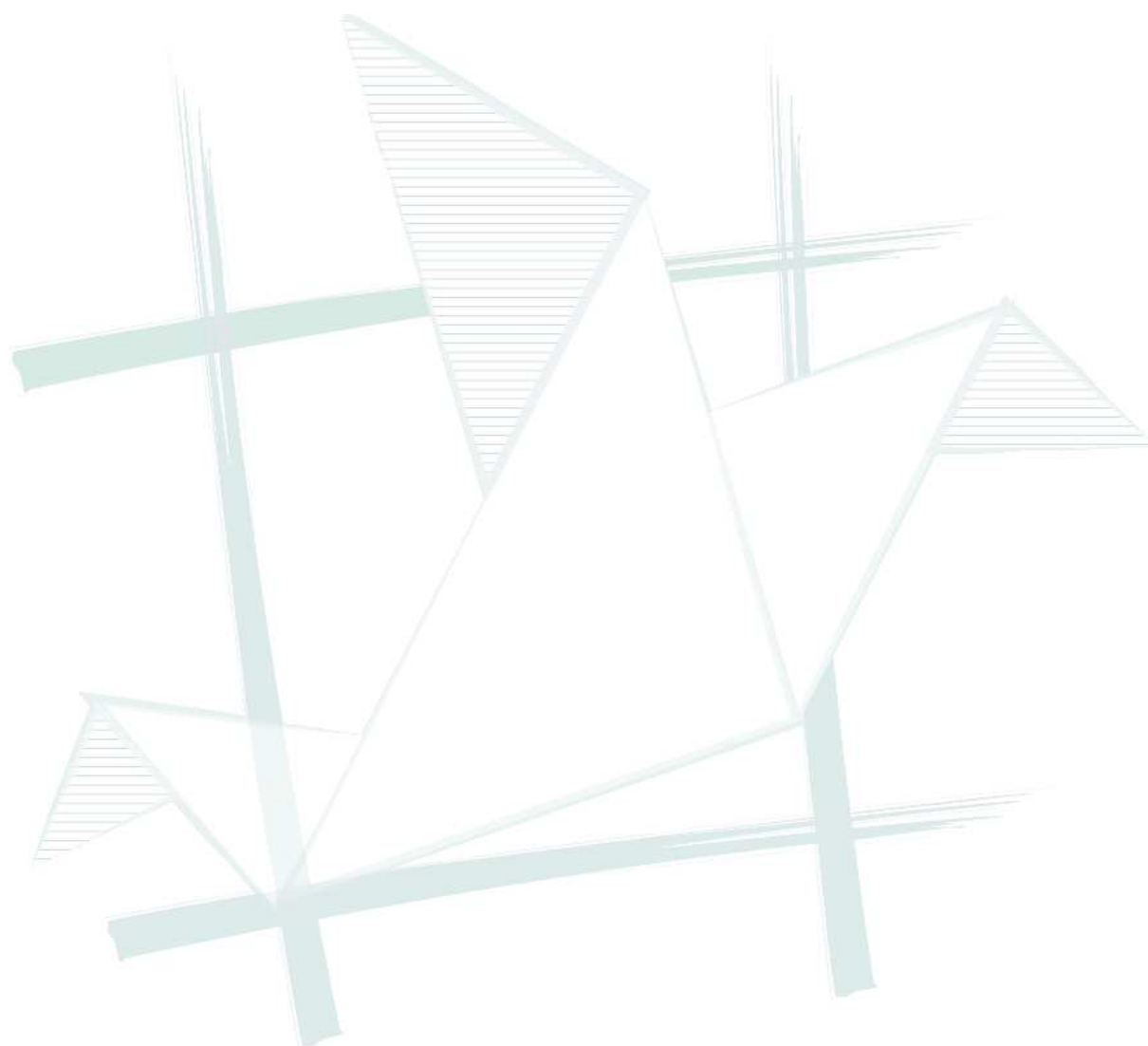
- complete professional courses and raise their qualifications;
- start education at school (at different levels- from primary school to college);
- participate in classes on active professional and employment promotion;
- complete therapy at therapeutic wards for drug addicts, alcoholics;
- participate in preventive classes related to counteracting addictions, aggression or developing interests;
- participate in the meetings of anonymous alcoholics;
- obtain the ID card or other documents;
- receive subsidy (eg. for the current rental commitments);
- obtain psychological assistance or legal advice.

In order to achieve greater effectiveness of the abovementioned operations, Prison Service often benefit from the help of private training firms in realization of various professional courses. Moreover they cooperate with NGOs, which are willing to work in the area of social and professional reintegration.

In Poland the consultive and adjuvant function with reference to reintegration issues is performed by the General Council for Social Reintegration and Assistance to Convicts. In some provinces this function is attributed to the Local Council for Social Reintegration and Assistance to Convicts.

NGOs achieve the best results possible in the field of social reintegration. Provided that the persons engaged are genuinely interested in reintegrating ex-convicts as full members of society this is the best way to act in his process.

In Poland such effectively working organizations are: The "Sławek" Foundation (Warszawa) <http://www.fundacjaslawek.org/> ; the "Barka" Foundation for Mutual Help (Poznań) <http://barka.org.pl/> ; the "Patronat" Association (branches in 6 cities in Poland) <http://patronat.waw.pl/> ; The TULIPAN Social Rehabilitation and Reintegration Foundation (Szczecin) <http://fundacjatulipan.pl/> .



# SKILLS<sub>4</sub>FREEDOM



## TURKEY

It is a constitutional obligation to employ ex-inmates in Turkey for public institutions with the purpose of contributing ex-inmates' social integration and ensure their employment.

The requirement to employ ex-inmates is an obligation for almost all public institutions including social security institutions, municipalities and associations, institutions and businesses established by these municipalities, the public share weighted organizations included in the privatization program, state-owned enterprises and their institutions and their subsidiaries, state institutions of which more than half of the capital owned by the state, state banks and institutions established by the state based on the authority granted by law and to their affiliated businesses. The public institutions have to employ 3% of the total number of their workers from ex-inmates.

In case of incompliance to the law, the institutions are charged a certain amount of fine, and the charged fines will be used to establish business for disabled and ex-inmates, for the support technologies allowing them to find a job, for the recruitment, for ensuring adaptation to the work and the workplace and in such projects.

In Turkey, within the responsibility of the Ministry of Justice, the protection committees were formed to realize the creation of environment to ensure the access of inmates released from prison to professional and business opportunities, their adaptation to the life outside and in accelerating the integration process of social life. The protection committees organized in 131 centers where the justice committee existing; consist of officials from various institutions deemed appropriate by the public prosecutor.

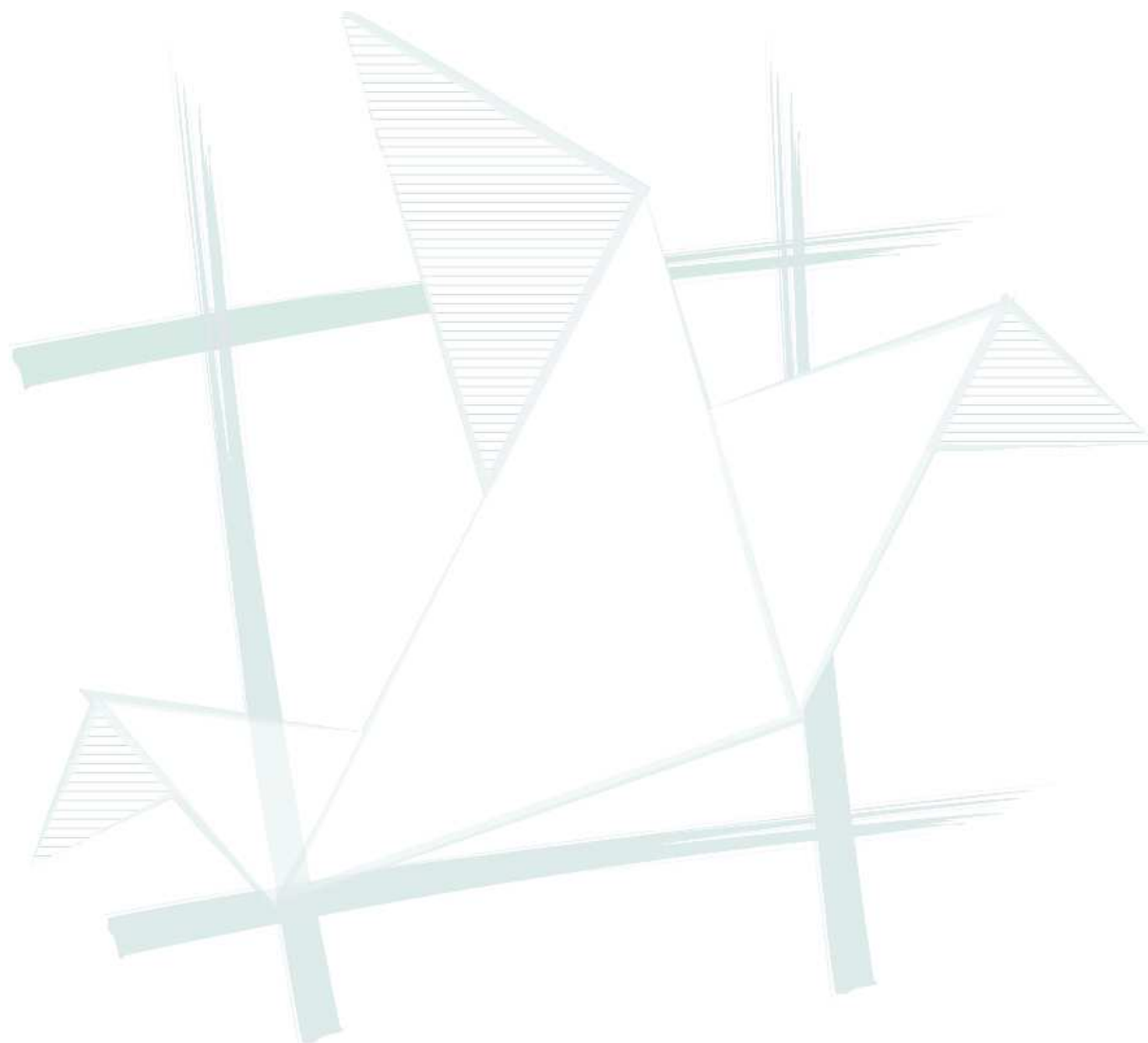
The protection committees provide assistance both to the victims of crime and to inmates released from prison in order to facilitate the integration into society. The priority is given to providing a job or a professional acquisition enabling them of setting up their own businesses instead of aids in kind and a temporary cash assistance while providing assistance.

To take all measures to ensure that the child and youth offenders released from prison continue their education and help to other released inmates also in this regard is the responsibility of these protection committees.

In Turkey, responsible institution to create and implement related projects for former inmates' community integration and employment is the Ministry of Justice General Directorate of Prisons and Detention. For this purpose, a project office was established in the general directorate to carry out the coordination process with other institutions together with project development and implementation. This office carries out the activities in collaboration with institutions such as Provincial/District Directorate of National Education, Family and Social Policies Provincial/District Directorate, Social Assistance and Solidarity Foundation of Provincial/District branches, Labour and Employment Agency Provincial Directorate, chambers of commerce and industry, stock market offices and craftsmen and artisans union.

The projects are developed and implemented with relevant government institutions and NGOs aiming the social adaptation of inmates released from prison to social life, speeding up the integration process, to provide the accessibility to professional and business opportunities, organizing vocational training for the inmates, to facilitate being able to be employed as skilled labor and thus strengthening of adaptation to social life and to prevent recidivism. The directorate offers support to the projects prepared by stakeholders in this field during every step including implementation. The implementation of the mentioned projects is assured by psycho-social service officers and teachers working in the penitentiary institutions, appointed representatives of NGO and government employees.

An important part of the work is the vocational training, recruitment and employment projects; especially Turkey Employment Agency devotes significant work on recruitment and employment projects. The projects are pre-assessed by the Labour and Employment Agency Provincial Directorate in which the protection committee operates and eligible projects are presented to the Turkey Employment Agency. The further assessment is realized four times a year by the Commission authority evaluating the operation of fines of employers non- employing disabled and ex-inmates.



# SKILLS<sub>4</sub>FREEDOM

### SUBUNIT 3

## EFFECTIVE AND INTERESTING PROGRAMMES RELATED TO THE SOCIAL AND EMPLOYMENT REINTEGRATION OF PRISONERS AND EX-PRISONERS IN *SKILLS FOR FREEDOM* PARTNER COUNTRIES: BELGIUM, BULGARIA, GERMANY, ITALY, POLAND AND TURKEY

### BELGIUM

The main outcome of the strategic plan, ten years since it was introduced, is that the quality of the education and training provision in prisons has improved markedly. This is because now all kinds of education and training organisations go into the prisons and offer a range of different courses. There is now a greater variety in the courses and educational activities offered, the education and training provision is more structured, and there are more inmates taking part and gaining more qualifications. The quality of the courses has also increased because it is offered by professionals in their field. Prison education has become more professionalised since the Strategic Plan, because previously it was often volunteers who provided prison education. Prison education has also become structurally integrated in Flemish Community prisons because before the strategic plan, education provided by professional teachers was based on ad hoc agreements between individual schools and prisons.

Table: The number of students and types of training offered since 2008.

|   | reference period<br>2008-2009 | reference period<br>2009-2010 | reference period 2010-2011 |   |  |
|---|-------------------------------|-------------------------------|----------------------------|---|--|
|   | Number of<br>Students         | Number of<br>Students         | Number of<br>Students      | Number of<br>students<br>who have<br>attained<br>part of a<br>certificate | Number of<br>students<br>who have<br>attained the<br>full<br>certificate |
| General education                         | 101 *                         | 133 *                         | unknown                    | unknown   | unknown  |
| Car maintenance                           | 0                             | 0                             | 6                          | 0   | 0  |
| Construction                              | 111                           | 116                           | 147                        | 93  | 0  |
| Trade                                     | 153                           | 180                           | 215                        | 56  | 0  |
| Commercial and<br>Management<br>Sciences  | 1                             | 0                             | 0                          | 0   | 0  |
| Household education                       | 77                            | 145                           | 139                        | 75  | 0  |
| Information and<br>Communication          | 408                           | 614                           | 607                        | 255   | 0  |
| Cooling and heating                       | 0                             | 0                             | 27                         | 12  | 13   |
| Agriculture and<br>horticulture           | 11                            | 20                            | 39                         | 20  | 0  |
| Body studies                              | 15                            | 28                            | 36                         | 12  | 0  |
| Mechanics -<br>Electricity                | 61                            | 81                            | 95                         | 33  | 0  |
| Fashion                                   | 0                             | 29                            | 51                         | 22  | 0  |
| Dutch as a second<br>language             | 333                           | 354                           | 304                        | 116   | 0  |
| Languages<br>orientation grade 1<br>and 2 | 358                           | 762                           | 658                        | 154   | 2  |
| Languages<br>orientation grade 3<br>and 4 | 0                             | 9                             | 11                         | 5   | 0  |
| Nutrition                                 | 38                            | 53                            | 71                         | 42  | 1  |
|   | 1566                          | 2391                          | 2406                       | 895   | 16   |



*Photos: Photos from relevant activities from the inmates (<http://klasbak.net/index.php/wettelijk-kader>)*

SKILLS<sub>4</sub>FREEDOM



## BULGARIA

### In jail:

**"Preparing for a life of freedom" Program** - outsourced to the inspectors of social work and educational work within their job description. It must have a duration of one to three months and there is no special budgetary provision for it.

**Project "Anything is possible"**, implemented by Association "Mothers against Drugs" and the Association "United Professionals for Sustainable Development", funded by NFM, BG15 program in cooperation with the Ministry of Justice. Activities: Training in skills; Forum Theatre and others. Duration: 18 months from February 2014 to April 2016

### Outside prison:

**"Everyone is entitled to a second chance!" Project** - Advocacy campaign for the removal of discriminatory barriers to social inclusion of former prisoners implemented by NGO - AROL. The project is funded by the "Open Society Institute" - New York through program "Initiative for Human Rights" and the period for implementation of the February 28, 2013 to February 28, 2015 <http://www.arspbg.org>

**Project "Restart"** implemented by the "Mothers against Drugs" Association, funded by OPHR. Target group: dependents on probation. Activities include: training in social skills and skills for coping with addictions, training in job skills, Art Training (mosaics, pottery and stained glass) and "Survivor" camp in tents in the mountains with skills training to deal with wildlife. Duration: 2 years (2010-2011)



*Photos: Art therapy - Burgas Prison; Painting made by prisoner.*

## GERMANY

### In Reality

#### *Example I / Resi / Cologne*

What need redundant offenders are people who accompany them in their daily lives outside. Experts call the transition management. There are several projects that implement the. *The program "rehabilitation and social integration" (Resi) is one of them.*

2009 started Resi in Cologne.

Resi is aimed at young people between 14 and 17 years who are delinquent. During the project, they get a social worker - called case managers - placed side by side. The first contact has been held in prison. Search for the dismissal Managers and protégé then common for an apartment or go to authorities.

Only two of the 26 project participants had been back to jail. This is a good cut, according to Hans-Joachim Plewig. "There are to my knowledge, in Germany a project, achieved comparatively good results so that," said Plewig 2012 in an interview with Spiegel Online. Plewig is a professor at the University of Lüneburg and has accompanied the program scientifically. Since 2012 Resi however shelved. The initiative lacks money. Funding is an issue on which many fail rehabilitation programs.

### Example / Learning in prison

#### *Education Center of the JVA Münster*

The prisoners apply from all over Nordrhein-Westfalen here. In a conference is to define who can attend classes. Knowledge and education are tested - and whether the prisoner survived violence and drug free. The need for education in prison is huge, more than half of the occupant comes with no qualifications, often illiterate. Previously it was for them only the obligation to work, at best training in the kitchen or the carpentry were offered. But since the late seventies, is on the service and the Rules of the Prison Act the word "education" of equal importance "work". Today all training routes are the literacy course to university open: Many leave prison with journeyman, a school or even degree, Münster had in the past 38 years 1500 successful graduates.

[...] [T] he is a teacher at the desk Joachim Gahlmann. He teaches German and biology. In February, when he was the first time with his class alone down here in the basement of the detention center, asked him a convicted murderer: "Are you afraid?" That was a joke. Joachim Gahlmann replied, "No." This was serious. Gahlmann is one of seven teachers who teach full time in prison. He fills perception arches, writes house dispositions, corrections work, visited training. But actually he works daily on one question from: Can training make people better? [...]

Those who sit in the classroom, is exempt from the otherwise applicable compulsory labor. With their house money the prisoners to do their shopping in the prison store. Once a month, the effort in apple juice, difficulty in instant coffee, performance in shaving cream transforms that. [...]

Training normally serves the career. But what they may also mean one learns probably easiest at a place where the word Career rarely falls, but more often of a criminal record is mentioned, and where the one excludes the other after all. Gahlmann says to bring self-confidence through success, security through regular daily structures, feel good, a little too late, a lot of variety. For four years he taught at the high school, 27 arrived at vocational training schools, since February, he teaches in prison and 56 years in what he calls the "core business of teaching." [...]

## ITALY

### EXAMPLE 1: BOLLATE PRISON

At Bollate Prison are active the following courses: Primary school certificate, middle school certificate and high school certificate (state commercial and technical institute-foreign languages). Moreover, there are short ICT and English (beginners and intermediate level) courses.

The programme of study is organised thanks to the European Social Fund. The courses offered can lead to employment at the cooperatives already within the Institutes (for example, in the 2005-2006, the offer included carpenter, electrician, assistant chef, woodworker and Cisco network operator, attended by 45 inmates). Moreover, a course in Graphic Design and Multimedia funded by the Ministero di Giustizia (Ministry of Justice) was activated for 4 inmates.

Currently, 6 inmates are enrolled at University, one of them is doing an online course for Università degli Studi di Milano (University of Milan).

These inmates are provided with special spaces and timetables to facilitate their study and an Education Area worker keeps contact with the Professors at University.

At the Institute take place cultural events, also thanks to the funding of social private and volunteer associations. First of all, drama activities, that aim to create a stable acting company with the inmates that attend the course, run by Coop. Soc. EsTia workers; the acting company performs plays both inside and outside of the prison. In the theatre, external acting companies perform plays for the inmates.

In the Educational Area there is a Library that counts more than 16,000 volumes, with an online link to the Milano Nord consortium's libraries. The Mario Cuminetti Association manages and organise the library, with the inmates' collaboration. Next to the Library, there is a Legal Counter with inmates and volunteers legal experts as operators that help the inmates to write and submit request to the Magistratura (Magistrature) in charge.

The inmates, supervised by educators and volunteers, meet weekly as a board, to evaluate cultural activities proposal and events addressed to all the inmates.

There are two self-managed music rooms, supervised by 'Suoni Sonori' association. With regard to sport activities, there are two football tournaments (one with internal and one with external teams) and a tennis tournament. Starting this year, the football team II CR Milano is enrolled at the second category championship.

Working is pivotal in the re-educational treatment and it is enhanced by contact with external companies that bring inside the institute diverse jobs, employing the inmates and training them according to the demand of the labour market.

*Beyond the Penitentiary Administration employments (janitors, shoppers, etc) there are the following companies:*

a. external companies employments:

World Startel Communications srl, PC Det srl, Consorzio Nova Spes, Coop. Out&Sider, Coop. Vesti Solidale

b. Freelance job at social cooperatives with mixed inmates/external people:

Cento Venti, Coop. EsTia, Coop. ABC La sapienza, Coop. IES



c. Employment outside the Institute:

Approximately 40 inmates go out every day to work for external companies to then come back at evening at the Institute (ex art. 21, Penitentiary Order)

A third network of the public sector is active with the funding of Local Authorities (Municipality, Province, and Region) and aims to the social and work reinsertion. In this Institute, the following projects are active:

- PUNTO E A CAPO, social-house-work reinsertion for individual with end of sentence by the end of the year and with residence in Milan municipality.
- TESI, social reinsertion and entourage towards the outside.
- CELAV, tutoring and grants both for internal and external employment
- SULLA SOGLIA, take on responsibility of individuals with psychological and psychiatric issues.
- ORFEO, job placement services and contacts with external companies.
- TETTO PER TUTTI, Milano municipality's social housing project.
- GLI AMICI DI ZACCHEO, shelter for ROTL inmates.

## EXAMPLE 2: C.I.L.O. REBIBBIA

*The counter C.I.L.O. (Centre for the local employment initiative) at Rebibbia aims to offer a “vocational guidance and tech support to reinsertion for inmates or ex-inmates in the labour market”.* It is counter that is active in prison and it aims to reduce the distance between prison and society, a detachment that causes disorientation.

The counter CILO Rebibbia, established with Committee resolution of the 30<sup>th</sup> of May 2001, was entrusted to Rome Municipality, Department for Politics of the Suburbs, for the local development, for the Labour, following the specific agreement approved on the 12<sup>th</sup> of June at the limited liability consortium ‘Informagiovani’, leader of A.T.I. Society with the company ‘Soluzioni’.

Informagiovani Consortium managed from 1996 to 1999 Municipality of Rome's C.I.L.O. The society ‘Soluzioni’ has been also in charge of launching cooperatives made up of inmates.

The object of the agreement is about the establishment of a service of vocational guidance, insertion or reinsertion techniques for inmates and ex-inmates in the labour market.

The facility provides with information, guidance and consultation to the inmates in order to strengthen their capabilities of independent job placement in collaboration with a network of job welfare, employment exchange and agricultural hiring hall (SCICA).

The service aims also to direct the work demand towards centres specialized in job placement, linked to the Education Agency, school districts, neighbourhood workshop involved in the municipal administration. When the inmate is released, the service introduces the customer to one of the counters in the area, it is in charge of training and job needs analysis, it identifies individual skills and it values them, furthermore, it provides systematically information on specific reinsertion programmes, internship and scholarships, legislation about employment law, equal opportunities, national and regional legislation about self-enterprise.

The counter, active in prison, is open 18 hours per week during which guidance experts carry out specific interview with the inmates, trying to identify their hidden capabilities.

A place outside the prison works as a back-office. In this office, a database contains information about public bids, job placement, significant experiences in the imprisonment field, public announcements, exams ranking, vocational training, training courses, internships and apprenticeship, official journal and job offers.



Therefore, C.I.L.O. aims to value the inmate's planning skills and be a resources guide. The project foresees an organization made up of technical management that supervises the project management and 4 workers, two job placement experts, a business consultant and a psychologist.

### **EXAMPLE 3 : VALLETTE'S COFFEE BREAK (PAUSA CAFÉ DELLE VALLETTE)**

Inside the prison 'Vallette' of Turin (or prison "Lorusso e Cotugno"), was born the first Pausa Café workshop. In a space of 200 square metres *a coffee-roasting, storage and packaging unit was set up.*

The social rehabilitation cooperative Pausa Café has a thrilling placement record: it created 35 new jobs, 20 of which inside the prison and it made pursuing quality the tool to restore inmates' dignity, making them aware of their capabilities.

*In the prison's rooms, take place coffee and cocoa manufacturing, coffee roasting and packaging of the final product.*

Thanks to prison management availability, soon the work on enlarging the facility will start and this would allow, on the one hand, splitting more efficiently the manufacturing of cocoa and coffee, on the other hand, to conclude the cocoa manufacturing cycle, so to finish the chocolate production within the prison.

The facilities opened during the years are actually five: coffee-roasting and cocoa manufacturing at the prison 'Lorusso and Cotugno' of Turin, beer factory in the prison 'Rodolfo Morandi' of Saluzzo, bread factory at the prison 'San Michele' of Alessandria and of Cuneo, where they realize amazing organic flour stretched breadsticks, using sourdough and brick oven.

Beyond the will to create an agribusiness centre that meets excellence requirements of organoleptic quality, social and environmental in close collaboration with markets of origin, our goal is to offer opportunities of professional development to inmates, creating therapeutic programmes that aim to social reinsertion, so to reduce chances of recidivism.

The project promotes awareness among workers inside the prison towards the issues of international economic relationships and life conditions of populations affected by world economy imbalance. The cooperative duly hires the inmates, which are involved in all the phases of manufacturing and supported by qualified persons, able to train them and introduce them to a role.

SKILLS4FREEDOM

## POLAND

### **The programme for the prisoners in the process of serving the sentence of imprisonment**

#### ***The "Duet" programme***

Since 2002, the Detention Centre (AŚ) in Cracow, Podgórze, together with the Residential Home (DPS) in Cracow, Łanowa Str., has been working on the programme known as "*Duet*". *Reintegration of persons deprived of freedom, addicted to alcohol through the work with disabled people.*

The aim of the programme is the social reintegration of convicts addicted to alcohol by means of working with the disabled young people. During the project the participating convicts can also acquire essential skills in care for the disabled persons.

The members of the programme are the selected convicts who serve the sentence of imprisonment for the first time and have completed the treatment for alcohol users at the therapeutic ward of the mentioned Detention Centre (Cracow, Podgórze).

Prior to commencing work with the disabled persons, the convicts participate in a series of workshops on the issue of intellectual and physical disability, its classification, aggression, self-harm and behavioural disorders of the people with intellectual disability as well as methods of therapeutic work with the disabled patients. Apart from learning the theory of therapeutic work, the convicts undergo practical training during which they find out about the specificity of the work at the Residential Home (DPS), the character of its residents, the peculiarity of their behaviour and needs, meeting the workers, learning about the range of their duties and the work character. The convicts are also trained in providing first aid, particularly with reference to epilepsy seizures.

The participants of the programme, render unpaid work in the amount of 30 hours per week, for the period of 3 - 4 months. The prisoners help the patients with their daily activities during the meals, everyday toilet, dressing and undressing. They also assist them in such small chores as making beds or taking out rubbish. Moreover, together with the residents of the Home, the convicts participate in therapeutic meetings which consist of art, music, sport and relaxation classes.

Basing on the long-lasting experience in realizing the project, it can be stated that it fosters the convicts' sense of responsibility for another person, dutifulness, understanding the other person's needs, raising their sensitivity. Furthermore, it teaches them how to perform basic social roles.

Since 2002 more than 50 convicts have participated in the project and many of them have received the conditional early release from serving the rest of their sentence of imprisonment. The authors of the programme were aware of the risks resulting from granting the convicts too much freedom. Yet, the idea of the programme and its effects have convinced the prison officers and social service workers as to the sense of continuing and disseminating this kind of projects among the convicts in Poland.

At present, various programmes of the same type are realized in Polish prisons. They embrace such projects as the "Bona" (Lubliniec), "Cztery pory roku" (Four seasons of the year- Ustka), "Więźniowie w hospicjum" (Prisoners at the hospice – Gdańsk) and many others.

These projects give the participating convicts a chance to find employment in similar facilities in the future.



Photos: Programme "Duet" (<http://www.ceti.pl/lanowa/duet.htm>)

## Programme for ex-prisoners

### *The "Help Africa" project*

The "Slawek" and „Sindba Friends” NGOs Foundations have realized the project which consisted in sending ex-convicts to Africa to help build schools and police stations. In 2008 the convicts spent four months in villages in Kenya.

This project was aimed at verifying the need tool of ex-convicts rehabilitation under completely different conditions. Two ex-convicts (beneficiaries of the "Slawek" Foundation) and two employees of the foundations were sent to conduct a development project in the village of *Sega* in Western Kenya. The voluntary work comprised doing refurbishing and building jobs in public institutions in the village (police station, school). The next job included laying down electrical installation and connecting the generator at primary school in the village of *Kogere*. Thanks to these operations the school can work after dusk and also start the computer room which is extremely important when it comes to children education. The ex-prisoners and foundation workers worked side by side with the representatives of the local community from the Luo tribe. Owing to their commitment and hard work they managed to conclude the assignments within 2 months.

In the last month of their stay, all participants of the programme were involved in the project of building the secondary school in the Masai village *Maji Moto* in the southern part of Kenya.

Participation in this project had a dramatic influence on the ex-prisoners' attitude and their perception of the world. Their involvement in the realization of the tasks was so profound that they decided to return to Africa to continue their work and support.



Photos: The "Help Africa" project (<http://www.fundacjaslawek.org/#!afryka/gtort>)



## TURKEY

### - The İsyurt Programme

Workshop Programme has been initiated for the purpose of the inmates in our penal institutions to save and improve their job and art they have as well as to learn new job and art they have not so far by the law no. 4301 in 1997.

The vocational courses being continued at penal institutions are carried out by The Ministry of National Education, Public Education Centers and Turkish Employment Agency. Inmates turn theoretical training into practical training at the workshops, improve their vocational experience, also develop skills such as team work, communication, time management thanks to working at workshops.

In 2015 40250 inmates have got vocational training and vocational experience by working at workshops. In return for these works inmates have been paid, have been insured, have got bonus. In that period inmates have not been paid subsistence allowance.

### - Turkish Employment Agency Grant Programme For Ex-Convicts

Turkish Employment Agency prepares grant programmes and announces calls regularly for the purpose of disadvantaged groups in order to employ and help them to rehabilitate by getting vocational training.

In the scope of the programme, the projects aimed the ex-convicts to found their own business, to adapt them to the work and workplaces, employment oriented vocational training and rehabilitation are supported. Ex-convicts who wants to found his own business has been granted up to 36000 TL providing with the entrepreneurship training.



Photo: Theatre course for inmates.



Photo: Theatre play by inmates.

# SKILLS4FREEDOM



## SUBUNIT 4

### FINANCING SOURCES AND PROGRAMMES ADJUSTED TO THE SITUATION ON THE LABOUR MARKET FOR SOCIAL AND EMPLOYMENT REINTEGRATION OF PRISONERS AND EX-PRISONERS IN *SKILLS FOR FREEDOM* PARTNER COUNTRIES: BELGIUM, BULGARIA, GERMANY, ITALY, POLAND AND TURKEY

#### BELGIUM

**Sustainability** - The regional government of Flanders is in the process of developing a legislative basis to underpin the strategic plan. A government decree is in preparation on the organisation of assistance and services to detainees. The new decree aims to formalise and embed the interdepartmental effort and organisation achieved through the strategic plan for the future. More specifically, the decree aims to provide a legal basis for the coordination, planning and implementation of assistance and services offered to inmates. This legal basis will ensure that local cooperation for education and other services to prisoners will not stop in the future. The adoption of the new decree is expected during 2012 and an amended strategic plan to be based on the decree is expected.

**Financing rules** - There are some difficulties with the financing of the outside schools and education providers, since they only receive funding from the Ministry of Education for courses that they offer inside prisons if certain minimum conditions are met. These norms are the same for the outside world as for prisons. For example, for a language course to be funded, there has to be 10 students making up the class and this excludes one-to-one tuition, unless volunteers are used. In prisons, it is very rarely possible to reach these norms and as a result, some schools and education providers do not come inside and some courses are dropped. The norms also make it difficult to organise groups on different levels. The decree on adult education (2007) puts an obligation on the network of schools and education providers to provide a course that is needed, but the norms do cause difficulties, meaning that many of the courses that prisoners need cannot be organised.

**Bringing the outside world into the prison** - A key success of the strategy has been the fact that it brought the outside world into the prison; education and training providers come to teach prisoners as opposed to prison staff from the Ministry of Justice delivering education and training, as is the case in some other EU Member States. Instead of trying to train Ministry of Justice staff, prisoners benefit from trained and skilled teachers from the outside who are informed of the latest developments and modern teaching techniques. The great benefit of this is that the teachers are not related to the inmates' punishment and that the prisoners have contact with someone from the outside world. During classes they really feel like students and not like prisoners, which is a factor that motivates them more. Teachers are also trained to motivate their students. An additional success factor is that prisoners receive the same certificates as students in the outside world, with no reference that they achieved the qualification during their prison time.

Before the strategy was introduced, teachers from external providers of education and training did deliver prison education, but in an ad hoc manner. Before the strategic plan, prison education was delivered by volunteers (the volunteers mainly taught languages and basic literacy skills) or local educational organisations based on individual agreements with the prison direction and was never structurally embedded. Some prisons did provide education but it was not an obligation for all prisons and some used volunteers, while others used qualified teachers. For individual prisoners, the prison they were sent to could therefore make a big difference to what they could achieve during their prison sentence. Now, the strategy gives the same opportunities to all prisoners.

The strategy has also introduced a legal obligation for schools and training providers to come into the prisons and for networks of outside providers of education and training services to be set up to support prison education. Prison education is now the shared responsibility of the prisons and the institutions outside prison. Moreover, prison education is funded by the Ministry of Education and in recognition of the important role it has to play in rehabilitation and reducing recidivism, it is free for prisoners.

The prisons are also trying to make the classrooms look more like the schools outside, since this also helps to motivate the inmates to learn. Efforts are also being made to tailor the learning to prisoners' needs and interests, since prisoners often have difficulties with mainstream education, which means that alternative teaching methods are beneficial to them. In this context, there is an effort to have an 'open learning centre' (open leercentrum) in each prison, guided by a qualified teacher and delivered by a local school. The open learning centres exist throughout Flanders, not just in prisons, with the aim of providing basic skills to adults. They are 'open' in the sense that they provide flexible learning, targeted to the needs of low-skilled adults, and based on collaboration with the Public Employment Services. The courses offered are not group courses where every student does the same but students working on different courses come together in the open learning centre for feedback and to have the possibility to work on a computer. The inmates do not go outside the prison for these courses, it is the teachers that come into the open learning centre to meet the students. At the moment some experimentation is taking place on how distance learning and e-learning can be incorporated in prison education, for distance learning and e-learning to become part of the open learning centres in the future.

The adult education providers also have these open learning centres outside prison in their own buildings. At the moment, about two thirds of the Flemish community prisons already have a open learning centre.

## BULGARIA

The action plan to implement the strategy for the development of places of detention in the Republic of Bulgaria for the period 2009-2015 entrusted with the implementation of the activities of the specialized structural units of the Ministry of Justice, providing for their funding to be carried out "within annually provided means of subsistence" from the budget for the calendar year the Ministry of Justice, approved by the state budget Act. The programs conducted by the inspectors of social work and rehabilitation do not receive additional subsidies beyond the allowances given by the General Directorate. Their implementation is entrusted to the inspectors of social work and educational work in places of imprisonment. It should be implemented together with employees from other areas of activity, volunteers and external experts with appropriate training.

The Support Centers to former prisoners are on state support and so are the schools that offer vocational training to inmates.

**State subsidized employment programs, particularly measure 55 of the Law on Employment Promotion.** Organizing vocational training of persons serving a sentence of "imprisonment" is assigned to the Employment Agency. The training must be in accordance with the needs of the labor market and employers' requirements. It is established and provided financially by the Minister of Labour and Social Policy in the annual plan of the Employment Agency. At the request of MJ by GDEP Employment Agency funds the training of convicted persons without guaranteed job. The means for its implementation are provided on the basis of a contract between the territorial division of EA and Ministry of Justice represented by the General Directorate Enforcement of Penalties (GDEP) and/or its territorial units.

In the absence of targeted funding from the state budget for activities on resocialization of convicted persons, NGOs, municipal councils, surveillance committees and municipalities only alternative is to apply

with proposals on various procedures and schemes found on priority of the operative programs and other donors, who has determined these organizations as beneficiaries and allowing persons serving or have served their punishment "imprisonment" as target groups.

Here sources of funding can be various - from national to European, for example - OPHRD, European Social Fund, The British Council in Sofia, "Open Society" Foundation, "Center for the Arts Soros" Norwegian Financial Mechanism BG14/BG 15. Thanks to NFM in the past two years were implemented a number of projects in prisons in Bulgaria aimed at employment and social rehabilitation of the deprived from liberty.

Organizing vocational training of persons serving a sentence of "imprisonment" is assigned to the Employment Agency. The training must be in accordance with the needs of the labor market and employers' requirements.

**After serving the sentence of "imprisonment".** The law defines as a "disadvantaged group in the labor market" unemployed persons who have served punishment "deprivation of liberty". From 2003 to promote their employment its introduced a programm to subsidize wages and social insurance received by the employer for the time during the former prisoner is employed if the person is registered and sent by The Labour Office, but not more than 12 months. Since 2008, employers are able to offer and organize training for acquiring professional qualification of the employee, as funds are provided directly to the educational institution. Experience shows, however, that the number of persons released from prisons who worked due to this measure is negligible due to various reasons, which we will discuss below in question 6. Ineffective use of subsidized employment as a means of reintegration and support negates its existence raises the question of impact assessment.

*"The work of the Center for Social Rehabilitation and Integration for offenders and refugees in this regard is based on entirely used data analysis at the local level, based on requests from users and assessment of marketed vacancies for unskilled labor."* - Atanaska Bakleva - manager of CSSRI for offenders and refugees



Photo: Profesional education - Vratsa Prison.

SKILLS4FREEDOM



## GERMANY

In Germany there are various rehabilitation projects, while making high-quality work, which financing is neither medium nor long term. Some projects have been included in the so-called. HSI program (adhesion prevention through social inclusion), which is funded through the European Social Fund, the funding period ends in 2013. Other projects such as "Tailwind", "mole" and the Christian youth center Oranienburg e.V. be funded by the state only annually by lottery agents.

### 3.5 financing / Example Project Resi

The model project RESI was in the years 2009 to 2012 with total funding amounting to € 600,000 funded by "helping". By means savings in the year 2012 could be transmitted. Also has "helping" another sum for the 3rd and 4th quarter of 2012 are available on provided. This grant received four participating carriers as a variable overall budget. They flowed completely into the performance of duties by the Case Manager and the coordinator. Overhead expenses were not claimed by the four carriers made. This funding amount were in the years 2009 to 2012, a total 24 young people and adolescents with very different proportions of skilled performance hours supervised. That's a total pro for assisted and year an expense of approximately € 8,300. Comparatively cost a detention place in juvenile detention in NRW per day € 111.55, consequently in about € 40,000. From an economic perspective saves avoidant such a successful relapse Project as RESI further sacrifices costs by re-offenses and transfers after discharge not supervised and integrated Offenders (HARTZ IV, etc. ; see to the studies and calculations of Entorf of 2007.; 2010).

For interior decoration of operation is one in particular that the prisoners be prepared from the first day of detention on the day of discharge, then to live a life in freedom without offenses. To this end, the federal legislature has the so-called open prison priority. "Working enforcement" means that no or reduced precautions against escape are taken. In Act are relaxations of the operation as outside employment under and without supervision - clearance -, provided execution under supervision and starting without supervision and regulated the holidays from custody. These arrangements can be implemented in practice due to lack of outdoor pursuits and lack of open enforcement agencies but often not. A fortiori, meet the employment and training opportunities in the law enforcement often not the employment in freedom. In particular, the low pay (nine per cent of average earnings) conveys neither a positive attitude to work as a central factor in the social integration process, even so is a basis for a pending debt often created. For most prisoners, the debt burden is the biggest obstacle for a subsequent crime-free life.

Striking is the low in view of the legal primacy of open full turn rate of prisoners who actually incarcerated in an open prison, in 2008 there were only 15 percent of the prisoners. In this quite achieved with enforcement relaxations in the Federal Republic of positive results. Pro 100 prisoners the annual average occupancy returned in 1995 statistically in Nordrhein-Westfalen 0,93 prisoners, in 1996 in Bavaria 0.48 Prisoners not timely return from vacation. The number of not returning release prisoners was in 1996 in Bavaria 0.83 of 100 prisoners. Contrary to some spectacular portrayal in the media remain offenses during the enforcement relaxations by various studies limited to a few cases, so that the relaxation a whole, are the reintegration conducive.



## ITALY

Financing sources are multiple; however, all of them have the limit of a ‘deadline’. From state funding to European funding, to foundations and other private individuals, up until the volunteer sector, there are concrete ways to source funding, but often they don’t allow to undertake a route with an ‘appropriate’ duration to meet the needs of someone with a medium-long imprisonment sentence.

This allows planning, workshop activities useful for the job placement, but patchy and this is a large limit.

Conceiving a support to social reinsertion programmes, slim yet constant, would allow a better structuring the planning that aims to inmates’ social reinsertion and job placement.

The regions assures the involvement of public institutions, public sector and volunteerism in the educational and training process, realising a personalised and concise planning linked to the labour market’s needs and trends

Imprisonment time should be used to improve professional skills, in every institute professional training are held, fostered by Region and/or specialised local authorities. Inmates can plan their own training programme to facilitate reinsertion in society, with the help of worker and volunteers. Their attention should be addressed towards job roles that are in demand in the external labour market and not towards studies that do not offer concrete professional outlet. It is necessary to attend course to achieve licenza media (middle school certificate), required for any job. The article 21 of the Penitentiary Order allows leaving the prison for internships and trainings. Language learning is very important to foreigner, so to facilitate job placement and social integration. If the inmates released have some characteristics or specialised professional skills, their integration outside of the prison will result easier. Hopefully, the process of specialization both inside and outside of the prison will be enhanced so to improve the professional and technical skills of those who are released from prison and enter the labour market.



SKILLS4FREEDOM

## POLAND

The activities related to social and employment reintegration are financed mainly from the central budget of the Ministry of Justice resources. Yet, the needs connected with work in this area significantly exceed the provided funds.

Additional money could be obtained from European funds and programmes, however this requires employing more specialists in securing them and accounting for. Many penitentiary institutions fail to make an effort to do so.

Sometimes foundations and training firms are very effective in securing money from that source. Such entities enter prisons with their projects and obtain successful results in terms of social and employment reintegration of prisoners and ex-prisoners.

There are also other methods by which foundations and associations finance their activity in this field. These include donations, public collections, tax deductions (1%) as well as running various business operations within conducted cooperatives and social enterprises.

Firms employing convicts within the area of penitentiary institutions manufacture various products which are later used in the institutions of the justice system. These are, eg. furniture for court rooms, clothing for the judges, etc.. In a few firms working and protective clothing, later sold in Poland and Europe, are produced.

Prisoners provide various refurbishing and clean up works needed by the local community. Outside of prison, they perform such works in schools, kindergartens, hospices, hospitals, build sports stadiums, clean up streets, parks, rivers and lakes. In the future, after being released from prison, many of the prisoners can find a job with a previous employer.

It is believed that especially during the holiday season, a great demand for schools refurbishment is observed. In many cases, private firms which run these works, employ the prisoners from the local prison institutions.

The amount of work for prisoners is thought to be related to the economical situation of the country and the region where the prison is situated. Following Poland's admission to the EU (2004), a significant decrease of unemployment and increase in work offers for prisoners and ex-prisoners was observed.

SKILLS4FREEDOM

## TURKEY

For the convicts and ex-convicts, to increase the employment, to help them the social, economic and psychological problems they face, to enable them to gain job and art skills, to provide vehicle and credit to whom deals with the agriculture, wants to do business administration, to implement the programs enabling to continue their education, entrepreneurship, etc, the funding is covered by the central government budget via Ministry of Justice General Directorate of Prisons and Detention Houses.

Besides, Development Agencies( built for the purpose of sustainable development of the provinces) Local Funding for the disadvantaged groups, EU Funding because of being a candidate country for EU, Consular Funding for disadvantaged groups are mainly finance sources for the convicts and ex-convicts reintegration programmes as social and employment.

Turkish Employment Agency (İşKur) is responsible for the following of the needs of workforce. İşKur regularly does business lines analyses in order to meet this need.

İzmir Province Employment Directorate consults employers in order to enable the active workforce politics applied locally to be active and fit the bill. It is aimed to be performed the public employment service in line with the employers' workforce demands. In order to reach qualified workforce faster, Employment Directorate trains the unemployed ones by putting them to workforce harmony programmes. So, on the one hand qualified workforce need meets, on the other hand unemployed ones get a job and new work opportunities are being opened.

İşKur makes a comprehensive Workforce Market Request Research in order to serve more effective including the trainings for the convicts and ex-convicts and to forward the vocational education programmes fit the bill. The report of this study containing the workforce supply and demand data has been a general guide about this subject.



*Photo: Caterpillar Operator Course for Inmates.*



*Photo: Computer course for inmates.*



*Photo: Construction works course for inmates.*



*Photo: Hairdressing course to inmates.*

## SUBUNIT 5

### THE LIMITATIONS FOR GAINING BETTER RESULTS IN PRISONERS' SOCIAL AND EMPLOYMENT REINTEGRATION IN *SKILLS FOR FREEDOM* PARTNER COUNTRIES: BELGIUM, BULGARIA, GERMANY, ITALY, POLAND AND TURKEY

#### BELGIUM

Challenges encountered and lessons learned

***Coordinating a large number of partners*** - The partners involved in implementing the strategic plan include:

- the Federal Ministry of Justice, responsible for security in prisons;
- the regional Ministry of Welfare, which coordinates the implementation of the six areas of the strategic plan in prisons and has a full time person responsible for this in each prison;
- the representatives of the regional Ministries in the six policy areas that the strategic plan is concerned with. In particular, the regional Ministry of Education has placed an education coordinator in each prison (after the policy area of Welfare, education is the policy area where most resources have been devoted in the strategic plan out of the six policy areas); as well as
- the network of local providers for each of the six policy areas.

When so many partners are involved at the local, regional and national level to implement the strategic plan of services to prisoners, the advantage is that a wide variety of activities becomes available to prisoners but the disadvantage is that cooperation / coordination becomes a very complex process. In the policy area of prison education, the education coordinators may face difficulties in working with different organisations that have different philosophies, views, and different management. The way to overcome this challenge is through dialogue and through setting common goals as a solid basis for moving forward.

**Classroom infrastructure** - The lack of classrooms or old infrastructure and the fact that many prisons have limited space, so classrooms cannot expand, is also a difficulty. It can be difficult to find space and resources to set up vocational training laboratories. For example, an electricity workshop may not take a lot of space but a construction or carpentry workshop would need more room and higher cost for equipment and materials.

**Competition between prison work and prison education** - There is sometimes a trade off in prison, between working and going to classes. Prisoners earn double for prison work than for attending courses. The educational coordinators in Flemish prisons try to make the combination of working and learning possible for inmates, for example by organising part-time courses or courses to take place in the afternoon to allow prisoners to both work and learn. Sometimes prisoners subscribe to courses but subsequently get a job inside the prison and drop out of the course. If prison work and prison education were equally paid, this challenge could be overcome.



## BULGARIA

**The problem is complex and can be divided into several aspects:**

- 1. Legal restrictions** – the legal framework sometimes puts people in isolation and stigma that haunt them years ahead /certificate of conviction/
- 2. Society and prisoners** - Public attitudes towards this target group of people is still very negative. *"In mediation before institutions for example often happens that when submitting the information that the persons are former prisoners, attitudes concerning the operation of these individuals changes."*
- 3. Mismatch between expectations and capabilities of individuals** - often requests and expectations of the users do not correspond to the real situation in which the person is. *"A common is the lack of professional training of prisoners and the increased expectations and demands on their part. Eg. the person has completed 4th grade, hardly reads, does not know how to write and speak Bulgarian language, but wants to work at school. Another example, a person with higher education, served a prison sentence for financial and real estate fraud, willing to work in a bank."* - Atanaska Bakleva, Manager of the CSSRI for offenders and refugees. People sometimes abuse the fact that their entry into prison marked them for a lifetime without realizing that an offense is entirely their choice.

**The reasons for the ineffective implementation of subsidized employment programs** described in the previous question are also complexed and can include:

- lack of awareness and interest among employers due to negative public attitudes towards former prisoners;
- conditions and complicated bureaucratic procedure for use by employers of preferences on measures for employment and training;
- the annual national employment plans for 6 instead of 12 months of subsidies;
- requirement for referral to the employer of the person sentenced after registration in Labour Office;
- The limited range of professions and activities for which the legislature granted the opportunity to be exercised by persons convicted for committing intentional criminal offenses;
- reluctance of former prisoners to conceal their criminal past and work low-paid jobs;
- poor motivation of a significant part of the convicts after release to lead a lawful life and cease their criminal pattern of behavior, claiming that society rejects them. Ineffective use of subsidized employment as a means of reintegration and support negates its existence raises the question of impact assessment

SKILLS4FREEDOM

## GERMANY

Since 1977, for the prisons adult a specific legal basis, the Prison Act. There the purpose of execution is in § 2 defined as follows: "In the execution of imprisonment of prisoners to be able to continue to live a crime-free life in social responsibility." In sentence 2 continues: "The prison sentence also serves to protect the public from further offenses." The (re) socializing treatment therefore is to contribute to social integration of prisoners and thereby to protect the public from further offenses.

The Prison Act determines how the prison is carried out. It lays down in detail the (legal) status and treatment of prisoners, the responsibilities of the prison staff and authorities as well as the organization of the operation and construction of prisons. Since the "federalism reform" of 2006, the countries responsible for legislation in the penal system. Accordingly they adopted on the instructions of the Federal Constitutional Court in the same year special juvenile penal laws.

pecking order

[...] With the entering prison is carried out for the convicts a spin-off from their usual social environment. They lose their previous social status and be integrated into a new, closed social system. Life in an institution of correctional exposes the occupants of a variety of adverse situations and contacts without it always would be able to avoid this. The detainees experience as a loss of personal security. About a high level of anxiety among inmates report not only North American penitentiary studies. A fear occupied climate in law enforcement agencies identified and recent studies in German prison. The detainees will find hierarchical status differences among the inmates in the prison. Newcomers [...] are forced to find a place in the ranking in their own interest. New occupants are initially at particular risk of becoming victims of repression and abuse. They are faced with the task of having to prove themselves. You know that a very important aspect for obtaining status represents physical strength. Who wears Assertiveness, who is able to gain respect who puts up with anything that runs less than others at risk of being victims or to stay.

Threats of violence and active violence represent among the inmates of law enforcement agencies recognized means for determining the position of the individual detainees in the prison hierarchy. [...] In particular detained youths used the so-called bullying, the systematic harassment of a person, as a means of redress for status attainment. Over a longer period, there is an ongoing aggressive and disparaging attitude towards a prisoner by one or more Inmates. It exists between victim and perpetrator (s) is an imbalance of forces. Often but not uniquely associated with victims and perpetrators is possible. There are prisoners who are both perpetrators and victims of bullying. [...] [4]

Also, the relapse rate in the "open prison" is lower than in the "closed prisons", although it must be borne in mind are that prisoners charged different social and accordingly relapse risk differently. After an extensive investigation relapse subsequent recidivism for different criminal sanctions was determined:

- it should be noted that the measurement of efficiency of the penal system is a very schematic approach based on recidivism.
- it excludes remains,
- if not faster and heavier crime offenses were committed without prison,
- that at least during the period of detention an extensive protection of society has been achieved,
- conversely, committed in the prison offenses, partly serious nature (murder, robbery, sexual assault)
- that as a result of the penalty can enter consequences that may bring another desocialization with like homelessness, loss of family and work, alcoholism, drug addiction.

Even allowing for such relativizations the correctional facilities have the task to realize the mission of the Prison Act with new efforts - in the interest of the prisoners, but also and especially in the interest of society to be protected. For this there are both in the scientific discussion as well as in practice, promising approaches: Mention should be made about the establishment of small local hospitals, where few prisoners

are housed close to home, close to the social environment in which they after release temptations and criminal must withstand hazards. These institutions would not have a cost-intensive social infrastructure development, but could - as the considerations - to share a portion of the existing municipal facilities (eg sports facilities). Always is the prison a task that - must remain in state hands - contrary to some trends that, coming from the USA, in Europe and pursued partly in Germany. The state, which takes you through the criminal justice offenders in custodial must bear the responsibility for the implementation of this imprisonment.

## ITALY

The first limitation is about the transition between imprisonment and freedom: when the inmates are released. This very delicate passage is not arranged and for those who have not a family or links in the area, the risk is to fall back into criminality. Those who do have a network in the area also could struggle, if they don't have family or friend-like business is difficult to go back into the labour market.

Social reinsertion and job placement for the inmates should be organised and well-framed, with an employment and a yet minimal wage to allow supporting offspring and family or providing for food and accommodation costs once left the prison. The lack of job roles that should support these programmes (few educators for many inmates) and a lack of willingness to enable contact between inmates and social realities outside of prison, that is often caused by bureaucratic and administrative issues more than by a lack of will, causes many troubles in the expansion to a meaningful number of people involved in programmes for reinsertion in the area. Volunteering association that help inmates to have access to measure like art 21 or entrustment, do a great job, but it would be useful if it was flanked to social reinsertion and job placement and not a substitution of them. The very same public institution lack a support programme and structured guidance. Social cooperatives and training bodies offer training possibilities already inside the structure, providing certificated and awarding system for the attended courses and for the qualification gained during the course; however, this important passage is not enough if it is not linked to a job placement concrete network. Housing and job are the main issues that one faces for long time. With regard to the job, it is difficult to find a significant employment that allows being independent, simply because an ex-inmates has a disadvantaged position, due to social prejudice, work experience, age, possibilities (lack of driving licence, for example). Even when realizing a real estate agreement, the negative prejudice towards someone with a criminal record can make the search for a house particularly difficult and frustrating. Moreover, housing and job are deeply intertwined because often rents are not commensurate to the wages of people that lives on their own. The house is not simply a roof, it means building a space of independence and privacy and the creation of a domestic space where people can identify themselves, socially and in and identity-making process.

SKILLS4FREEDOM

## POLAND

### *Constraints for the positive social and employment reintegration of prisoners in Poland:*

#### *From the legal-penal system:*

- lack of constant, specially prepared for this objective financing resources;
- lack of one responsible institution which would coordinate and monitor operations in this field (dispersed responsibility: penitentiary services in prisons, probation officers, welfare services);
- lack of wider media promotion of job offers for prisoners;
- lack of sufficient number of various short professional courses available to all interested prisoners.

#### *From the society:*

- strong stigmatisation of ex-prisoners in society;
- lack of a sufficient number of well-functioning NGOs, which would take care of the process of prisoners' reintegration (in some cities there are no such organizations);
- lack of sufficient number of places where ex-prisoners could stay – shelters, social housing (such places would be at the disposal of NGOs);
- lack of the model of cooperation between the NGOs, prison services and the local government (responsible division of tasks, complementing, not duplicating the operations).

#### *From the prisoners:*

- demanding attitude, reluctance to make an effort with reference to reintegration;
- significant soft skills (social) shortage;
- attractiveness of criminal life;
- addictions and secondary illiteracy visible with many prisoners.

## TURKEY

The bias of the society and employers to the ex-convicts makes hard the integration into the society and employment of them.

### *Having the low level of education, weak vocational info also obstructs their employment.*

The limited participation to on the job training, workplace or vocational training programmes, not to be able to disseminate these programmes to all the convicts and thus not to be able to be a qualified employee makes difficult to find a job.

Moreover, ex-convict employment law including private sectors mandatory converted to only containing public bodies and therefore their employment could be only to civil service. In order to be a public employee it is obligatory to take the KPSS exam but due to their low education level they could not succeed at this exam. Because of these facts, it becomes more difficult for them to be employed at the public bodies.

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