

Emergency Exit: Which actions for supporting offenders close to release?

Identifying models of good practice for the resettlement of offenders in Italy, UK, Greece, Germany, Hungary and Belgium.



Education and Culture DG

Lifelong Learning Programme



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A Grundtvig-funded research programme involving three Not-For-Profit organisations

EMERGENCY EXIT: RESEARCH REPORT

*Identifying models of good practice
for the resettlement of offenders in Italy,
the UK, Greece, Germany, Hungary and Belgium.*

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Report by:-

Casa Di Carita (CHF): www.casadicarita.org

St Giles Trust: www.stgilestrust.org.uk

EPANODOS: www.epanodos.org.gr



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SECTION 1

Executive summary





SUMMARY

Under the learning partnership Grundtvig funding stream three not-for-profit organisations came together from Italy, Greece and UK to share good practice in the resettlement of offenders. The project was called “Emergency Exit” and representatives from the three organisations (frontline workers, managers and clients) met six times over a two-year period, from August 2010 to July 2012, in each other’s work places to share direct experiences of each other’s work.

The core aims of this project were:

- To compare experiences, practices and methodologies.
- To analyse effective interventions at a European level.
- To develop guidelines of good practice and propose recommendations for the successful resettlement of offenders following release from prison.
- To disseminate at a local level the concept of reintegration into society of ex-offenders in relation to lessons learnt from the activities and communication with European partners.

Within the scope of this programme we also intended to identify good practice of organisations outside this partnership who deliver resettlement services in other European countries. It is hoped the results will be disseminated widely both at a regional and European level.

The three principle partner organisations involved in this project are: Fondazione Casa di Carità Arti e Mestieri onlus (CHF) based in Turin, EPANODOS based in Athens and St Giles Trust (SGT) based in London.

Aims and objectives of the report

Aims:

The primary aim of this research report was to compare the resettlement activities of the three partner organisations CHF, EPANODOS, and SGT and highlight elements of good practice with a view to producing guidelines and recommendations that can be applied to offender focussed organisations across Europe. We also intended to explore resettlement practices of other European organisations who are not primary partners in this Grundtvig funded programme in Germany, Hungary and Belgium but with whom we have all worked with previously.

Objectives:

- To compare experiences, practices and methodologies across the 3 organizations.
- To analyse effective interventions at a European level within and outside the primary partnership. EPANODOS will collect data from an organisation in Belgium, SGT will research resettlement practices of the Hungarian Probation Service specifically relating to Roma people and CHF will analyze resettlement models used in Germany.
- To identify elements of good practice
- To develop recommendations for guidelines relating to the resettlement of offenders.

Research questions

This research report focused on the following six questions:

- What are the key resettlement activities of each organisation?
- How is the effectiveness of these activities measured?
- What is the evidence to demonstrate positive outcomes for the offenders who have engaged in the activities?
- Which specific practices relating to each individual organisation can be identified as the most effective?
- How do models of resettlement of the core partners compare to models in other European countries?
- Can general recommendations be made that would be applicable to European organisations working in this field and if so what are they?



Methodology

The research methodology was examination of both qualitative and quantitative data generated by the resettlement activities of the partner organisations. Each organisation, including those outside the primary partnership, will be treated as an individual case study and data that provides evidence of positive outcomes and good practice will be collected and analysed. Recommendations will be made based on the identification of good practice by all partners at mobility meetings and following our analysis of the evidence generated by resettlement activities.

Content

Section 1 – The three organisations: the purpose in this section was to provide background information on the three partner organisations and an account of their core resettlement activities including an in depth case study of an individual project within each organisation. This section also explains the wider national Criminal Justice context, within which each organisation works.

Section 2 – Each primary partner chose an organisation from another European country that they had worked with on previous projects or have had contact with, and identified examples of good practice in their resettlement of offenders. CHF gave an account of BFW/Arjus working in Germany with young offenders; SGT described elements of good practice adopted by the Hungarian Probation Service in Budapest and EPANODOS described the experience of one of their group who worked with the Belgian Probation Service. These accounts added to the wealth of the knowledge and information that we were able to refer to when making recommendations.

Findings

Having examined all the data and information provided by 6 organisations, working across Europe (Italy, UK, Greece, France, Hungary and Belgium) as a group we identified key elements of good practice in the rehabilitation of offenders and made the following core recommendations:

- Implement a consistent case management/Through The Gates approach that supports offenders from arrest, through imprisonment to release and beyond in the community.
- Place offenders “at the heart of the solution” by training and supporting them to deliver peer resettlement services in prison and the community including a “Meet at The Gate” service.
- Ensure that education programmes delivered in the prison are relevant to the prisoners’ lives in the community and to their realistic employment options.
- Develop social enterprises within prison and in the community to create employment opportunities for offenders, develop their skills and confidence and promote a positive image of offenders in the local community.
- Integrate emotional and psychological support into any resettlement service and ensure that staff receive professional supervision.
- Recognise the value of Restorative Justice and implement it.
- Adopt a multi-agency approach encouraging public, private and voluntary sector organisations to work together to maximise expertise and resources.
- Ensure that evaluation and examination of outcomes is an integral part of all service delivery.

Going forward

This research report has provided comprehensive background information on the three partner organisations and highlighted the wealth of knowledge, expertise and good practice in the resettlement of offenders across Europe.

The Grundtvig funding stream created the opportunity for us to come together and engage in lively, sometimes combative, discussions on what works and decide on key recommendations going forward.

There are references and links to further information throughout the report but if you want to contact us directly our website addresses are:

Casa Di Carita (CHF): www.casadicarita.org
St Giles Trust: www.stgilestrust.org.uk
Epanodos: www.epanodos.org.gr



SECTION 2

The three partner organisations



This section provides an overview of each partner organisation and detailed information on resettlement activities, including case studies of individual projects and service users within each organisation. We have also provided qualitative and quantitative data collected to record outcomes and evaluate effectiveness of resettlement activities. Finally, this section also explains the wider national Criminal Justice context, within which each organisation works in their home countries.



2.1 PROJECT DESCRIPTION - FONDAZIONE CASA DI CARITÀ ARTI E MESTIERI ONLUS (CHF)

CHF is a not-for-profit national vocational training agency with over 25 years of service delivery experience working with offenders and ex-offenders. The CHF operates in Piedmont, Veneto and Sardinia and has a training centre in Peru. Its head office is in Turin and it employs 300 permanent staff and over 500 freelance staff.

Inside the Foundation there is a department dedicated to projects for offenders and ex-offenders which works in 15 prisons in the Piedmont region and in the community. They work with serving and ex-offenders and disadvantaged people with support needs. The organisation has a team that is dedicated to working with offenders and ex-offenders.

Since 1974 the following services have been delivered to this group:

- Vocational training courses for different skills sectors
- Support for the reintegration of offenders back into their communities involving Social Workers and other professional interventions.
- Guidance and support to develop social skills and active citizenship for disadvantaged people
- Transition to work projects linked to vocational training courses; these activities aim to create a path to real work and prepare offenders for employment. For example one CHF project, “Banda Biscotti”, produces and sells biscuits. It is important to highlight that this project and all connected activities are economically independent.

CHF extends its services to all disadvantaged people providing resettlement, guidance and access to employment to a wide range of clients. The effectiveness of these services is guaranteed through a large network of social co-operatives, private and not-for-profit organisations in the metropolitan area of Turin.

CHF is an important member of GOL (Local Operative Group), a specialized local network composed of public and private agencies that work towards offenders’ resettlement in a specific area where there is a prison (in Piedmont there are 13 GOLs).

Every year CHF delivers:

- 20,000 hours of vocational training oriented towards their target client group (offenders) and delivers 43 different courses.
- 270 prisoners attend the vocational training courses – 40% of whom are foreigner national prisoners.
- 3,000 hours of support and guidance service for clients (prisoners, ex-prisoners and their families)
- 200 projects supporting the social reintegration of excluded individuals
- 30 prisoners and ex-prisoners involved in transition to work projects
- 500 people (adults and young people) involved in related projects
- 1,800 students involved in high schools: workshops on teaching students to respect the law and to address bullying
- 500 companies selected to provide work experience for the unemployed

Services delivered by CHF are:

1) Vocational training

- 20,000 hours delivered in vocational training courses for prisoners (Adults and Young Offenders)
- Courses are delivered in the following areas:
- Gardening and agriculture, Information technologies, Woodworking, Electrical plant installation, PLC, Graphic and Typography, welding, building and carpentry, Restaurant services, Technologies for energy conservation, Literacy skills for foreigners



2) Resettlement back into the community

In addition to vocational training services CHF supports resettlement in other ways.

- It coordinates projects that match individuals (young people and adults) to employment with funds from local, provincial and regional authorities, as well as from private companies and other charitable foundations.
- CHF organises work placements for offenders because paid work experience can reinforce competencies and support transition into regular full/part time job
- At the present CHF finds placements for about 200 people every year and has a data base of 500 firms with potential to provide work experience placements.
- CHF works at local and regional level inside specialized network composed of the most important private agencies that works with offenders and ex-offenders.

3) Transition to Work CHF's objective is to create a pathway to real work. In partnership with prison managers CHF organises work experience inside and outside prison. The offenders and ex-offenders involved in projects therefore receive support for their transition into work.

The Transition to Work projects operating at the moment are:

- **Gattabuia** (Verbania): The restaurant "Gattabuia" employs ex-offenders and prisoners on probation with an employment related grant (<http://gattabuia.org/>)
- **Banda Biscotti**: production of biscuits inside the prisons at Verbania and Saluzzo (<http://www.bandabiscotti.it/>)

- **Quelli di Via Sforzesca**: Typography inside Novara prison.
- **Ferro & Fuoco**: The production of furniture inside the prison of Fossano (<http://www.ferroandfuocojaildesign.it/>)
- It also organises external employment in **carpentry workshops in Saluzzo** and prisoners gain gardening skills by working in the Horticultural Centre in Turin prison.

4) Advice and guidance service for clients: CHF offers a guidance service to people with support needs. This service has been offered for many years and is aimed at offenders, ex-offenders and their families and is delivered by qualified social workers. Its aim is to address the many support needs offenders present when facing resettlement back into the community and to provide guidance into employment and social reintegration.

The needs are wide ranging such as: help with administrative tasks, legal practices, healthcare, family, work, education and housing.

The CHF works in partnership with private and public agencies to improve offenders' resettlement.



THE ITALIAN CRIMINAL JUSTICE SECTOR

The Italian prison population consists of approximately 67,000 prisoners, of which 5% are female and 95% male. Prisoners aged between 21 and 40 represent 72% of the total. Foreign nationals constitute 36% of the prison population, with the majority from North Africa (38%) and Eastern Europe and the Balkans (32%).

Other EU citizens make up 5% of the total. A total of 27.4% of inmates have a drug addiction. In Piedmont there are 5,029 inmates in 13 prisons as of the 31st March 2012. Crimes against property constitute 30.3% of crimes that involve detention. A total of 4.7% of inmates work whilst in jail, with only 19% working for a company and not for the jail.

In the framework of the prison system, the penal institution sector in Italy comes under the jurisdiction of the State and in particular the Ministry of Justice (www.giustizia.it/giustizia/). The Ministry is in charge of the judicial system, personnel and related services. It also performs judicial administrative functions in the civil and criminal field.

There is a National department for the Prison Administration Department (DAP) and regional/local authorities, represented by the PRAP (Regional Superintendence for the Prison Administration) and depending on PRAP the Prisons and Probation services (UEPE-External Sentence Execution Offices).

Alternative measures to imprisonment

Alternative measures provided by Italian regulations are:

- Conditional discharge and placement with social services
- Conditional discharge and placement with social services for drug addiction and alcohol dependence
- Conditional discharge and placement with social services for military convicts
- Conditional discharge and placement with social services for persons with AIDS or suffering from immune deficiencies or other serious illnesses
- Semi-freedom
- House arrests

For further information about probation in Italy:
http://www.cepprobation.org/uploaded_files/Summary%20information%20on%20Italy.pdf

Problems and critical causes

There are several pertinent critical issues facing the criminal justice sector in Italy today such as:

Overcrowding. The number of prisoners in Italy is constantly growing, and actually growing beyond maximum capacity. The capacity of the prisons is 45.743, and there are 67,000 offenders currently in Italian prisons. Preventive imprisonment and the slowness of Italian justice, immigration law, the law on derogation, and the law on reoffending all contribute to prison overcrowding. The Government, in its attempt to diminish the prison population, issued Law 199/2010 to allow offenders with less than a year left to spend the remaining time outside prison; however only 4,000 people benefited from this law as of 30th September 2011.

High number of foreign offenders. The number of foreign offenders exceeds Italian offenders in Italian prisons. In some cases the percentage of foreign offenders exceeds 60%.

Few opportunities for treatment. Overcrowding and the lack of personnel have a negative impact. Many prisoners (more than half of the detention population) can't benefit from treatment opportunities, for example courses, cultural activities, training and working.

Few job opportunities. In Italy the percentage of offenders working not as employees of the Prison Administration is low at just above 3% of the overall prison population.

Lack of personnel. In prison, the lack of Prison Police officers is accompanied by the lack of educators, social workers, psychologists, cultural mediators, and doctors.



High number of suicides. The most common causes of death in prison are suicide and sudden death due to heart failure. The number of suicides is constantly growing. In the first 6 months of 2011 there have been around 100 suicides, the highest number ever recorded.

Stricter requirements to access alternative measures:

The legislation issued in 2005 and 2009 tightened the requirements to access measures alternative to detention, thus contributing to the rise in the number of inmates. Moreover, there is little opportunity for foreigners to access alternative measures due to further obstacles e.g. lack of a secure residence and job, visa irregularities.

In Italy the Ministry of Justice is addressing these prison issues by:

- Implementing prisons decree laws for granting offenders with suitable social and personal features house arrest
- Building new prisons to relieve those that are very overcrowded (there is a proposed new law on opening project financing to the private sector).
- Work activity and investment for the prison economy (an online window showing the products created by offenders has recently appeared on the Ministry of Justice website)



CHF CLIENT CASE STUDY 1 “Ms. M, A STORY WITH A HAPPY ENDING”.

The client comes from Tirana in Albania, is 32 years old and is an inmate in the female section of Turin prison. The third of seven children, M. arrived in Italy in 2005 for a family reunion. Gaining a residence permit through her sister, already living in Italy for many years and an Italian citizen.

M. T. married an Italian man and she has a 15 year old son from a previous relationship. When we met her, she was serving a seven year prison sentence for dealing drugs. During her prison sentence, she worked as a caterer.

In 2009 she took part to a vocational education training “Clothes Elements”, run by our organisation; she successfully finished the course obtaining the Attendance Certificate. For some months, the prisoner had been getting prize permits to spend to her sisters.

In 2006, she obtained a three years reduction penalty thanks to a legal pardon.

Penitentiary operators told the counter her name and our job club took charge of her. The inmate took part in the acknowledgment stage, accepted the project, signed the adherence agreement and completed the pre-enrolment form at CPI (Employment Centre). Then some coaching meetings were arranged with the beneficiary, so as her C.V. could be written and a personal professional plan completed.

At the same time she could book in for vocational education training on a short course arranged by the CPI. At the end of the orientation and the vocational counselling, Ms M. asked for authorisation to work in an outside job, thanks to article 21 (alternative measurement allowing the possibility to work outside the prison and to come back at night).

Thanks to the knowledge learnt during vocational education training, she worked in the bag manufacturing laboratory of a social mutual company (Papili Factory) doing a 5 months traineeship, a path enable by resources available only for the counter. The traineeship ended on 31/12/2010.

During this period, a defined tutor guaranteed the attendance and coaching integration activities by factory visits, provided counselling with both the parts and helped with linking with the reference network (Turin prison, outside penalty execution office...).

After the positive results of the beneficiary’s path the mutual company, working inside the prison, decided to employ the trainee on a part-time contract at the end of her traineeship.

At the end of January 2011, the inmate obtained trial custody at UEPE; she was released and started living in her sister’s house. Nowadays she is still working for the above mentioned contract. Meanwhile she has been looking for another job for the morning, when she isn’t working. Today M. works in two companies, in Papili Factory and in a contract cleaners found with our help.

She is finishing her prison sentence; recently she rented a flat where she is living with her son.



CHF CLIENT CASE STUDY 2 “BANDA BISCOTTI: TWICE GOOD”

Mr L is an offender who attended a Vocational Training course in Catering in the prison of Saluzzo (in the Province of Cuneo).

Last year he obtained the best qualification of the course. When a biscuit production facility opened in the prison of Saluzzo, the prison manager and the treatment team chose Mr L to manage it.

For the month of October 2010, Mr L and another offender have been working on biscuit production for two to three days a week (2 days for production, one for packaging). They have a work grant.

During this activity Mr L has shown care, will power and professionalism.

Some months ago, a Social Cooperative, engaged in the preparation of meals for refectories belonging to different Institutions, contacted CHF to offer a placement to a specialized ex-prisoner.

There is a good relationship between CHF and this Social Cooperative. In the past, the social cooperative employed ex-offenders with employment contracts and prisoners on probation with an employment related a work grant often funded by different GOL plans.

From this good relationship was born the idea to request a grant to a bank foundation in order to expand the kitchen use inside the social cooperative, normally used only in the morning, because of a lack of human and financial resources.

The requested grant could develop the biscuit production outside the prison, because inside the production isn't enough to satisfy the market request. Also Mr. Pieraldo Rebuffo has taken part in the meeting between the Social Cooperative references and our team; because he's the Cooking course main teacher and the biscuit production's local contact.

The outside biscuit production could employ Mr L, because he will be released from prison in July. In preparing for Mr. L's release from prison, many different activities using regional resources have been undertaken.

We have involved the prison voluntary Association and also the Municipality of Saluzzo. The former one will support the project with marketing and supervision activities. The latter will pay the first period of employment of a second employee by a public refund to reinforce the biscuit factory.

Mr L will be employed by the social cooperative with a part time contract and he will be engaged in the coordination of biscuit production.

Now we hope the activities will have a market launch that will sustain the factory and to offer working opportunities to other disadvantaged people. And we hope Mr L will have a definitive social and working resettlement.



CHF CASE STUDY 3 – “A BRIDGE TO THE COMMUNITY”

This case study from CHF is on a progressive plan for both the national and regional areas proposing a method to help prisoners acquire and use skills and opportunities that will aid them in the process of re – integration on leaving prison in an organic and structured manner.

The plan is being implemented in a Turin Prison, Lorusso e Cotugno, and focuses on three important points:

- Resettlement planning for prisoners close to release
- Job Centre
- “Prison Window” (an integration plan)

The prison, led by Mr Pietro Buffa (the Director), has for several years been developing an organisational and strategic plan with the goal of effectively rehabilitating prisoners close to release. CHF has been interested in this plan.

Due to this, the CHF has decided to work with some prison departments with offenders close to release (6 months maximum) and start an intervention project alongside the Ministry of Justice and other regional resources. The aim of the project is to bridge the gap between prison and the community and to support prisoners on release, thereby reducing reoffending.

To carry out this strategy, the Turin Province Work Policy Service and Turin Prison Management have signed an agreement to increase Job Centre availability inside the prison, especially for prisoners close to release.

Since 2007 the Turin Job Centre has operated inside the prison by doing the following:

- Taking part in public – private networking and sharing the management with the prison management

- Using available and easy entry methods to ensure citizens rights to ease the resettlement of offenders, encouraging active participation using individualised path training. This also ensures traceability of the intervention on the regional work information system. Examples of these methods include training in operating practices, skills and using resources (professional, institutional and economic).
- The Job Centre has also helped with job applications to the firms involved in the prison.

Thanks to the Job Centre the regional association network, which was already operating in social integration projects has begun a project in cooperation with the Management and Job Centre to implement a strategic, organised and political plan in an active and interested sector to introduce different social resettlement opportunities to offenders.

The plan has been funded by ESF and Province funds, but there have been problems to continue to finance it. Especially, The “Prison Window” Plan and its operators, working with the CHF and the Job Centre would like to reach the following goals:

- Have prisoners close to release (6 months maximum) taking charge
- Offer orientation and specifically an assessment prior to release.
- Offer additional training and support through voucher courses
- Specify a social and employment based resettlement plan using internal and external network resources.



CHF EVIDENCE OF GOOD PRACTICE – THE ‘PRISON COUNTER’ PLAN

The above cases all used the special Prison Counter Plan: network interventions in Turin prison targeting areas which could affect peoples’ social and professional resettlement. The goal of the intervention is to guarantee the citizen’s rights and ease social and professional integration. Action on the individualised plan allows streamlined access to resources so clients can receive practical and financial help, information and other professional and material resources.

The counter works closely with the Turin CPI (Turin Employment Centre) and collaborates with two CPI operators and five Social Private Agencies. Using a temporary firm group they can guarantee action realisation both inside and outside the prison thanks to collaboration between CHF operators and Social Private Agencies. The Service identifies the inmates and then other sectors of the CHF also start working with inmates during their pre release period. The partner operators can then contact the identified people and can take charge of their resettlement using weekly meetings in the pavilion.

- Guidance and support to develop social skills and active citizenship to help the offender in the job market;
- Access to employment opportunities inside and outside the prison (initially temporary, then with regular contracts);
- Finding post release accommodation (linking with voluntary associations, with social services, and other organisations);
- Accompanying the client during their community resettlement.

Rationale for work

Listed here are the main reasons for the real need for this type of service:

- Co-ordination and integration resources, projects, different organizations for offenders and ex-offenders
- Services are typically based in prison or in the community and so it is important to build a link between social, training and working policies both inside and outside the prison.
- Different services haven’t been linked and so they are very complicated to access
- Offenders near to release need specific tasks for preparing their social reintegration
- The post release period is a difficult one where the ex-offender could fall back into criminal activities (increasing the reoffending rate)

Key activities

Typical tasks for workers on this project are:

- Pre-release screening and vocational guidance to inform the offenders about the project and to register them with the Employment Centre
- Needs, physical and psychological assessment in order to plan social-work interventions
- Linking with specialist support- Mental Health, drug and alcohol services

The prison population concerned has the following characteristics

- 1500 offenders in Turin Prison (100-110 female)
- 65% are foreign nationals (the majority without proper documents)
- 30% are addicted to drugs and/or alcohol and have a dual diagnosis
- Half of the male offenders have definitive sentences
- The majority of the prison population have no qualifications and no useful work experience

Positive factors

- Voluntary, public and private sector organizations have joined together and shared skills and knowledge providing scope for further development.
- The Employment Centre in Turin has an important role in planning, monitoring and managing projects. It coordinates all the activities of this project and provides valuable technical support.
- Every activity delivered in the project is recorded and monitored by the staff in an electronic database (SIPL: Piedmont Work Information System). The database records all clients worked with and positive outcomes, creating an information database for operators, organizations and public institutions.



- All organisations involved have contributed to the creation of shared practices and a common language that is now used by all partners.
- A Common Language allows the whole organisation to recognize and to encode in the same way all services such as vocational counselling and professional integration.
- A sign posting and database form has been created, shared, recognized and used by all public, social and private partners working in different roles with offenders.
- Multi-agency pre-release round table meetings have been established involving all agencies, from voluntary, public and private sectors.
- Tutors and social workers within the establishment have been working together and now share information and knowledge on prisoners/clients.
- The project has been able to get established particularly within prison and support the launch of several other projects.

Challenging factors

The counter is only virtual, there isn't a physical space inside the prison. The operators move around the prison and they meet all inmates in the pavilions. Then they identify a place where the prisoners can go to access the service and where an operator can guarantee a permanent and continuous service.

For a long time accessing employment has been problematic so we have particularly focussed on construction and industrial sectors where it is possible for vulnerable people, without professional skills, to gain employment. Also lately social mutual companies have been experiencing difficulties and have not been able to guarantee employment for our client group. We have therefore been forced to explore a much wider range of possible employment options for our clients, not always with successful outcomes. It is foreseen that we will involve other prisons in Piedmont and develop similar services there.

The project offers activities and resources for an undefined number of offenders. The number of beneficiaries involved in the service depends on the public grants, which are very fragmented and not predictable in the medium term.

Evaluation

Due to a lack of economical programming the service hasn't yet completed a specific evaluation plan to measure the results and the outcomes, the effectiveness and the efficiency.



CHF OUTCOMES AND EVALUTION

In 2010/11 this project received over 100 referrals in 14 months and had 67% positive outcomes. The project met offenders near to release (max 1 year to release) and offenders in alternative measures. It offered information sessions and registration to the public list of employment to all of the offenders involved in the project.

Then the project continued only with the offenders with the formal requirements (regular documents, detention for a period minimum of 1 year, positive assessment by social workers in the prison): in total the project offered services to 67 people. It organized advice and guidance sessions for them (67 clients) and 30 of them attended vocational training courses, obtaining qualifications.

20 offenders followed social working inclusion projects both inside and outside the prison. The project also supported 11 near to release clients into accommodation.

Figure 1: Activities delivered by the service (at 31th December 2011)

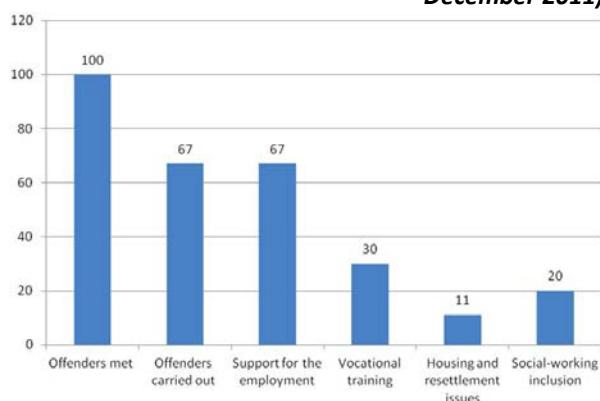
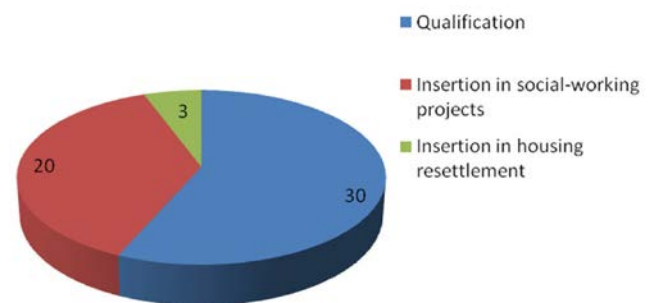


Figure 2: Results of the delivered service (at 31th December 2011) – numerical value



The network of organisations has obtained new grants and the project will continue for all of 2012. In this way the partnership will define a strong system of evaluation to collect results and outcomes useful to define good practice (involving clients, public authorities, penitentiary system and the job market).



2.2 ST GILES TRUST (SGT)

SGT is a charity based in London and the south of England with 50 years experience of providing services to socially excluded people. They have 120 paid staff and over 40 volunteers, 34% of their paid staff and 90% of their volunteers are serving or ex-offenders reflecting the SGT peer philosophy of “the people who have been there providing the services”. St Giles Trust works with offenders and disadvantaged people to help them resettle and make a positive contribution to society.

They provide practical support around housing, training and employment. The foundation of much of their work is training clients to become qualified, skilled professionals – enabling them to use their first-hand experiences to help others and continue to move their own lives forward. Their origins are as a homelessness charity providing wide-ranging support to homeless people.

Over the past ten years they have evolved to become one of the key organisations working with offenders. They try to ensure that their clients and their needs are put at the heart of all their services and the quality of their work is reflected in their multi-award winning services.

Key Activities

- **Prison based work** including housing casework, employment support and their Peer Advice Project which trains serving prisoners to become advice workers to fellow prisoners.
- **Support for prison leavers** around housing and resettlement issues. They meet clients at the prison gate upon release and provide intensive, practical support to prevent homelessness and re-offending.
- **Support for families involved in the criminal justice system** through their Children and Families Enterprise Project offering holistic support to the offender and their families. The aim is to prevent re-offending through strengthening family ties and preventing intergenerational offending.
- **Training in the community for ex-offenders and disadvantaged individuals** who are socially excluded. The aim of community-based training is to increase the skills and confidence of marginalised people in a friendly, inclusive environment. Training covers areas such as literacy, numeracy, IT, life skills and NVQs (National Vocational Qualifications).

- **Employment support** to help ex-offenders and disadvantaged people enter the workforce. Help includes preparing a CV, learning interview skills, help with job searches and job applications and employability workshops.
- **Specialist support for young offenders**, including those involved in gang-related crime.
- **Specialist support for female offenders** inside prison and upon release.

Rationale for their work

Crime, poverty and offending affect everybody and bring a huge cost to society. If these issues can be tackled effectively, the impact is felt on many different levels. Helping a person to re-integrate back into society means that the positive benefits are felt by that individual, their family and their community. It also helps prevent future generations from becoming caught up in the criminal justice system.

Principles behind their work

The road to resettlement can be complicated by issues such as drug and alcohol addiction, homelessness, debt and family problems. We passionately believe that those with firsthand experience of disadvantage are the best people to help others, as shown through our Peer Advice Model.

We train individuals to NVQ Level 3 in Information, Advice and Guidance, which is a vocational, high level qualification equivalent to two 'A' levels.

These trainees work as volunteer advisors gaining evidence for the vocational requirement of the qualification while providing essential advice services to other disadvantaged people. Once qualified, they are ideally placed to work in a



support role, bringing their own first-hand experiences to provide a highly credible service.

Where they work

Our head office is in South London but we work in prisons and in the community across the country. We have provided St Giles services in 23 prisons across the UK and have a regional presence in the South East, Thames Valley, Kent, South West and East Anglia. We have satellite offices established in Kent, Norwich and Exeter.

Glossary of Terms:

Voluntary Orgs	Not-for-profit organisations (usually charities) that are funded by charitable trusts and/or statutory contracts.
Peer Advisor	A serving, trusted prisoner trained by SGT to Level 3 NVQ who provides resettlement support to his fellow prisoners. SGT offers Peer Advisors opportunities on release such as voluntary work and support into employment.
NOMS	National Offender Management Service – oversees prisons and probation.
HDC	Home Detention Curfew, also known as “tagging”, when a prisoner is released early with an electronic tag attached to their ankle and has to abide by agreed movement restrictions.
HPU	Homeless Persons Unit: Department of local council dealing with emergency and temporary accommodation.
Licence Recall	When a prisoner is recalled to custody because they have broken the terms of their supervision licence with Probation.
A, B, C and D ‘Cat’	Prisoners are categorised according to seriousness of crime and length of sentence served in accordance with risk assessments by prison and probation.
TTG	Through The Gates: Projects that work with prisons before and after release offering continuous resettlement support.



THE CRIMINAL JUSTICE SECTOR IN THE ENGLAND AND WALES

The National Offender Management Service (NOMS) oversees the operational day-to-day running of the criminal justice system in England and Wales. It is an executive agency of the Ministry of Justice, and brings together HM Prison Service and the Probation Service to enable a more effective delivery of their services.

NOMS is responsible for commissioning and delivering offender management services in custody and in the community helping to deliver punishments and reparation and co-ordinate rehabilitative, health, educational, employment and housing opportunities for offenders to reduce re-offending as well as overseeing the contracts of privately run prisons, managing probation performance and creating probation trusts.

(<http://www.hmprisonservice.gov.uk/abouttheservice/noms/>)

At the last count, the prison population exceeded 85,000, the largest in Western Europe. Germany has over 20 million more people yet their prison population is 72,000 and Belgium with the same population has less than 60,000 prisoners. There are currently 140 prisons in England and Wales, 126 of these are run by the public sector through Her Majesty's Prison Service and 11 are operated by private sector partners. The majority of these prisons house adult males and range in security category from A, the highest, to D, which are open prisons. There are 13 women prisons and 29 Young Offender Institutes. For a full list please follow the link below:

<http://www.hmprisonservice.gov.uk/assets/documents/10004C9Dprisonsonlymap2011.pdf>

Probation services are provided by 35 Probation Trusts across England and Wales. All of the above, prison service, private contractors and probation, receive funding from NOMS to which they are accountable for their performance and delivery.

The prison population and re-offending rates:

Despite spending more on their criminal justice system than the USA or any EU country the UK has a very high re-offending rate. The average cost of imprisonment is £45,000 per year for one prisoner and yet the likelihood of re-offending within one year of release is 49%, increasing to 61% if someone has served less than one year and 74% for young offenders.

If we also consider the cost of re-offending, estimated at lying between £9.5 and £13 billion in 2007-8 (Bromley Briefings 2009), the need for an examination of effective interventions becomes clear. However is this really surprising given that almost every aspect of social and economic exclusion is over represented in the prison

population: homelessness, unemployment, drug and alcohol addiction, mental health issues and low educational achievement? For more information on the prison population in the UK please follow the link below.
<http://www.prisonreformtrust.org.uk/Publications/Factfile>

A new government strategy:

The rehabilitation revolution

A new Government in the UK has brought with it new priorities and reform to the Criminal Justice System, enshrined in their Green Paper "The Rehabilitation Revolution". It reads:

"The justice system will punish the guilty, protect our liberties and the independence of the judiciary, and introduce a revolution in the rehabilitation of offenders....that will reduce reoffending...by helping offenders get off drugs, move into work, and manage mental illness we will see fewer of them slipping back into lives of crime. Prison will be places where meaningful work and opportunities to reform are the expectation for prisoners, not a matter of choice.

"We will provide a clear sentencing framework. It will punish those who break the law, and help reduce reoffending. There will be a functioning market in the provision of legal aid, offender management and rehabilitation. We will not pay for good intentions, or for ticking procedural boxes, but by the results achieved."

Priorities are:

- Introduce a rehabilitation revolution
- Reform sentencing and penalties
- Reform courts, tribunal and legal aid, and work with others to reform delivery of criminal justice
- Assure better law
- Reform how we deliver our services.
- (MOJ Business Plan 2011 – 2015)

The voluntary/charitable sector in the UK while supporting the sentiments of the new Government's reforms fears for its future as big, private companies are taking over more of the services previously delivered or tendered out by statutory bodies. So far (to April 2011) there has been few real funds provided to fuel the rehabilitation revolution, and many not-for-profit agencies working the criminal justice sector are struggling to survive.



SGT CLIENT CASE STUDY: FROM PEER CLIENT TO PEER WORKER

“My life first became difficult at the age of fifteen. I’d become homeless after being in care and was placed in a bed and breakfast by social services and left to fend for myself. I couldn’t claim any benefits due to my age and so I got involved in crime in order to survive.

It wasn’t long before I was sent to Feltham Young Offenders Institution. By the age of seventeen, after being street homeless for two years, depression began to set in and I started to take heroin to ease the pain. As years went on my condition worsened. By the age of 38 I decided I wanted to end my life.

That night I was out, up to my old tricks, trying to raise enough money for a drug overdose. That was of course until I felt the police dog sink his teeth into my arm and shake it about like a rag doll and I was then – once again – serving a sentence, this time for my eighty-fourth conviction. It was whilst serving this sentence I was introduced to St Giles Trust. This was it, after so many years I would finally have the chance to sort my life out.

On the day of my release St Giles Trust stuck to their word and I was introduced to my two caseworkers, E B and JC. They immediately found me temporary accommodation, set up my benefits and took me to a community drugs project to be scripted for my drug problem (prescription for heroin substitute). They treated me with respect and knew what care and support was about. On the day of my release we had difficulties finding a drug agency that would accept responsibility and issue me a script. Here we go again I thought – same old, same old. JC and EB were brilliant. They persevered and a few hours later found an agency that was willing to script. By showing determination they had not only saved me going back to my old ways but it also gave me some hope of a positive future.

New Years Eve was upon us and I decided that 2010 was all about me. I stopped taking methadone on New Year’s Day and continued engaging with the St Giles Trust. With the support of JC and EB, I soon moved into permanent accommodation remaining clean from drugs and receiving all the help, care and support I needed to overcome any barriers I encountered on the way.

I remember speaking briefly to one of my caseworkers about returning to education. Once again St Giles Trust came through for me. Within a very short time I had enrolled on a particular course I wanted to do and found myself back in education. I felt brilliant! For the first time in my life someone had given me the chance to make something of myself and get into employment. To get myself ready for employment I began volunteering for St Giles Trust. I slowly became more and more involved and started to see the important role that they play and have now begun to support other ex-offenders with the problems they face when returning back to the community.

For me, this is really rewarding because I am now in a position to help others that face the same challenges I had once faced. Now, as I look back over the valuable years of my life that I have wasted in one institution or another, I feel that I am now on the right track and have a brighter future.

If only I had discovered St Giles Trust twenty eight years ago.”



SGT EVIDENCE OF GOOD PRACTICE – THE “THROUGH THE GATES” PROJECT

This probation-funded service conducted pre-release assessments then met prisoners at the prison gates on the day of release, supporting them to access housing and other support services. The aim of the service was to bridge the gap between prison and the community and, by offering intensive support to prisoners on release, reduce their reoffending rate.

There is a real need for this type of service for the following reasons:

- Services are typically prison or community based
- They don't link and it's very complicated
- Clients fall through the gaps

Typical tasks for workers on this project were:

- Pre-release housing assessment on the wing in the prison.
- Meeting clients at gates to avoid the pitfalls encountered on release.
- Finding accommodation for clients
- Get to pre arranged Job Centre appointment to ensure quick access to benefits.
- Linking with specialist support- Mental Health, drug and alcohol services etc
- Referring to Employment, Training and Education support

A typical client would have substance misuse issues such as a history of heroin and crack use and usually have a dual diagnosis. They are likely to have committed an acquisitive drug related crime such as domestic burglary, street robbery etc.

Outcomes and evaluation

In 2008 - 2009 this project provided a Through the Gates service to offenders returning to 14 London Boroughs (the “high crime” boroughs). They received over 1600 referrals in 16 months and had 1200 positive housing outcomes.

An external evaluation was commissioned and Frontier Economics who conducted the evaluation found that:

- “Through the Gates provides outstanding value for money to society”
- Through the Gates re-offending rate is 40% lower than the national re-offending rate.

- The study concluded that Through the Gates presents a cost-benefit ratio of 1:10 - that is for every £1 invested in Through the Gates, £10 is saved through the reduced costs of re-offending (this is a conservative estimate).
- Through the Gates provides an estimated annual saving of between £10.4million and £34.5million.
- The research assessed the economic impact of Through the Gates by balancing the costs of Through the Gates against the costs of re-offending, to calculate the cost-benefit ratio. Several approaches can be used to calculate this to produce different results.
- The researchers used the most conservative result on which to calculate the final cost benefit ratio of 1:10.

Methodology

Frontier Economics examined data which had been collected on 583 Through the Gates clients from August 2008 - January 2009. They compared this data against a 2007 sample of the national prison leaver profile whose custodial sentence was longer than one year (Through the Gates clients all served more than one year).

It assessed the impact of Through the Gates by comparing national re-offending rates of the 2007 sample against those of Through the Gates clients. It then estimated cost savings associated with reduced re-offending and applied these to the impact of Through the Gates. The benefit of running such a service was then calculated by comparing the cost savings against the costs of running the Through the Gates service.

Data and figures used

The national re-offending statistics used were provided by the Ministry of Justice. 66.4% of the clients in the Through the Gates sample scored either medium or high risk on the OASys (Offender Assessment System) risk assessment system which



measures the risk level of an individual's likelihood of re-offending. This clearly indicates that Through the Gates does not cherry pick easier clients.

Two different approaches can be taken to measure the annual costs of individual re-offenders, (NB: all of these factors are in 2009 prices).

bottom up - which cumulates the hypothetical costs to society for each prisoner re-offending such as sentencing costs, prison costs, non criminal justice costs such lost wages of the offender and their families and costs to the victims and the community. This gave an average cost of £80,825 per year.

top down - which took the annual cost of re-offending of £12.76billion. This would imply an individual cost per re-offender of about £162,225.

Both approaches were measured against the re-offending rates of ex-prisoners whose previous

sentence was either between one and two years or greater than one year (two comparisons were used because the average length of sentence of the Through the Gates clients was unknown).

This gave the following results:

Time in custody	More than 1 year	1-2 years
Bottom up	£10.4m	£17.2 m
Top down	£20.8m	£34.5m

The ultimate cost saving ratio was calculated against the most conservative end of the data:

$\text{£10.4 million} \div \text{£1.05million (costs of running Through the Gates)} = 10$



SGT OUTCOMES AND EVALUATIONS

Key achievements 2010-11 (compiled by Andy Cross, Director of Services, St Giles Trust 13th May 2011)

Peer Employees

- **New Peer Advisor Graduates:** The overall number of peer advisors completing the NVQ L3 Advice and Guidance during the year was 132. The numbers starting their NVQ during the year remains consistently high with a total of 358 registering for the qualification.
- **The proportion of paid staff with offending histories** has remained consistent throughout the year. At the end of March we continued to employ 37 staff with offending backgrounds, representing 32% of all paid staff.

Moving towards Employment

- **Paid Employment:** Overall, across the Trust, we supported 160 clients into paid employment. This remains a credible achievement given the prevailing economic conditions.
- **For the first time this year, we measured client progress in sustaining jobs for at least 6 months.** A total of 126 clients were successful in sustaining their employment for this period. Based on the proportion of job entries over the year, it could be argued the Trust achieved a sustained conversion rate of 79%.

Somewhere to Live

- **Accommodation Finds:** The number of successful accommodation finds for the year was a total of 2,441 clients assisted and 54% of all accommodation finds were defined as permanent.
- **Housing Interventions:** Housing focused teams recorded a total of 6,074 positive interventions undertaken with clients to support achievement of their housing goals.
- **Meeting Offenders on Release:** In total, 974 offenders were met on the day of release with 694 being met at the prison gates (71% of the total).

Creating Peer Advisors/Employees:

The number of peer advisors employed by the Trust in prison or voluntary capacities has continued to grow over the last 3 months reaching a peak in March when 188 advisors were recorded. Table 1 below shows the consistently high number of advisors demonstrating their importance in underpinning our service delivery. Of the 188 recorded in March 64% were prison based advisors (up from 46% in December).

The numbers of peer advisors who have started their NVQ L3 Advice and Guidance in the past twelve months has also continued to be a strong element of our delivery. In the final quarter a further 142 began the qualification providing an overall total of 358 peer advisor starts. This clearly demonstrates our Peer Advisor programme continues to be in demand across the prisons we work in and in the community.

Table 1 below shows graduate starts with 58% of those peer advisors registering for the NVQ doing so in prison.

Table 1: Active Peer Advisors across St Giles Trust





Moving towards employment

Starting our programmes:

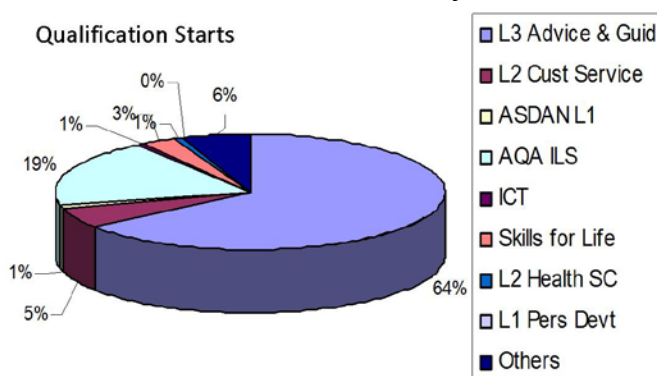
The number of Learners registering on our ETE (Employment, Training & Education) focused projects has remained consistent through the year. In Quarter 4 a total of 206 learners registered providing an overall total of 790 learners in total.

Activity on our programmes:

Information, Advice and Guidance sessions: The number of sessions in the final quarter was the highest recorded over the year, with 866 sessions carried out. The total for the year is 2,000 which means that of all new ETE registrations, each client received an average of 2.53 IAG sessions each.

Qualifications: In total, 552 learners registered for accredited learning with St Giles Trust in the last twelve months. Of these, as Table 2 shows below, 64% of all starts were for the Advice and Guidance qualification. The other main qualification which has grown in demand over the past twelve months has been our package of level 1 equivalent accreditation offered through the AQA Independent Living Skills programme in which 107 learners registered.

Table 2: Qualification starts



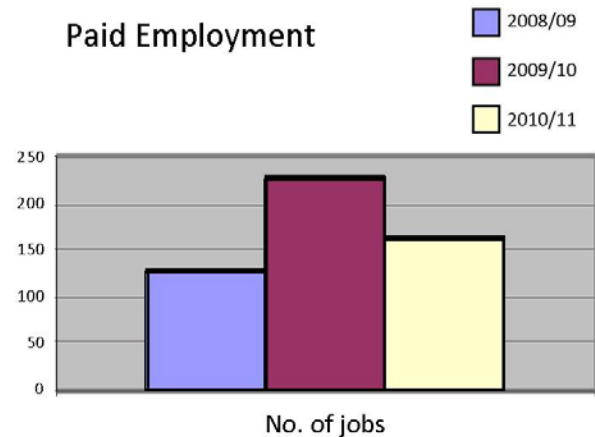
Of the 552 learners who registered for a qualification, a total of 417 were successful.

Progressing from our programmes

A total of 160 paid job outcomes is an acceptable achievement given the current economic climate and rising unemployment. This figure falls short of last year's total of 224 jobs but is higher than that achieved in 2008/09 (see Table 3).

Table 3: Comparison of Job Entry Outcomes with previous years

Paid Employment



Somewhere to Live

The general picture which has emerged over this year is one of consistency and a continued strong performance around the number of clients being housed across all our teams.

Referred to our programmes:

In total, 18,321 clients were referred for housing support from one of our programmes. This is an increase on 2009/10 when 16,061 were referred.

Receiving Housing Support:

As with referrals, the number of housing related assessments has increased from 14,248 to 15,025.

Casework Support: the numbers who received one-to-one case working support totalled 5,768. This is a 68% increase in numbers from last year when 3,440 received such support. It represents a higher proportionate increase to those recorded for referrals and assessments and possibly suggests that our staff have spent more time providing intensive support to clients over the last 12 months.

Housing Interventions

A further 1,591 interventions recorded in Quarter 4 means that over the year, a total of 6,074 interventions were recorded across all projects. By the end of Q3 the housing teams had recorded a further 1,459 housing interventions which means in the year to date a total of 4,483 interventions have been achieved with clients.

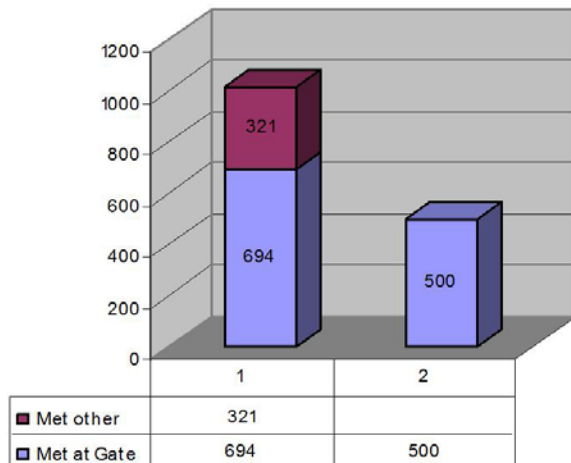


Offenders met on release

The overall number of offenders met on the day of release over the year totalled 1,015. Of these 69% were met at the prison gates (see Table 4 below).

Table 4: Offenders Met on release from prison

Offenders met on release



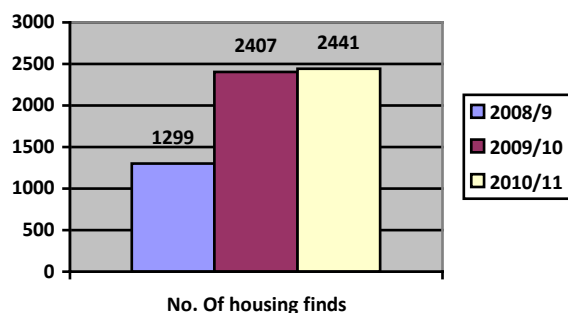
Of the above total, 95% of the offenders were met by staff working in our Community Services Team. Most offenders receiving this service are supported by our Community Services projects.

Housing finds

Over the year, our housing teams supported 2,441 clients into accommodation. This represents a considerable achievement considering the lack of supported and local authority accommodation available and the increasingly competitive and expensive private rented market.

Table 5 shows an overall annual figure which is comparable to last year and to a small extent continues an upward trend.

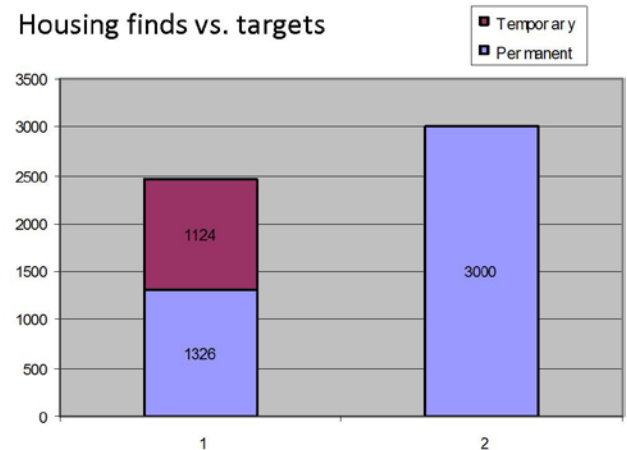
Table 5: Comparison of Housing Finds at the end of Q3 – 2008/09, 2009/10 and 2010/11



The table below also confirms a trend sustained over the last few months in which permanent housing finds account for 54% of the overall total.

Table 6: Housing Finds Breakdown Temporary/Permanent v Target

Housing finds vs. targets



The Prison housing teams have been monitoring those clients who they support into accommodation by taking small samples to assess how many have been able to sustain their tenancy for at least 3 months. In Quarter 3, 89% of those clients sampled were successful in sustaining their accommodation for this period. The figures for quarter 4, shown below in table 24, reveal a decrease in this figure to 60%. Although this maybe due to the reduced size of the sample it may also reflect underlying factors beginning to emerge around the difficulties our clients face in accessing and maintaining their accommodation.

Table 7: Sustained Tenancies

Project	No of Clients Tracked	No remaining housed after 3 months	%
Thames Valley Prisons	10	8	80%
HIAS London	15	6	40%
Prisons HIAS Surrey	5	4	80%
Prisons HIAS			



Evaluation and feedback policy and processes

Seeking feedback from the Trust's stakeholders is an essential element in any of the Trusts services. This is especially the case with regards to our learners or clients who we place at the centre of our services. The purpose of seeking feedback and evaluating our services are as follows:

- It enables the Trust to continue improving the quality of its services
- It ensures that the services delivered by the Trust remain relevant and responsive to the needs of our target groups
- It provides a means by which the Trust can check that services delivered to clients is meeting not only their aims and objectives but also those of the organisation.
- It enables the Trust to assess whether the services delivered are making a wider impact on society such as reducing re-offending or increasing local employment rates.

The approach to getting feedback

It is recognised that given the wide range of services delivered by the Trust that a single approach to receiving feedback is not going to be appropriate. Therefore we aim to provide a range of possible approaches which are adopted by individual teams and/or projects. It is intended that qualitative and quantitative data collated from feedback should be reported to Senior Management Team (SMT) who will develop action plans to be cascaded back down through the organisation.

Approach 1: Evaluation and feedback forms

Completed by clients, learners and other stakeholders (including employers offering fixed term placements) at fixed points in a programme such as the end of a clients' time on a project. The forms can either be completed with a member of staff present or left with the recipient together with a Stamped Addressed Envelope. Completed and returned copies will be filed either centrally or within individual files and information from forms is then collated quarterly as a minimum accepted period.

Approach 2: Snapshot surveys:

Where work with clients is less structured or clients have a tendency to leave a programme without notice, the use of occasional snapshot surveys maybe more appropriate. These could be carried out with all learners or clients who attend across a fixed period of time which can vary from a specific training session to a couple of weeks in accordance with the needs and nature of individual projects.

Approach 3: User feedback forums

These will be group sessions facilitated where possible by staff or volunteers not directly involved with the service provided to participating service users. Forums are where possible should be conducted regularly to provide a benchmark whereby service delivery can be seen to be improved. Such forums can consist of service users who are either project specific or drawn from a range of services across the Trust.

Approach 4: Responsive feedback

This approach allows users and potential users to provide feedback on the contact they have with the organisation at any point in time. This may include using the Trust's website to email comment and suggestion or through use of the Suggestion Box located in Trust reception areas.

Issues covered by feedback:

All service user feedback should cover the following subject areas:

1. Has the service met expectations based on publicity information, pre-enrolment/registration discussion with staff.
2. Service user aims and objectives set out in individual action and/or learning plans achieved.
3. Examples of positive aspects of the service
4. Examples of areas in which the service could be improved.
5. Customer service (from within the specific service and the Trust generally)
6. Satisfaction with resources provided to support service e.g. travel costs, access to IT, stationary &c
7. Check to ensure that service user received all elements of provision and their understanding of this.



Cascading the information

It is important that information collected from service users is used to improve the services across the Trust. To this end it is essential the Trust is able to show a clear and transparent audit trail demonstrating a link between user feedback and amendments to existing or to the design of new services.

Operational procedure

Each team within the Trust needs to decide on at least one of the above approaches to be undertaken regularly each year. Approaches may vary from team to team and between projects within teams. Information gathered from feedback approaches must be kept centrally within each team and collated on a regular basis to ensure effective reporting to SMT.

Front line managers will submit summary reports on feedback obtained for their teams services every six months using agreed proforma which will be used for the following purposes:

- For discussion within Team meetings.
- Submission to senior managers who will review feedback on a quarterly basis.
- To be used as a basis for reports by SMT to the Board; fundraising &c.

Senior management will consider and review all feedback obtained across the Trust on a quarterly basis. A quarterly Overview Report which will include recommended actions will be subsequently produced which will be cascaded up to the Board of Trustees and down to staff and volunteers.

Example of feedback results

At HMP High Down between January and March 2011 a total of 110 clients completed feedback forms:

- 91.5% believed the service met their expectations.
- 93.9% of those who received follow up services said they were able to work towards the goals agreed in their action plans.
- 63% said that they achieved the goals and objectives from their action plans.
- 79% said that they were satisfied with the service they received. Further breakdown revealed that of those 79%:
 - 34% said the service was excellent
 - 29% thought it was good
 - 16% thought it was satisfactory

A snapshot survey of 50 clients who required accommodation on release from HMP High Down revealed:

- 28 identified themselves as requiring accommodation on release.
- 20 said that accommodation had been found
- 2 said they didn't know the outcome at the time of survey (usually accommodation isn't secured until near the release date)

A snapshot survey of 21 clients who required their accommodation to be saved on entering prison revealed:

- 11 were sure it had been done
- 5 did not know the results at the time of the survey
- 1 said it hadn't been achieved.
- 4 didn't answer

The surveys also identified that of 27 clients who required assistance with other housing issues:

- 16 indicated that the issues were successfully resolved
- 2 did not know
- 1 said it hadn't been resolved
- 8 did not answer.

Of the 3 categories above 76 answered that they had required our services, 48 (63%) of whom were certain of an outcome at the time of the survey.

Examples of individual comments were:

- "I like the fact that I can pick up the phone and get through to SGT direct without having to go through the office or an application" (relating to our peer-to-peer call centre for women prisoners)
- "I like the service"
- "Things are fine just as they are"

Examples of improvements suggested by the clients were:

- "It would be good to have more places of accommodation readily available"
- "Get to more people who are going to be released homeless sooner"
- "I would like more of the service"



Staff survey November 2010 – analysis of results

This survey was conducted in November 2010, surveys were done anonymously and were conducted and data collated by Best Companies. 70% of staff returned the survey. The maximum score possible is 7 and the minimum 1. A score of 7 represents strong agreement with all positively phrased questions and strong disagreement with all negatively phrased questions.

All of our overall scores were between 5.1 and 6.2, so even those scores that look comparatively lower on the tables are still scored highly. Generally, our scores showed very high employee engagement and satisfaction in the 8 categories. For the third year running the survey results show particularly positive views from staff on what St Giles Trust does as an organisation and what our projects and services achieve.

Our three highest ranking factors (for the 3rd year running) are:

- **My Company** – focuses on how much staff value their company, how proud they are to work there and whether they make a difference. Our two highest ranking questions in this factor are “My work is an important part of my life” and “I believe I can make a valuable contribution to the success of the organisation”.
- **Giving Something Back** – explores how much staff think their organisation puts back into society and whether they believe this effort is driven by profit. Our two highest scores in this category are “my organisation makes a positive difference to the world we live in” and “I believe this organisation does not do enough to protect the environment”
- **Leadership** – measures how people feel about the head of the organisation, the senior management team and organisational values.

Fair Deal by Question Heatmap



Our three lowest ranking factors (for the 3rd year running) are:

- **Wellbeing** – measures the stress, pressure, the balance between work and home life and the impact of these factors on personal health and performance. This is our lowest scoring factor for the second year running. We have already started some work to improve this area for staff but this work has been very recent so would not have reflected in the scores of this survey. Initiatives include:

A review of how sickness absence is managed – once we have a better idea of sickness absence levels, and why sickness absence is happening we can look to correct any specific issues. This review includes providing clearer support for managers to help their staff on improve work-life balance issues – creating a clear policy (currently under consultation with managers) for the options for flexible working and time off (including short notice leave);

The introduction of a health and wellbeing policy which will go out to all staff, to encourage better focus on ‘wellness’ instead of corrected action following illness. The policy sets out our approach to health and stress management, and gives guidance and support to managers.

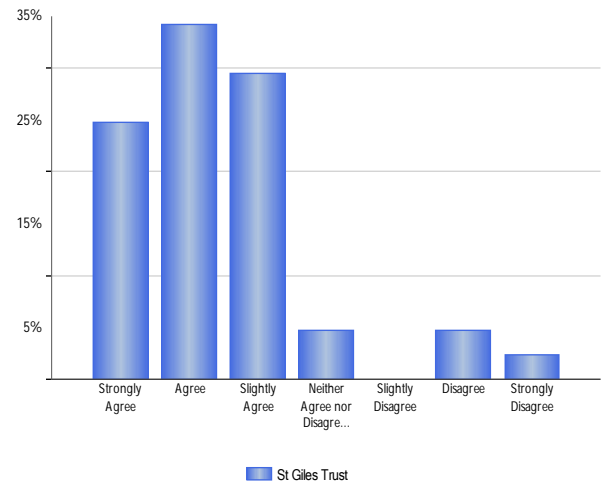
The introduction of a series of wellbeing support initiatives including information to staff, workshops, end of day de-brief sessions, stop smoking initiatives, short-notice leave days etc

- **Fair Deal** – this covers questions around whether staff are happy with the pay and benefits they receive, whether what they receive is appropriate for the roles they have, and in comparison to similar roles in the organisation. Again, although this is low, the heatmap (left) shows the feeling is generally a lot more positive than negative.
- **My Manager** – measures whether people feel supported, trusted and cared for by their immediate manager. Generally, these responses were still fairly good – over 5.5. The two we could focus on in training this year are “my manager motivates me to give my best every day” and “my manager is an excellent role model for me”.

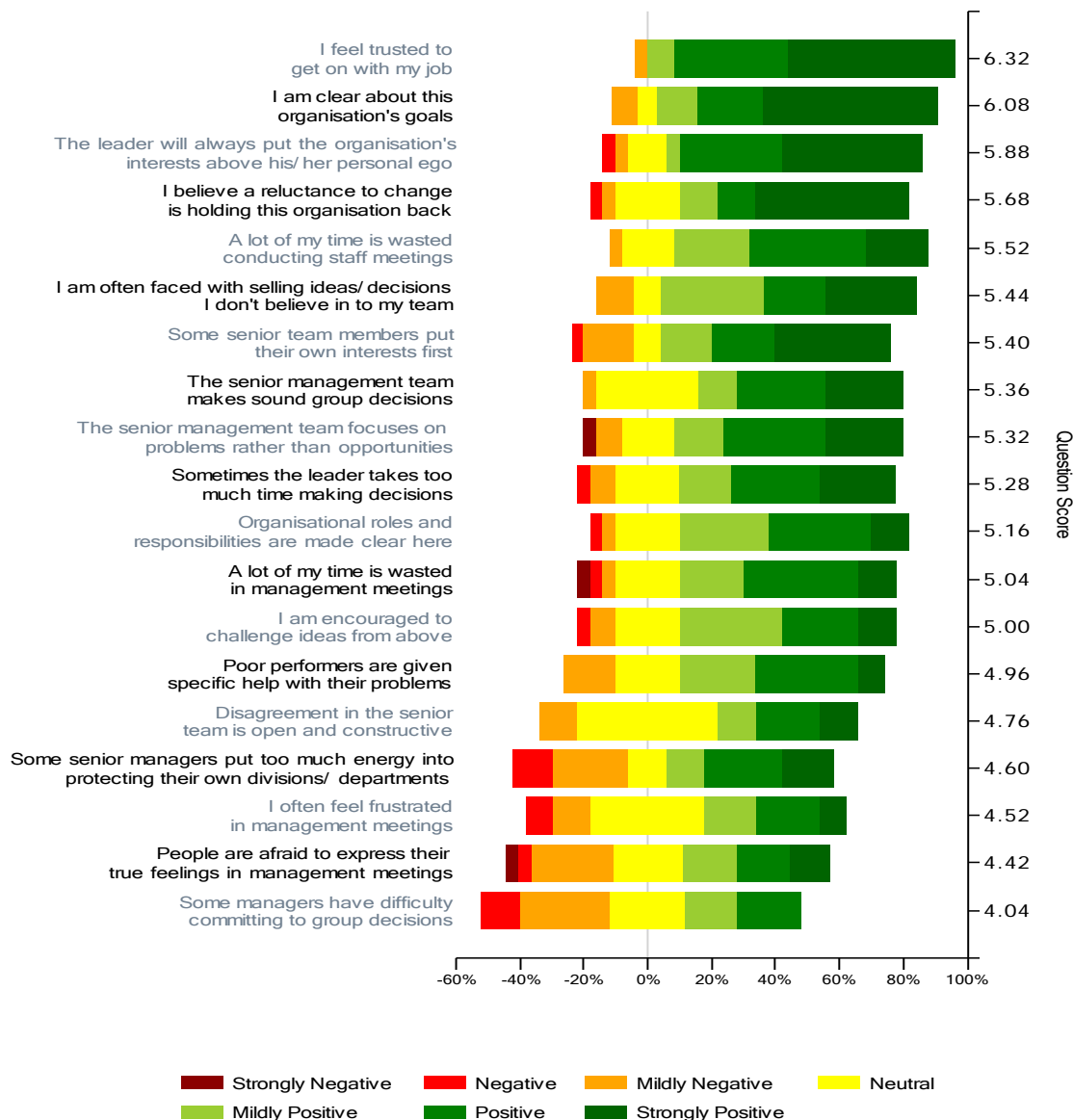


- Another concern was the feedback on job security. The 3 we scored low in were “some departments don’t work well with each other”, but mainly that they don’t feel their job is secure – with 89% of those who responded worrying about their future because of the economic environment (*see right*).
- Finally, there was a set of questions that were put just to those in managerial positions, and the results of each question are on the chart below. Setting it out as a heatmap (below) gives an overall picture of satisfaction/engagement among the management team, and in which areas we are more positive and more negative.

The economic climate makes me worried about my organisation's future by Response



Management Questions as Heatmap





2.3 EPANODOS (GREECE)

EPANODOS provides services to offenders following release such as vocational training, support finding employment and access to accommodation. It is a not-for-profit organisation based in Athens with three permanent employees and six freelancers. The organisation was founded in 2007 to facilitate the reintegration of offenders after release, back into the community and it operates under the supervision of the Ministry of Justice. EPANODOS offers individual socio-psychological and legal support and information/referrals to successful resettlement.

EPANODOS was founded and set up to facilitate ex-offenders to reintegrate into society by providing them every possible help for their social and professional resettlement.

EPANODOS operates under the supervision of the Ministry of Justice. Its inception and operation has been effected under the Penitentiary Law (art. 81§2) and the Presidential Decree 300/2003. The Minister of Justice appointed the board of EPANODOS in March 2007. Since then EPANODOS is operational and tries to achieve its aims.

The primary objective of EPANODOS is the resettlement of ex-offenders back in to society, and mainly, to enhance and promote their working skills and abilities. In this way it provides them with easier access to the labour market. It also offers consulting and psychological support and tries to create the necessary infrastructures for the ex-offenders' safe reintegration.

EPANODOS is divided in four areas. Specifically these are:

i. Administrative and financial sector.

- Responsible for the implementation of EPANODOS' tasks and projects.

ii. Programs and training sector.

- Responsible for the design, promotion, co-ordination, implementation, follow-up and evaluation of programs for education and professional training as well as for the promotion of employment, life-long learning, economic aid and, in general, social

rehabilitation of ex-detainees, adults or underage offenders.

iii. Sector for growth, research and evaluation

- Responsible mainly for re-evaluating previously implemented programs and projects, developing follow-up research and planning and implementing projects. This sector is also responsible for the information and sensitization of the society.

iv. Counselling and socio-psychological support sector.

- It gives information about the center's actions, organizes and implements programs of socio-psychological support, pre-release preparation programs, offers individual socio-psychological and legal support and collaborates with relevant institutions for the support of ex-prisoners.
- Even though these sections are obviously different they closely collaborate and support each other.
- EPANODOS comprises of 3 social workers, a psychologist, a criminologist, a legal counsellor and an administrator.

EPANODOS' staff are assisted by high-profile scientists who constitute the scientific group of EPANODOS and whose main duties are to oversee, coordinate and organize the actions of EPANODOS.



During its three year run, EPANODOS offered (2007-2010) counselling and support to ex offenders. The statistical data give an important insight about the profile and needs of former prisoners.

From April 2008 till June 2009, EPANODOS was visited by 123 former prisoners asking for various types of support.

Needs

Job counselling	50	Issue of unemployment card	4
Financial support	42	Participation in programs of professional training	3
Housing	28	Assistance with tax related problems.	2
Information	18	Help with family crises	2
Legal support	14	Participation in rehabilitation programs	2
Green Card	13	Assistance with administrative issues	2
Help with personal crises	12	Food	1
Issue of poverty card	5	Legal Documents	1

Job-related requests

Help with finding a job	50
Participation in programs of professional training	3
Issue of unemployment card	4

EPANODOS' Support

i. Material

Epanodos' material support is very limited and especially financial support is literally non-existent. Financial support is neither the role, nor does it adhere to the philosophy of the centre. Epanodos' goal is the integration of ex-prisoners by activating and motivating them as success must be the fruit of their own labours. Such actions boost the individual's morale and ease their social integration. The limited material support manifests itself via travel tickets, call cards and a few days' accommodation in a hotel.

EPANODOS gave away in total 1120 tickets. 690 were given to 69 people, 340 to 17 who came twice and 90 to 3 people who came to the centre three times.

EPANODOS gave away 99 phone cards. 70 were given to 70 ex offenders who visited EPANODOS once. 20 were given to 10 people who came twice and 9 to 3 people who came to the centre three times. EPANODOS has offered so far 203 stays in a hotel out of which 114 were given to 22 ex offenders. 66 were given after two visits and 23 after three visits.

ii. Psycho-social

People who come to EPANODOS are very often disappointed, shut off from the world and in most occasions suffer from lack of confidence towards other people and low self esteem.

Specifically, when it comes to people who have been incarcerated for many years it is easy to observe in them intense elements of 'institutionalisation', as well as a serious lack of social dexterity. In the case of foreign nationals, who comprise a large percentage of the Greek prison population, the same characteristics are true with the added difficulty that often foreign nationals do not possess the required legal documentation to stay in the country.

To the above adverse circumstances one should add all the secondary repercussions detainment might have to the social, financial, professional and mental life of the individual.

iii. Legal

The cornerstone of the legal support and counselling of every ex-prisoner who addresses him/herself to EPANODOS is the strict adherence to confidentiality. The primary aim is the assessment and prioritisation of the special needs of every person and the maximum, to the furthest possible extent, response to their legal issues, through simple and comprehensible approach and communication.

The Legal Department deals systematically with the legal issues that concern the ex-prisoners primarily on an advisory basis by offering clarification on legal matters they cannot fully comprehend as well as various guiding instructions for subsequent action. 80% of the people who seek legal counselling are foreigners:

Foreign nationals' characteristics

- Single Men aged 22-35 years old
- Convicted of drug crimes, robberies, illegal entry in Greece, forgery (usually passport forgery), Law 2121/93 piracy, etc
- Unemployed

Mainly they are citizens of developing countries:



- African nations: Ethiopia, Somalia, Egypt, Sierra Leone, Rwanda, Tanzania, Morocco
- Middle East nations: Iran, Iraq
- Other nations: Afghanistan, Pakistan, India, Bangladesh

Requests

- Residence Permit
- Political asylum
- Expulsion issues (e.g. expulsion decision conflicts the terms of parole)
- Economic aid for ex-prisoners (requirements – “O.A.E.D.”: Greek Manpower Employment Organization)
- Parole issues (changing a term of the parole, such as the place of residence, restriction to travel outside Greece, etc)
- Tax issues (settlement of debts, application for a tax identification number)

EPANODOS' actions

Legal aid:

- information about the Greek legislative frame regarding the foreign nationals' rights and obligations
- consultation about the proper legal actions (but not legal representation) and the interview that follows the Political Asylum application
- Communication with the Police about the status of the foreigners' request for political asylum or residence permit
- Communication with Employment Authorities about the foreign nationals' request/application for economical aid
- Information about the Greek Council for Refugees

Conclusions:

EPANODOS' data show that:

- The multi-collectivism of the group. The group of ex-prisoners presents an incredible diversity: age, cultural, national and penal related. This diversity is reflected in the group's needs and demands.
- The qualitative estimation of data. The variety of problems involved leads to their individualised reading and understanding. The small number imposes the qualitative estimate of results.
- The criminal past. Most of the ex-prisoners arriving in EPANODOS, have been sentenced for

drug related crime, homicide, fraud, theft and counterfeiting.

- The variety of the demands. Most users of EPANODOS visited us with one main demand: seeking work; however since a great number of them are foreigners living in Greece illegally, their demand is checked concerning its reliability.
- The hopeless situation. It is a fact that they visit EPANODOS without having any supporting environment in which they can look for “hope”.
- The poverty. Most of the ex-prisoners expressed their economic difficulty to cover their basic needs either directly or indirectly with the immediate pressure to find a job.
- Drug addiction. The issue of addiction is an important factor leading with mathematic precision to prison while the drug users constitute a large majority of detainees.
- The foreign population. A large number of detainees are foreigner nationals who after their release remain in the country illegally and as a consequence are seeking illegal ways to survive.

EPANODOS' aims

On a national level:

- to constitute a modern, flexible institution of post-penal care that can fulfil everyone's expectations,
- to contribute to the re-framing of the institutional framework or re-integration,
- to supervise research programmes which will contribute significantly to the development of new policies,
- to promote intended policies based on the unique needs of the ex-prisoners,
- to make society aware of stigmatisation, detention and the consequences of incarceration,
- to cooperate with all responsible institutions.

On an international level

- to participate in international forums,
- to network with other institutions of similar goals and aspirations,
- to synchronize itself on a legislative and practice level with other institutions of post-penal care.



THE CRIMINAL JUSTICE SECTOR IN GREECE

The Ministry of Justice, Transparency and Human Rights is responsible for the criminal Justice system in Greece. It is entrusted with the management of judicial function, which is one of the three State functions. The Minister of Justice, Transparency and Human Rights supervises the administration of justice, namely organisational issues of the courts and infrastructure as well as economic and administrative support.

The General Direction of Penitentiary Policy of the Ministry and the departments under it, monitor the organisation and operation of the penitentiary system.

These departments are:

- Direction of Crime Prevention and Penal Training of Juveniles
- Direction of Penitentiary Training of Adults
- Direction of Operation of Special Therapeutic Establishments
- Direction of Inspection of Prisons and Special Juvenile Detention Establishments, and
- Direction of External Guarding of Prisons and other Establishments

Where inmates serve their time is determined by which particular court imposes the penalty of deprivation of liberty. A list of classifying prisons and vacancies is provided by the Ministry of Justice to all courts in the country. The public prosecutor assigns the offender to a particular prison. In the rare cases in which the warden cannot accept a particular offender into his or her institution, the secretary general of the Ministry of Justice makes the decision.

Often, certain detainees wish to be transferred to other institutions. In these cases, the detainees may petition a three-member Committee on Transfers operating within the Ministry of Justice. The committee bases its decision on written guidelines. The three members of the committee are the president of the Central Scientific Council for Prisons, a public prosecutor for the Athens Court of Appeals and the director of Penitentiary Affairs of the Ministry. The prison population is around 11,500 – 12,000 inmates. A large percentage is made up by pre-trial detainees (30%).

Prior to 1990, nearly 3 percent of the Greek prison population was made up of foreign nationals. That percentage has increased steadily throughout the last two decades to a little more than 44 percent. Most of the foreign inmates come from Albania, Bulgaria, Romania, Iraq, Iran, Pakistan, Nigeria, Afghanistan,

Syria, the former Soviet Union, Turkey and the former Yugoslavia.

There are 33 prison establishments in Greece (16 judicial prisons, 8 closed prisons, 3 therapeutic establishments, 3 special juvenile establishments, 3 rural prisons).

The Greek Penitentiary System has to deal with a number of problems such as prison overcrowding, poor health care, high re-offending rates and lack of aftercare policy. When planning aftercare policies one should bear in mind that prisoners in Greece face a multitude of problems such as: drug and alcohol addiction, mental health problems, unemployment, low educational achievement and disrupted family ties.

Unfortunately, at present it is difficult to implement effective interventions due to the general economical situation and the deficiency of funding available.



The Greek Criminal Justice System - Towards prison release:

Actions taken towards preparation for release.

These actions have a twofold approach:

1. Through Care/Sentence
2. Preparation for the conditional release

1. Through-care/sentence

Planning from the beginning and during the time of conviction. The inter-prison regulation act (article 35 par.2.b) refers to preparation for release, stating that:

“All convicted persons from the time of entering the prison are submitted to treatment towards:

- the fair hearing of their case (if not tried yet)
- the adaptation of social life when released (if convicted)”

The Social Service professionals in each prison work supportively towards:

Working opportunities in prison

- Not all prisoners work
- Work consists of basic needs (cleaning, canteen, restaurant, carpenter, blacksmith)
- Prison reports decide who is fit to be transferred to open prisons (day work-night incarceration)

Problems:

- No connection to professional profile of the inmate
- No standard criteria to get a job in prison

Vocational training

There are very few projects permitted to run, concerning vocational training (one or two within the last five years).

Problems:

- No standard criteria for participants
- No connection to professional profile of the inmates
- Most projects serve primarily the safety of the prison

Education

All inmates are eligible to follow an educational training which leads to a high school degree. The program is called “second chance” and it’s not working in all prisons.

Therapeutic intervention (including drug addiction, psychological problems, &c.)

- Hospitalization for mental patients
- The prison offers treatment for mental diseases (e.g. depression, anxiety, etc.)
- Cannot cope with serious mental illnesses
- Therapeutic Methods for drug addiction
- Many prisons run a detox/addiction treatment program which leads to full detox outside prison when released.
- The participation to the program most times leads to conditional release

Problems:

- lack of psychiatric personnel
- lack of space for therapeutic intervention

2. Preparation for conditional release

Actions taken towards social reintegration:

- Leave permits after completing 1/5 of the sentence
- Behavioural and skill assessments for future use to employers and especially to unemployment agencies
- Reports of therapeutic results especially towards detox/addiction treatment (stages of participation)
- Information about agencies for legal, social and psychological advice and support, especially for foreign inmates

Final remarks:

- There is, in general, no elaborated planning towards preparation for release.
- There is no cooperation between prison services and probation services as well as private or public agencies (e.g. Epanodos)
- Overpopulation is a negative factor, which prohibits such cooperation
- There is no consistent training for prison professionals and practitioners
- There is no international approach with other European Institutions (the Greek isolation phenomenon).



The Probation system in Greece:

The Probation Service in Greece is a state service, which is part of the Department of the Penitentiary Administration of the Ministry of Justice. It has been introduced fifteen years ago by Law 1941/1991 Chapter. C, articles 15-18, G.G. A' 41/18-3-1991) but it started to operate four years ago.

Its duties are described as follows:

Support and Supervision

- a) for persons released under conditions (articles 105 of Criminal Code),
- b) for convicted persons with suspended sentences (article. 100 C.C.) and
- c) for persons convicted to offer social work (article 82 C.C.).

In the year 2006 the Presidential Degree 195/2006 (ΦΕΚ Α' 199/14-9-2006) analysed further their duties.

Probation officers after a court order must:

- a) support and supervise persons who are convicted with suspended sentences or whose punishment has been altered to social work (article 82 C.C.) or who have been released under condition (article 105 C.C.), and
- b) conduct social research to incarcerated persons awaiting trial or to persons released on condition (article 282 of Code of Criminal Procedure).

The Probation Services are under the supervision of the Prosecutor of each region. They, amongst other duties, cooperate with the Police, provide assistance to prisoners upon release and to their families, but Prison population (some statistics):

also support persons who are sentenced to community sanctions.

The Probation Service operates during the pre-sentence phase, after conviction if the sentence is suspended and after release from prison. They do not engage in inter-prison activities. Nevertheless, at the moment The Greek Probation Service is mainly occupied with the enforcement of community measures, especially community work.

A prison sentence of up to three years can be substituted by a fine (paid off) but if the convicted person cannot afford the fine then he may ask for a further substitution of his punishment: community work.

This actually is the only alternative sanction that is enforced by the Greek criminal justice system, although "Semi-liberty" and "Partial execution of punishment (semi detention)" are mentioned in the law.

The Probation Service at the moment does not provide courts with pre-sentence reports. Moreover, probation officers provide assistance and support to conditionally released prisoners and conditional suspension of the final part of the custodial sentence.

The above legal status concerns the adult population. For juveniles the probation service runs for almost 20 years and it is operating within the courts under the instructions of the Judge of Minors.



Some statistics

1) Prison population for the year 2009

1	Economic Offenders	66
2	Awaiting trial	3,218
3	Foreign population	6,078
4	Women	695
5	Adolescents	520
6	Drug Offenders (possession, sell and use)	4,937
7	Death Penalty	-
8	Life Sentence	742
9	Incarceration	
	a) From 5-10 years	2,737
	b) From 10-15 years	1,671
	c) From 15 years and up	1,109
10	Imprisonment	
	a) Up to 6 months	182
	b) From 6 months to 1 year	254
	c) From 1-2 years	309
	d) From 2-5 years	1,310
11	Total number	11,736

2) Number of inmates in types of prisons (2009)

AGRICULTURAL PRISONS	728
CORRECTIONAL INSTITUTIONS (for adolescents)	696
CLOSED PRISONS (adults convicted)	3,812
THERAPEUTIC INSTITUTIONS (hospitals and mental institutions)	403
JUDICIAL PRISONS (Pre-trial custody)	6,097
TOTAL NUMBER OF PRISONERS	11,736



EPANODOS CLIENT CASE STUDIES

Case study of Giannis:

Profile

Giannis came to EPANODOS on 24/3/2010. He completed his prison sentence in Agia Prison in Crete and he was released on 24/12/2009. He was sentenced to 14 months for bodily harm, 5 months for embezzlement and 4 months for drug possession. Prior to his imprisonment he lived in Athens and he was a sales consultant. He is divorced and he has two children, a son of 22 years and a daughter aged 19.

Needs

- Shelter
- Employment
- Substance Misuse issues
- Medical treatment (later diagnosis)

Actions

- Temporary stay in a hotel (23 days) until he sorted out his medical exams, a prerequisite for his placement to a public homeless shelter.
- Transport tickets and a phone card.
- Psychological support from the social worker of EPANODOS.
- Job counselling in EPANODOS

Referrals

- Referral to an open detox therapeutic program named DIAVASI.
- Referral to hospital for HIV and other diseases tests (including stomach ulcer, Mantoux jab, etc).
- Referral to "Onisimos" (an NGO dealing with the reintegration of ex offenders) for financial assistance.
- Placement to a shelter for the homeless
- He found a job as a cook in a tavern.

Case study of Ahmed:

Profile

Ahmed came to EPANODOS on 30/08/2010. He was born in 1984 in Afghanistan. Orphan, who spent his adolescence in Iran. He stayed there for 6 years and worked as a tailor. He came to Greece illegally in 2004 and he worked as a tailor and builder. He got arrested in 2006 and he was imprisoned in Patras Correctional Institution for 4 years for drug purchase and drug possession.

Needs

- Employment.
- Drug substance misuse.
- Psychological support.
- Legal counselling.

Actions

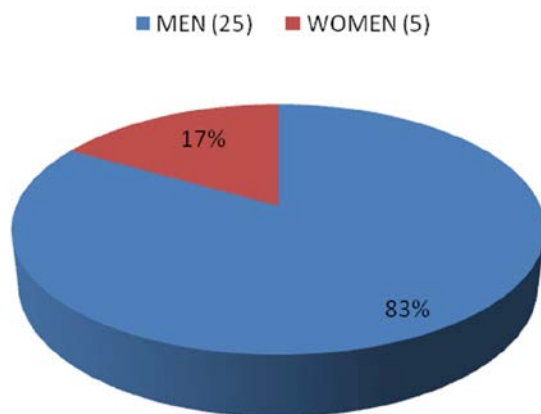
- Transport, tickets and phone cards.
- Only after 1 or 2 job counselling appointments, Ahmed managed to get a job on his own as a tailor but he did not cut his bond with EPANODOS.
- He revisited the centre seeking legal advice on how to apply for a residence permit and/or political asylum.
- He was later enlisted in the EPANODOS' educational workshop on computer training.
- After 4 months, Ahmed is still working. He followed the program throughout its duration which helped him both in terms of knowledge and job qualifications.



EVIDENCE OF GOOD PRACTICE

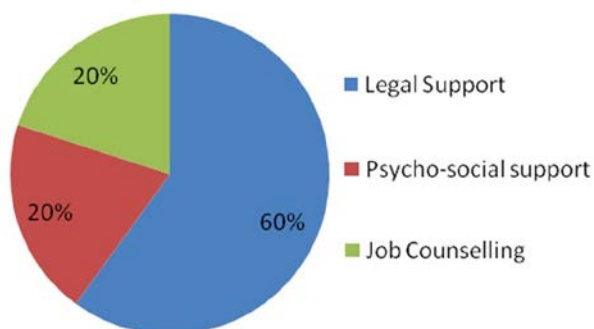
Revisiting rates (key element to the above). From June 2008 till June 2011, 503 ex-offenders have visited EPANODOS. Of this number, 30 people revisited the centre after some time and most were men (only five women revisited the centre).

Sum of people who re-visited EPANODOS



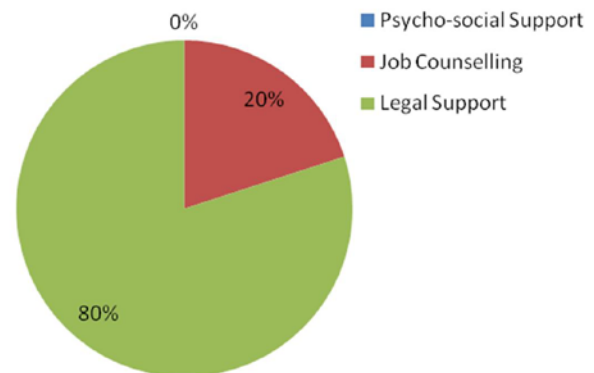
Regarding the women who revisited EPANODOS, only two re-requested the same service (legal counselling), in the course of 3 and 5 months respectively. Their common features were their age group (30-35), their family status (single mothers), their educational background (elementary school), as well as the fact that they were both foreign nationals.

Initial Request of female ex-offenders



The remaining three requested different services and belong to the same age group (50 and above), are Greek citizens, single mothers and have a different educational background. Specifically, the woman who requested legal counselling initially, returned after a month requesting job counselling, whereas the woman who initially requested job counselling came back two months later, requesting legal counselling; same as the woman who initially used the psychological counselling services and came back after five months.

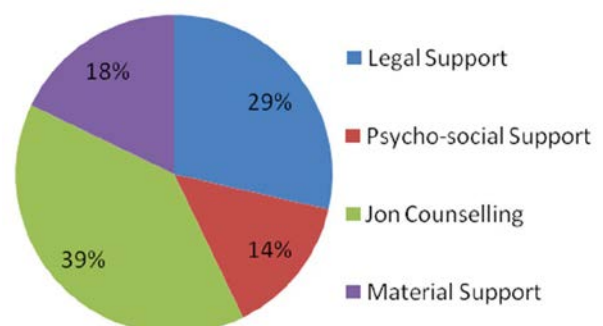
Secondary Request of female ex-offenders



Regarding the cases of men who revisited EPANODOS, approximately half were foreign nationals (14). In terms of their age groups half of them were 20-40 years old (specifically, seven people were between 20 – 30 years old and 9 people between 30 - 40 years old.), Three were between 40-50, four people were 50 plus and only two people were below 20 years old.

The majority were single (17), only five said they were divorced and three were married, whereas 10 people had children. Their educational background varies: a large percentage has only finished elementary school, followed by those who graduated high school. Only five people have university degrees, whereas two people said they were illiterate and one person was attending evening classes.

Initial Request of male ex-offenders



The biggest percentage of those revisiting EPANODOS, came back after 3-5 months and there were a few individual cases that revisited after varying lengths of time (after 1, 2 months and from 9-14 months), and it



should be stressed the unique case of an offender who phoned from the prison hospital twice in two years.

Regarding their requests in their initial and their subsequent contact with EPANODOS, four men (in both cases) requested exclusively material support (phone cards, tickets, accommodation) and from the remaining total, six people returned with a similar request as their original one: two people requesting jobs and four legal support.

In the remaining cases the following should be noted: eight people who were originally served by counselling service of occupation, social networking and information came back with different requests (two people for material support, one person who requested to join the information programme for young people 'I, too, can make it' and five people to benefit from the legal counselling service).

Three of the people who originally requested legal support came back, one for psycho-social support and the other two for occupational advice. From the three people who originally requested psycho-social support, when revisited two asked for legal support and one was referred to an occupation counsellor. It's worth mentioning the case of an ex-offender who benefited originally from all the services provided by EPANODOS and then revisited with a legal request.

The supervising process at EPANODOS

The Supervising Process (SP) of social counsellors of EPANODOS began in 2010. Only staff who provide counselling services to ex-prisoners participate in the supervising process. Staff with managerial or administrative duties do not participate in this process.

The scope of SP is to soften routine problems; to increase communication between counsellors; to improve common language among people from different professional backgrounds (e.g. psychologists, criminologists, lawyers, social workers, educators &c.); to encourage counsellors in their duties; to empower the spirit of collaboration and collectivism among the staff.

The supervisor and coordination of the SP is an external collaboration of EPANODOS, a psychiatrist, specialising in group dynamics. At the beginning there was a twice a week supervision of two hours each time. Now we run this process every two weeks.

The whole course of supervision has run in two phases. The first phase was from the beginning of

2010 and the second from September 2010 until today. In the first phase, the supervisory character of the team was not the primary interest of its members. Their main concern was the need for clarification of roles and competences, as much between themselves, but also in relation to the institution (EPANODOS). There was a constant need to remind them that the supervision was not directed towards the institution but to them, individually and globally.

In the second phase, the team had acquired, almost from the start, a level of maturity and efficiency, probably due to the acquiring of experience for over a year. The essential supervisory operation was improved considerably. The team managed to a high degree to become an interdisciplinary team that could function as "containers", absorbing the stress and pressure that the advisers accept in the performance of their duties and also able to clarify and "explain" any ambiguities resulting from their general social environment, or from their collaboration with themselves and the institution.

Here are some statements from the members of EPANODOS concerning the supervising process.

Member A. "The supervising process gives us a chance to exchange opinions."

Member B. "The experience of supervising process is very useful because it allows contact between specialists from different fields. Via the common discussion and hearing of different opinions I enriched my knowledge and learned to handle difficult incidents and situations in much better and more efficiently."

Member C. "The supervising process helped me considerably to comprehend the role of each adviser separately and thus to recognise the needs of each client. Moreover, it helped me to handle the incidents that I undertook in a more professional way, since for any problem there was the opportunity to discuss it with the Team, receiving opinions of scientists of various sectors."

Member D. "The supervising process helped me to know my colleagues and the framework of EPANODOS. It gave me the opportunity to receive information and feedback on concrete incidents and their management. It made me recognize weaknesses and good practices. After all the tension it was a relaxing time."



SECTION 3

Examples of good practice from other partners



This section describes programmes in European countries outside the Grundtvig partnership. Each primary partner chose an organisation from another European country they had worked with or had previous contact. The partners identified examples of good practice in resettlement of offenders of the following organisations: (CHF) BFW/ArJus working in Germany with young offenders, (SGT) the Hungarian Probation Service in Budapest, and (EPANODOS) the Belgian Probation Service. These accounts added to the wealth of knowledge and informed our recommendations.



CHF – THE ‘LABOUR MARKET INTEGRATION FOR YOUNG RELEASEES’ (ARJUS) PROJECT RUN BY THE FEDERATION OF GERMAN TRADE UNIONS (BFW)

CHF’s relationship with a German organization, the BFW, began when we were planning the Grundtvig Learning Partnership. We contacted them because of their specific experience of resettling young offenders. In fact this organisation was partner of the project, but this German national agency was not assessed positively it and so it did not participate in the activities. Therefore the German partner was not involved in the Grundtvig project or related activities but we hope to have other chances to work together.

The following case study describes and identifies elements of good practice integrated into the delivery services for young offenders in the Hesse Region such as:

- Placing a transition manager inside the programme penitentiary system.
- Their use of mentoring for the young offenders (during and after release).
- Their focus of integration with external networks of support agencies.
- Their continuing education and follow up for all the social workers and stakeholders.

The penal law in Germany – an overview

In previous years the penal system in Germany has been affected by two occurrences. The first was the shift of legislative power from the Federal State to the Bundeslaender.

Until 2006 the legislation in substantive criminal law (German Criminal Code, German Code of Criminal Procedure) and the Penal System Act ruling the enforcement of penalty, was a matter of the Federal State.

In the wake of the federalism reform (2001 – 2006) the Laender demanded a new division of competence to strengthen their power. Besides new provisions concerning the financial equalisation scheme the Laender had gotten the concurrent legislative powers for some legal matters. Among them now they are responsible for the penal system. That means they are

allowed to enact their own Penal System Laws; so long as they don’t the present (Federal) Penal System Act continues in force (see art. 74, 125a German Basic Law: www.gesetze-im-internet.de/englisch_gg/index.html).

The second influence resulted from the judicial system. A verdict taken by the Federal Constitutional Court in May 2006 put pressure on the Laender by imposing the legislators to enact new Youth Penal Laws. Until now an autonomous statutory basis for the enforcement of youth penalty which would do justice to the conditions of confinement had been missing.

For years this situation has been criticized. Up to now the enforcement of youth penalty based on provisions of the Youth Courts Law (YCL) and the (Federal) Penal Code as well as on some administrative rules. The YCL determines the particular consequences of criminal offence by juvenile offenders. It shall apply if a youth (14 – 18 years) or young adult (18 – 21 years) under certain conditions engages in misconduct punishable under the provisions of general law (section 1 YCL: www.gesetze-im-internet.de/englisch_jgg/index.html).

The provisions deal with youth misconduct and its consequences as well as the substantive legal consequences of youth penalty (supervisory and disciplinary measures, youth detention and youth penalty), constitution and procedure of youth courts and others. Apart from a general provision concerning purpose of executing youth penalties the YCL contains no further details about the prison regime.



The above mentioned verdict set legislation activities in motion. The Laender had to adapt the provisions for juvenile and adult Penal Law (i.e. Youth Penal System Acts [YPSA], Penal System Act and new provisions about detention while awaiting trial).

The new YPSA were an urgent matter. Seven Laender presented their own versions, nine a joint outline; in January 2008 the YPSA entered into force. They are not the result of a “competition of poorness” as critics feared (see: call for minimum standards: www.dbh-online.de/service/JStVollzG_Mindeststand_DVJJ-DBH-ADB-BAG.pdf).

Offender institutions are encouraged to take part in projects to gather experience with alternative form of enforcement; work, vocational training and education programmes have gotten great importance. Anyhow education is regarded as the principal instrument for resocialisation and for preventing recidivism. To continue prisoners’ relationship outside the walls the chance of non-confinement should be reinforced after a period of restriction. However just in this question the Laender act differently: Hesse’s policy is rather restricted (less than 10 percent non-confinement) whereas Rhineland-Palatinate and Saarland represent a less rigid policy (about 20% non-confinement). At least young offenders’ institutions are encouraged to co-operate with public and private institutions (see: Forum Strafvollzug 56 [2007], no. 2).

Regardless the differences between the Laenders’ policy and the difference between ambitious aims and reality the YPSA represent a solid basis for modern treatment and cooperation in prison. Anyway the challenges keep on a high level.

Prison population in Germany

In Germany there are 185 prisons, 16 of them for non-confinement. 69,385 prisoners (100%) have been registered, 5.4 % are women; 12,7 % are in non-confinement; 81.7 % are sentenced to imprisonment, to incapacitation or to youth penalty (all figures date from Nov. 2010).

In Hesse there are 16 prisons, 3 are specialised for juvenile offenders. 2010 there have been 5180 prisoners (100 %), 6.5 % are women, 7.4 % are in non-confinement. 79.7 % are sentenced to imprisonment, incapacitation or youth penalty (Nov. 2010). (<http://www.destatis.de/jetspeed/portal/cms/Sites/destatis/Internet/DE/Content/Publikationen/Fachveroeffentlichungen/Rechtspflege/StrafverfolgungVollzug/BestandGefangeneVerwahrte5243201109004.property=file.pdf>)

The mostly commonly committed crimes are: theft and unlawful appropriation, offences against the

person, robbery and blackmail, attacking a driver, fraud and embezzlement, drugs offences.

Transition management

According to the Laenders’ responsibility for penal system each Land has its own release planning and transition management (TM). The latter consists of different models regarding objectives and tasks, personal and financial resources, duration etc. (see: “Market oriented Integration of Training and Employment for Prisoners and Releasees” in North Rhine-Westphalia, www.mabis-net.de; “Social Competence for the Re-insertion of Prisoners” in Saarland, www.jva-sb.saarland.de/10714_10868.htm) Traditionally charities affiliated to the protestant or Catholic Church carry out the TM for adult prisoners. Their activities are restricted to a relatively short period after release, usually they don’t offer an integrated after care (concentration on accommodation, debt advisory service and support with social subsidies offices). It will be one the main tasks to consolidate TM for adult releasees.

The Laenders’ situations are different: during the last four/five years public funded projects had been charged to test innovative models. Traditionally the prison regime set the focus on differentiated treatment programmes. The social service’s capacity was absorbed by fulfilling personal development plans to the disadvantage of release planning and after care.

For a few years the attention was drawn to the time after imprisonment (Matt, Eduard: *Übergangsmanagement. Zur Konzeption einer systematischen Wiedereingliederungs-strategie von [Ex-]Strafgefangenen und Straffälligen*, in: *Neue Kriminalpolitik* 1/2010, pp.34).

The high rate of recidivism of young (male) offenders (about 70 %) was an obvious indication for politics and prison administration to consider remedies for better social integration. In the following we outline a project in Hesse and try to define some elements of good-practice.

Transition management in Hesse

It may be observed that prisoners who often arrive in a fairly desolate state (neglect of themselves, addictions, etc.) make considerable progress both in physical and psychological terms thanks to the rigidly structured daily routines. However, the progress made is at serious risk, if society cannot offer comparable structures after their release from prison (release shock). Transition managers help avoid this very risk through timely and sufficiently preparing the offenders for the reality outside.



In March 2005 the Labour Market Integration for Young Releasees (ArJuS) project run by the Vocational Advanced Training Organisation of the Federation of German Trade Unions (BFW) was launched in the Ministry of Justice/Hesse. It was an 'external' project which succeeded and was accepted by prison staff.

BFW is a charity company associated to the Federal Trade Union founded 1953. It is a leading training provider with 25 offices and about 300 educational establishments. It offers upgrading training for employees and career planning, skill development for work seeking persons, managerial knowledge for companies and preparatory courses for disadvantaged people. ArJuS is its first project in the penal system. <http://www.bfw.de/Startseite.4.0.html>

Three young offenders' institutions (two for male, one for female offenders) are involved in the project, they are responsible for all young prisoners in Hesse; the duration on average is between 12 – 14 months. The three facilities employ one professional transition manager each. So far, the ArJuS project focussed on the following areas:

First of all, the transition managers provide support during imprisonment to complement and enhance conventional release preparations. Early on, they help plan vocational careers and develop made-to-measure transition plans.

The main focus, however, is on offering support after the release from prison. The ArJuS project remains a point of contact for those released for about six months. If need be, another transition manager who is based closer to where the releasee lives may take over.

Integration efforts may be successful if there is an external network of supporting organisations. Contacts to the respective working groups, 'opt-out' municipalities, governmental labour agencies, interplant training centres, providers of (advanced) vocational training, co-operations with Chambers and probation service centres proved to be particularly valuable.

Another focus is accumulating and passing on specific knowledge on the frequently changing regulatory framework and areas of responsibility and their direct impact on the day-to-day work with recently released persons (Klein, Lutz: *Weilbacher; Lutwin: Zielgruppenorientiertes Übergangsmanagement im hessischen Justizvollzug*, in: Forum Strafvollzug 58 (2009), H. 2, S. 67-71).

Mentoring

The need for individual after care all over Hesse exceeds the capacity of the transition managers therefore ArJuS implemented a mentoring programme on an honorary basis. This programme is an outstanding feature of youth offender TM. In 2005 a first group was prepared for their job during a series of workshops. One result of the workshops was e.g. a flow chart detailing how to integrate the mentors into the youth prisons. Organisationally, the mentoring project is part of the *Verein Holzstraße e.V. Workshops* are held every six months to give new mentors the opportunity to familiarise themselves with their future jobs.

The mentors' main focus is to accompany the re-entry into the education system and/or a vocational training. At the time about 30 mentors are involved. In some cases the support runs over a period of two or three years.

The *Foerderverein* founded 2004, is registered as a charity in Wiesbaden. Actually it has 18 members. The objective is to promote and organize education offers to male juvenile prisoners in the prison Wiesbaden. Since 2005 the *Foerderverein* is partner of the ArJuS-project. It is responsible for organizing workshops for the mentors.

From 2007-10 it carried out a project *Theatre in Prison – Detainees against Right Wing Extremism*. The *Foerderverein* is member of a network of supporting organizations in education, labour market and social affairs due to the transition management concept. www.foerderverein-jva-holzstrasse.de

Results

Some figures demonstrate ArJuS' efforts. ArJuS selected results between 2005 and 2009 in three young offenders' institutions in Hesse (because of change in project design 2010 subsequent results were not reported).

Activities	Number of clients
Assignment of prisoners to ArJuS by social service	847
Release planning and after care: single case consultancy	575
Releasees with continuous after care	100
Releasees accompanied by mentors	44
Registered cases of assignment to jobs, vocational training, preparatory classes	185

The above mentioned TM project finished 2010; this is usual for a project. At the same time the Ministry changed the TM concept. In order to realize the new



Youth Penal System Act/Hesse some social workers had been charged with TM. This implies a shift from an external organisation to an internal work base.

Whereas ArJuS both had a certain distance to prison structures and relative autonomy regarding networking, the new concept of TM has to be accepted by the social services. At the moment there is no assessment of the TM's effectiveness. Some doubts are justified about a successful transfer of tested procedures and integrated objectives to an internal TM-model.

Elements of good practice

There are some elements which can be identified as good practice. We mention the following points with regard to our experience with ArJuS:

- Acceptance of TM as a substantive task of the prison system (this point seems not always as clear as it should be)
- Defining the different roles of prison staff (i.e. social workers) and transition managers
- Defining a detailed procedure to communicate the clients' needs (flow chart and check lists)
- Agreement about the coverage and intensity of TM-activities
- Continuing education and follow up-workshops for stakeholders (social workers, mentors, managers) with internal/externals experts (important for reflecting experiences, communication with other professionals, strategy planning etc)
- Adequate resources, release planning, accompanying of clients after release to appointments etc., conflict solving and networking (this point becomes crucially if TM is a part-time job)
- Mentoring as an instrument for long-term accompany (based on a trustful mentor-client-relationship; the duration of mentoring can be prolonged according to the needs)



SGT – THE HUNGARIAN PROBATION SERVICE

The relationship between St Giles Trust and the Hungarian Probation Service began in 2004 when a group from Hungary visited our centre in London. They were particularly interested in our ‘Through The Gates’ service and some of them spent a day shadowing our ex-offender workers, meeting offenders at the gate, accompanying them to the Benefits Office, the Homeless Persons’ Unit and so-on. They found this an enlightening experience and were keen to replicate some of the practice they saw in the UK into their work back in Hungary.

We then worked closely with the Probation workers in Budapest between 2005–07 on an Equal Programme developing a pan-European *Through The Gates* model to support offenders into employment.

We are now working closely with our Hungarian partners on the MOMIE (*Models of Mentoring for Inclusion and Employment*) project. St Giles Trust have trained and advised Hungarian based Probation Officers in Peer Mentoring.

They are developing peer mentoring programmes with their Roma Clients and offenders pre and post release. This project has involved several visits including one to a Roma village outside Budapest and a Young Offenders Institute as well as their main prison.

The visits and working closely with our Hungarian partners have been inspiring and a positive and productive relationship has developed.

The following examples describe and identify elements of good practice integrated into the delivery of services for offenders in Hungary such as:

- Their aftercare process.
- Their use of restorative justice.
- How they implement family case conferencing with offenders

The process of implementation of aftercare in Hungary:

Phase of offender support:

The governor of the penal institution and the director of the reformatory institution inform the county (capital) probation office with competent jurisdiction for offenders at least six months before the estimated date of release on parole and at least two months before the estimated date of release from reformatory institution.



Probation officers from county (capital) probation office with competent jurisdiction deliver treatments to groups of offenders and interview them to achieve after-care aims.



Upon request of the probation officer carrying out the offender support, the county (capital) probation office with jurisdiction for ensuring the offender co-operates in after-care. (Social inquiry report, providing data, information especially in relation to education, finding employment and rebuilding family relationships.)



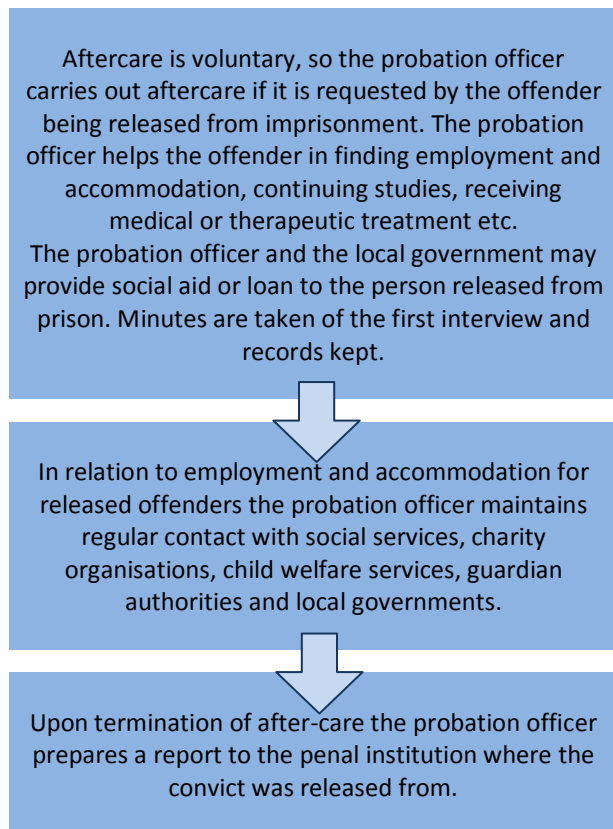
The probation officer enlists co-operation of social services, charity organizations in solving problems of accommodation and finding employment.



The probation officer makes recommendations for preparing probation supervision of the offender to the penal institution based on findings of offender support enquiry.



Aftercare phase:



Use of Restorative Justice by the Hungarian Probation Service:

The following example demonstrates the potential role of restorative meetings in reintegration through the case of an ex-prisoner. Example provided by Dr. Sarolta Horváth, Facilitator, Probation Office.

As the Hungarian representative of restorative practices developed by the International Institute for Restorative Practices (IIRP) the Community Service Hungary Foundation has participated in the reintegration efforts in prisons several times through training probation officers and providing support to newly-released prisoners. I came into contact with Balassagyarmat prison and its governor when I participated as a guest at a group session of the Hungarian Crime Prevention and Prison Mission Foundation (the Sycamore Tree Programme, or in Hungarian, the so-called 'Zaccheus Programme'). The governor and I started to think about how restorative practices could be applied to prisoners who had spent a long time in prison before their release.

The Community Service Hungary Foundation (KÖSZ Foundation) offers training programmes on this restorative model; more information on conferencing is available at their [website](#).

A lucky coincidence:

The start of our cooperation and the selection of the ex-prisoner to be involved in the programme were affected by the following factors. First, in the framework of the Zaccheus programme prisoners worked in groups on issues related to their crimes and explored ways to repair the relationships they damaged. Among other things it resulted in a change in their attitudes. Some of the participants became aware of their responsibility for what they had done, which motivated them to make it right in one way or another and earn the forgiveness of their victims.

Based on the feedback provided by the participants, the programme established a bottom-up approach by making the prisoners want to reintegrate and repair the damage they had done.

Second, even though community work in the facility was available for the prisoners as a symbolic way of compensation, there was still a lot to do in terms of the opportunities to make contact with the victims, and to get rid of their stigma by making direct reparation.

Third, the management of the facility found it important to support processes that help prisoners regain control over their lives in a way that allows them to avoid reoffending and that is acceptable for the family or community they damaged.

When we met the prison governor suggested that we should work with a particular prisoner who demonstrated spectacular improvement and who, unlike most of the other long-term prisoners, had been able to maintain contact with his family members, who wrote him letters and visited him on a regular basis.

Both the governor and the department manager found it important to reward the prisoner, who had been convicted for murder, for his improvement by supporting him, and they were willing to identify the conditions and factors that might jeopardise his reintegration after his release. They believed that it would be beneficial for both the prisoner and his family to have an opportunity before his release to plan their future together, to discuss the upcoming issues, or simply experience what it feels like being together again, which might increase the prisoner's chance of successfully re-integrating after spending 12–13 years in prison.

Based on the collected information, it seemed obvious that, even though the intervention would require more time, effort and human resources than any previous programme, due to the nature of the crime it might effectively include restitution and the reparation of relationships, as well as identifying needs and resources. The cooperative attitude of the prison



management and the favourable conditions (including my positive experience with family group conferencing) encouraged me to launch the pilot programme and try out a combination of restorative practices and activities facilitating re-integration. A wide range of interventions were apparently needed in the given case to align probation work done in the prison, follow-up, family support, victim support, and community service.

A case study:

Family group conferencing in the case of an offender released after long-term imprisonment.

At the beginning of the conference all participants introduced themselves. Mr E did not even remember many of the 40 or so people present, and was able to identify them only by their degree of kinship. Some were even born after he had been imprisoned. Everyone seemed to honestly care about Mr E. Surprisingly, despite the presence of so many people, including children, the conference went on smoothly. People listened carefully without interrupting each other, and did not talk to each other while someone was speaking.

Background:

Mr E was last seen by his family members 13 years ago, handcuffed and sitting in a police car. They did not understand the situation, as he had never done anything more serious than occasional excessive drinking and quarrelling with his partner. It soon turned out that a man, probably the lover of his brother's wife, had been killed in Mr E's brother's house. As the victim lived in the neighbouring village, hardly anybody knew him. The woman, her son and Mr E were in the house when the incident happened. Mr E was there because he had been quarrelling with his partner, who had left him and their 2-year-old child alone for a longer period to drink with her friends. Mr E initially blamed his brother's son, claiming that he had killed the man and conspired with his mother to frame Mr E and his partner for making him upset and leave that day.

While in prison, he made several attempts to contact his relatives, but his letters remained unanswered. In the beginning, he received a few letters from the wife of one of his nephews with photos of his growing son, but that was all. In the last period of his time in prison, encouraged by his cellmate, he even contacted the public guardianship authority, requesting to see his son, but the authority authorised only written correspondence. He therefore wrote to his son, but no reply came.

I also tried to contact his siblings via mail, suggesting that we should try to discuss Mr E's future together before his release. Two of his brothers turned out to

have died. Four must have been alive, as the letters were delivered. However, I received no reply. The son of one of his sisters who lived in another village contacted me, indicating that they were prepared to accommodate Mr E after his release but they were not too enthusiastic about the idea of a meeting. In response to this news, Mr E said that he was not willing to go to his sister's, because her husband was an alcoholic. The only option left for him was to stay in Budapest at a homeless shelter.

Mr E learned to write and completed the first four elementary grades in prison. One of his teachers started to support him, probably because she believed that Mr E was more respectful and more in need of support than others. It seemed that the only person Mr E could turn to in the outside world after his release would be this retired teacher.

After release he moved to a homeless shelter. He was suffering from vascular stenosis, so that for a time it seemed that he might lose his leg. Finally he did not, but he had not been able to work until he recovered from his operation. However, given the 13 years he had spent in prison, the four grades he had completed, his Roma origin and poor health, his chances of finding a job were not good anyway. He applied for a job in an assembly plant. He had been told that a test would take place at the selection interview, so we tried to complete IQ tests together. He was able to read the questions with some difficulty but to understand their meaning was apparently beyond his capability. Yet, when I read out the questions, he gave perfect answers. However, at the selection interview he would not have anybody to read out the questions for him. After each failure (and there were plenty of them, nearly every day), he started to think about going back to his home village. Maybe his brothers would receive him back, even though they had not replied to his letters. But then he thought of the cons: There was his ex-partner, with whom he was so angry that there was a chance that he might hurt her. His brother's son would also be released soon, representing another potential conflict. And his brothers would have certainly written to him if they wanted to see him back home. The retired teacher also encouraged him to stay in Budapest, and she is someone who helped him a lot and whom he really listens to.

We agreed that we would still try to organise a family group conference to discuss the problems together with family members and other stakeholders.

Preparation:

Mr E's home village in Baranya County offered a depressing spectacle to the visitor: battered, neglected houses, dirt roads, weeds everywhere, scores of women and children on the streets, but no men. First we tried to find Mr E's birth place. The building was in



such a bad condition and overgrown by vegetation that it was hard to notice. Mr E's sister, Anna, lived nearest to the house. She lived with her children and grandchildren in a house that was relatively large and in good condition compared to other buildings in the village. We were welcomed into her home. She said that they had expected Mr E after his release, and had been worried ever since about where he could be. She indicated that unfortunately they could not accommodate Mr E in the already crowded house, but they would be happy to see him and talk to him. As it turned out later Anna was afraid of Mr E because of what he had done, thinking that he might do it again (i.e. kill someone). She would not feel safe having him around in their home.

Afterwards we visited Mr E's oldest sister, who also lived nearby. She lived in a small, battered building with a disabled girl. She was apparently in very poor physical condition. She was skinny and had difficulty standing and walking. Seeing her I understood why she had not replied to Mr E's letter. She cheered up when I mentioned Mr E. She said she would be happy to see him, but she was not in a condition to help decide where Mr E should live.

A third sister, Mária, lived in the village too. She lived in a slightly messy house of moderate size. She lived with her children and grandchildren. Without hesitation she said that Mr E should live with them. She did not seem to share Anna's concerns. Even when we talked about the crime and its consequences, her only concern seemed to be that Mr E was her brother and she was supposed to help him, irrespective of their being short of space and money.

We then went to see Mr E's ex-partner and his son. On our way, we were stopped by a woman. It turned out that she was the one who had sent letters and photos to the prison. She could hardly wait to see Mr E. She said she had written a letter to Mr E on the week before his release to inform him that they were expecting him, but the letter came back, as the man had already been released. They had been worried about Mr E ever since.

We found Mr E's ex-partner. She had a new relationship and had given birth to four children since then. She was frustrated and aggressive, and used foul language. She refused to allow the child to keep in touch with his father, "that criminal." She complained that Mr E failed to pay maintenance in the last 13 years. "If he gives me the money, I will let him see his son." She did not care at all about what might happen to Mr E, neither did she want to attend the conference. She said she would report it to the police if she saw Mr E near their house. In time she calmed down a little and let us talk to the boy. Mr E's son was a low voiced adolescent who seemed much younger than his age. In

front of his mother he said he did not care about his father. We told him that all his father wanted was to have one and a half hours with him and present his version of the story. We asked him to reconsider his views, and promised to inform him about the conference, so that he could come if he decided to.

After that we went to the village where Mr E's other sister, Rozi, lived. Her son was the one who had called me earlier to indicate that they would be happy to accommodate Mr E. This village was completely different from the other one. The houses and gardens were tidy and well-maintained. In every direction we saw community service workers on the streets. Only on the outskirts of the village did we see a couple of houses suggesting a poorer background. Rozi and her family lived in one of these buildings. They said they did not understand why Mr E had decided not to move to their home when he was released. They said they certainly wanted to attend the meeting and that they could arrange their travel to Mr E's home village.

A few days later we contacted the family service officer, who promised to make his office available for the conference. Besides, he could represent both the city council and the children's service. He said he would talk about the available social support and community work options. Being the family's supporting officer, he was familiar with Mr E's son's circumstances. He did not think that an officer from the public guardianship authority should be involved, not to mention that it was unlikely that the officer, based in a relatively distant small town, would travel to the village for the conference.

The retired teacher and her husband, who continued to support Mr E in Budapest, also indicated that they would join us. In the meantime, Mr E started work as a cleaner in the block where the teacher lived. He was paid 28,000 HUF per month for working 3x4 hours a week. The monthly rent at the shelter was 7,200 HUF. The money left in his pocket after paying his costs and the food received from the teacher were enough to cover Mr E's basic needs, at least for the time being.

The Conference:

On the day before the conference we called all participants to remind them about the event. All of them indicated that they could attend the meeting. When we arrived, we went to Anna's house where the relatives were gathering, then they came together to the venue of the conference. By the time the invitees started to show up, my colleague and I had already arranged the room. In the meantime we found out that Mr E's brother and his family who lived in the nearby village could not come: because it was the end of the month, they had run out of money, and they could not borrow from anyone. To our great surprise, people we had never seen or talked to also showed up



for the conference. We had to rearrange the benches and chairs in the room several times so that everyone could sit down. The room was already full of people when Mr E arrived. He was taken by surprise and deeply moved by the number of attendees.

At the beginning of the conference all participants introduced themselves. Mr E did not even remember many of the 40 or so people present, and was able to identify them only by their degree of kinship. Some were even born after he had been imprisoned. Everyone seemed to honestly care about Mr E. Surprisingly, despite the presence of so many people, including children, the conference went on smoothly. People listened carefully without interrupting each other, and did not talk to each other while someone was speaking.

As the coordinator of the case, I shared with the participants that Mr E had difficulty deciding where he should settle down: whether he should stay at the shelter in Budapest, or move to this village, or go to the village where his other sister lives. As there are many pros and cons to all solutions, we should think the question over together and help Mr E decide. Everyone shared their opinion on the issue.

The comments brought up further questions:

- Should he decide to stay in the village, who will share their homes with him?
- How would he make a living, what job opportunities are available in the area?
- What are the risk factors of his staying in the village, including: his relationship with his ex-partner; his relationship with his brother's son; other conflicts e.g. drinking.

It slowly became clear that there were more arguments for Budapest than for any of the alternative solutions, even though the relatives expressed a strong desire to strengthen family ties. The family requested that Mr E stay for a few days with them, so that he could get to know his relatives who had been born or grown up since his imprisonment, and talk about what had happened in the past 13 years.

For this reason, the second part of the conference focused on the details of Mr E's stay in the village. Among other things, it had to be determined how long he would stay for, also taking into consideration that after eight days he would lose his place at the shelter. Another problem was that his stay meant one week off work for him, meaning a loss of about the 7,200 HUF monthly rent of his place at the shelter. We also had to find out if his employer, the retired teacher's husband, could make do without him for a week. A major question was whether his temporary stay would jeopardise his only source of income and the support he received from the elderly couple.

Another obstacle was that he had no money, so someone would have to pay for his ticket back to Budapest. Who could help him out and how? Who would help him return to Budapest in time? As I observed some rivalry, jealousy and minor conflicts between the relatives, I found it important to plan exactly where he would sleep and who would take care of him during his stay. He also wanted to see his sibling who lived in the other village.

Other issues we had to consider included:

- Who could help him get there?
- How could it be ensured that he would not get into conflict with his ex-partner during his one-week stay?
- Would he have a chance to meet his son?
- If he did, how could the potential conflict with his ex-partner be avoided?
- Who could help him in this regard?

Resolutions:

First of all, Mr E talked to the teacher on the phone. As soon as the teacher approved his one-week absence, we left the family so that they could discuss all the details on their own. They prepared a schedule for Mr E's accommodation. They agreed to share the expenses of his travel back and his monthly shelter fee. Based on their benefits and allowances, they calculated when the required sum would be available. One of Mr E's nephews, Zoltán, prepared a detailed list of the contribution each relative offered for this purpose.

They agreed that, instead of contributing to the expenses, Anna would carry her brother by car to Szentlőrinc, from where he could continue his travel by train. Anna also undertook to drive him to the other village so that he could see his other sibling.

Regarding his meeting his son, it turned out that the child of one of his cousins went to the same school as Mr E's son, and they had a good relationship. The child promised that he would try to talk with Mr E's son about his father, and would propose that he see his father at their place after school one day.

A relative was entrusted with the task of making sure that Mr E would not visit his ex-partner, and they agreed that everyone would try to prevent any verbal or physical conflict between them, should they meet accidentally.

All relatives signed the agreement, and we informed the teacher about the outcome of the conference by telephone. We returned to Budapest, and were eager to see whether he would return on time, as agreed.

He did. He was given somewhat less money than



agreed, but his relatives provided him with food and also contributed to his monthly shelter fee. We learned that he could not meet his son, as the boy went to school in Barcs and only spent the weekend at home, which did not give the family enough time to convince him to meet his father. Mr E accidentally met his ex-partner, but the encounter did not end up in a clash.

He visited all his relatives, and got to know all of them. He was assured that he had supporters, people who liked him, who he could rely on, who cared about him. Yet, he came to the conclusion that he would be better off in Budapest than at home. He therefore decided to stay in the capital and find a decent job that pays well enough to cover his travel to the village once in while.

Later I talked to Anna over the phone, and she told me that since the week that Mr E spent with his family she had not been afraid of him, and could trust him again.

Dr. Sarolta Horváth

Facilitator, probation officer

Source: 'Resolution of conflicts involving prisoners' - Handbook on the applicability of mediation and restorative justice in prisons (MEREPS)

This case study and the flowchart provided by our Hungarian partners encapsulate good practice in the resettlement of offenders and demonstrate the value of restorative justice in the rehabilitation process.



EPANODOS: ESTABLISHING LINKS WITH THE PRISON SERVICE IN BELGIUM

As EPANODOS is newly-established and has not closely collaborated so far with another major European organization besides the CEP (Centre for European Probation). Nevertheless, EPANODOS' staff members have extensive experience in working with European organizations. In particular, the relationship between John Farsedakis (member of EPANODOS) and the Belgian prison system begun in 2007 while he was working as a probation officer for juveniles in the municipality of Molenbeek in Brussels.

There was constant cooperation between De Rode Antraciet NGO and the Probation Service in Molenbeek in many projects involving sportive, educational, cultural and community forming initiatives for prisoners and with prisoners. This collaboration provided some very useful insight and data regarding the Criminal Justice System of Belgium.

Belgian Criminal Justice overview

Belgium has a civil law system; however, it has been influenced by English constitutional theory in that it permits judicial review of legislative acts. The five courts of appeal are located in Antwerp, Brussels, Ghent, Liege and Mons. Cases, both criminal and civil, are referred to the Courts of Appeal by the Courts of Assize, where 12 jurors decide all cases by majority vote. The Constitution provides for an independent judiciary, and the Government generally respects this provision in practice.

The judicial system is organized according to specialization and territorial jurisdiction, with 5 territorial levels: Canton (225), District (27), Provinces and Brussels (11), Courts of Appeal (5), and the Cour de Cassation, which is the highest appeals court. The *Cour de Cassation* or Supreme Court of Justice is at the top of the judicial hierarchy. Judges are appointed to the *Cour de Cassation* for life by the monarch. Military tribunals try military personnel for common law as well as military crimes. All military tribunals consist of four military officers and a civilian judge. At the appellate level, the civilian judge presides; a military officer presides at trial. The accused has the right of appeal to a higher military court. Each judicial district has a Labour Court, which deals with litigation between employers and employees regarding wages, notice, competition clauses, and social security

benefits. There is also a magistrate in each district to monitor cases involving religious groups. The law provides for the right to a fair trial, and an independent judiciary generally enforces this right. Charges are stated clearly and formally, and there is a presumption of innocence. All defendants have the right to be present, to have counsel (at public expense if needed), to confront witnesses, to present evidence, and to appeal. In June 2000, Parliament passed legislation creating a federal prosecutor's office. The new office was to be phased in gradually and will be responsible for prosecuting crimes against the security of the state, and for crimes involving nuclear material, human trafficking, arms trafficking, human rights violations, and terrorism. Such crimes previously fell under the less coordinated jurisdiction of several different national prosecuting magistrates. As part of an ongoing program of judicial reform, the Government's summary trial act became effective in 2000. This act, which covers crimes punishable by 1 to 10 years' imprisonment, allows a prosecutor to issue an arrest warrant for the immediate appearance in court of an offender caught in the act of allegedly committing a crime. The warrant expires after seven days, and the court must render its verdict within 5 days of the initial hearing.

Corrections

Although imprisonment is supposed to be only a last resort, it functions as a central feature of correctional policy. Pre-trial detention can be imposed for any offense, and prison sentences can be imposed for petty offenses, misdemeanours, and felonies. Preventive detention is permitted for mentally ill offenders, habitual offenders, vagrants, and others. Belgium has a central administration and 33 prisons that include open, half-open, and closed institutions



and prisons for mentally ill offenders. The prison population in some prisons is overcrowded. Correction management focuses mainly on security and order rather than on rehabilitation, and prisoners have few rights. Current reform proposals focus on relieving overcrowding and increasing prisoners' rights. Prison conditions vary: Newly build prisons generally meet international standards, while some older facilities nearly meet international standards despite their Spartan physical conditions and limited resources. Overcrowding is a problem: In August the prison system, which is designed to hold 7,500 prisoners, held approximately 8,600. Due to the lack of space in specialized centres, juveniles may be held up to 15 days in adult prisons.

The Government does not hold convicted criminals and pre-trial detainees in separate facilities. Men and women are held separately. Families are allowed to visit prisoners without supervision. Some prisoners, reaching the end of their sentence, are kept in remand at home under electronic surveillance. The Government permits visits by independent human rights monitors, and such visits took place. In Belgium, prison inmates must be searched upon intake. Those with sentences exceeding 3 months must wear a prison uniform while inmates with lesser sentences can usually wear their own clothes.

Prison rules govern the inmates' personal hygiene, medical treatment, meals, searches, inmate recreation, and commissary services. Inmates who violate the prison's regulations may have workshop, library, visiting, and correspondence privileges suspended. However, to avoid harming the inmate's relationship with his family, authorities may invoke the latter two punishments only when the violation has occurred during such a visit or an exchange of correspondence.

Confinement to isolation cells may be ordered only as a last resort and may not exceed nine consecutive days. Only the warden can authorize the use of handcuffs and straitjackets for prisoners who present a physical danger to themselves or others. Current issues that confront the Belgian correctional system relate to alternative sanctions, parole, mentally deranged offenders, and juveniles.

Who decides and who has access during incarceration

Direction Gestion de la Détention [DGD] du Ministère de la Justice [SCI]

Leave Permits

- 16 hours maximum for health issues or personal interests (2 years before the conditional release)

- Up to 36 hours every 3 months (1 year before the conditional release)

Suspension

- 3 months maximum (for family reasons or very important health issues)

Tribunal d'Application des Peines (TAP)

Conditional release

- 1/3 of the sentence (or 10 years for life sentence) or 2/3 for recidivists (16 years for life sentence)

Electronic monitoring

- 6 months before the conditional release if the sentence is less than 3 years

Semi liberty

- 6 months before the conditional release if the sentence is less than 3 years (only for educational or working reasons)
- Temporary release

For exportation

For acts with less than 3 years of prison Belgium has a federal constitution and activities are generally organised at regional level. The Belgian national focal point collates information from four sub-focal points, one each in the Flemish-, French- and German- speaking communities and one in Brussels (the capital region).

In general, social reintegration is considered to be an integral part of addiction treatment. Furthermore, several interventions are available to anyone, and not specifically (e.g. for drug users). Hence, it is difficult to map social reintegration interventions separately. Outlined below are interventions with aspects of social reintegration, whether in housing, education or employment, which are also available to drug users in Flanders and in the French and German speaking communities.

Flemish community

In Flanders, social reintegration interventions include:

- sheltered housing/accommodation (*beschut of begeleid wonen*);
- guidance in finding employment;
- social workplaces;
- education guidance;
- support and guidance upon leaving prison;
- support to drug users and their families;
- debts advice (*schuldbeheer*) and loan advice (*loonbeheer*); and
- case management.

Another project is the development of an integrated addiction treatment system in the province of East-Flanders. It is generally agreed that there is a gap in the provision of aftercare.



French- and German-speaking communities

Aftercare and/or social and professional reintegration interventions take place in various facilities. Aftercare may consist of individual follow-up at a centre or may come in the form of group work and mutual support within a department. Specific departments include 'habitations protégées' (sheltered housing). Reintegration occurs with the help of social workers, who handle the administrative tasks related to seeking jobs and accommodation. They also offer assistance with straightening out the patient's administrative situation. A number of people prepare ex-convicts for their release from prison and help them carry out the necessary administrative tasks. For people who have been institutionalised for a long period of time, aftercare is offered through 'habitations protégées' (sheltered housing). Support and psychiatric care are also provided. This type of aftercare is provided by SIAJeF (Liège). Other institutions (Odyssée or the CHU, in Liège) also provide assistance with social reintegration, specifically through sheltered accommodation.

Who has access after release?

To access CPAS (Social Welfare) you:

- Have to be Belgian
- Have to be at least 18 years old
- Have to live in Belgium
- Have to prove no other means of subsistence
- Must be willing to work

ONEM (Unemployment Service)

Firstly we must notice that if a prisoner had a right to unemployment funding before prison he/she still has it after release. You have access to an unemployment funding if you are registered to an educational program (ADEPPI language courses, FAFEP cultural activities and E.A.D. distance learning) or by working inside the prison.

After passing from the local regional agencies (ONEM and CPAS) you can use the services of NGOs such as:

- APRES ASBL (who provides several services concerning educational and job issues in the Brussels regional area)
- *De Rode Antraciet* is a partner organization of the 'Flemish Strategic Plan for prisoners' and is supported by the Flemish Minister of Sport, of Culture and of Well being.
- *Fédération des Maisons Médicales et Collectifs de Santé Francophone* (F.M.M.C.S.F.) (providing health care services)
- *AA Alcooliques Anonymes* (helping in alcohol or drug issues)

- A.L.E. - *Agence pour l'Emploi Bruxelles-Centre* (providing jobs)

APRES: *Apprentissage Professionnel, Réinsertion Economique et Sociale*

The purpose of the APRES, *Apprentissage Professionnel, Réinsertion Economique et Sociale* (Professional Training, Economic and Social Reintegration), is to help prisoners or ex prisoners, to define and specify their project of socio-professional reintegration. People close to the release or already released, originating in Brussels or eager to settle there, are seen by psychologist or sociologist outside or inside the prisons.

APRES collaborates with other organizations within the framework of many partnerships. Moreover, since January 2006, the APRES is approved by the French Community as a second S.A.D.: *Service d'Aide aux Détenus* (Service of Assistance to the Detainees) for the district of Brussels II with the prison of Ittre. Within this particular framework APRES, assisted French-speaking prisoners (of Brussels and Walloon) imprisoned in Ittre, in their social steps throughout their detention.

APRES publish various booklets such as the "Guide of the Prisoner".

De Rode Antraciet

De Rode Antraciet is a non-profit organization, which provides sportive and socio-cultural participation within the prison sector in Flanders and Brussels. De Rode Antraciet is a partner organization of the 'Flemish Strategic Plan for prisoners' and is supported by the Flemish Minister of Sport, of Culture and of Wellbeing. Its work is respectively based on the 'Sports for All' and 'Socio-Cultural' methodologies.

De Rode Antraciet develops sportive, educational, cultural and community forming initiatives for prisoners and with prisoners, considering their direct social environment and the penitentiary surroundings. De Rode Antraciet emphasizes the importance of cooperation between individuals, organizations and governments.

Personal growth, connection, reactivation and social inclusion are aiming at one hand to own specialization and at the other hand to a constructive cooperation with sportive and socio-cultural partners from outside the walls.

SECTION 4

Recommendations



The following recommendations and guidelines for good practice in delivery of resettlement services for offenders were identified by the whole group following analysis of the data collected for this report and direct visits to and interactions with stakeholders and clients in our three organisations.



RECOMMENDATIONS AND GUIDELINES

1. **The successful resettlement of (ex)-offenders requires a case management approach** from arrest, through the period of imprisonment, to the time of release and beyond.
2. **Put offenders and ex-offenders at the heart of resettlement work by creating “Peer Advisors”.**
3. **Implement a peer led “Through The Gates” service with ex-offenders**, or offenders released on supervision licence, meeting prisoners on the day of release at the prison gate and supporting them post release.
4. **Attention must also be given to other aspects of the lives of (ex)-offenders** (housing, families and the care of the children) supporting them towards full inclusion and active citizenship.
5. **Developing training and educational programmes to increase the offenders’ employability, with an appropriate individual resettlement plan.**
6. **Developing social enterprises within prisons to increase employability, and self-esteem and create opportunities** for more successful integration into the community on release. These programmes also maximise the continuity of pre-custodial life and promote active citizenship.
7. **Integrating emotional and psychological support** into generic training for young offenders or those most at risk of offending.
8. **Increase the use of Restorative Justice.**
9. **To reinforce the role of supervision**, continuing education and follow up-workshops for stakeholders and staff involved (social workers, mentors, managers) with internal/externals experts (important for reflecting experiences, communication with other professionals, strategy planning &c.).
10. **To support and encourage consistent networking between public and private organizations that work towards offenders’ resettlement.** In fact the vertical system of delivering and of accountability in prison services and other public and private agencies represent a barrier to address.
11. **Recognition of the importance of multi-agency working** and further development of this model to deliver multi-disciplinary case meetings and case management.
12. **To gain the support for the project of the major social private organizations that work in resettlement**, in order to acquire expertise and maximize the resources. Partnership approaches to resettlement should be further encouraged.
13. **To encourage evaluation processes examining outcomes for both clients and staff.**



SECTION 5

Looking to the future



Our plans and hopes for the work going forward...



LOOKING TO THE FUTURE

The following are some ideas which we discussed that we think could improve resettlement practice for all organisations:

- It is important to involve service user staff/offenders and ex-offenders, either in an unpaid or paid capacity and offer them the chance of to gain a recognised qualification and a paid role within your organisation: “we believe that those with firsthand experience of disadvantage are the best people to help others...”
- Embed objective evaluation processes into all organisational activities to ensure continued feedback and implementation of good practice and delivery of the best possible service for our client groups.
- Make good use of supervision to ensure that staff are delivering effective interventions for clients.
- It is invaluable for organisations from different countries and cultures to have opportunities to meet, share good practice and continue to learn from each other.
- Develop greater integration and joint working between different sectors – voluntary, private and public for the transference of skills, knowledge and resources.
- Going forward it is increasingly important for Voluntary and Community organisations to promote and publicise their work to increase recognition and credibility in the market place. Traditionally “selling” themselves” isn’t something that this sector does well but they (we!) need to, especially given today’s harsh economic climate.
- We need to always be open to constantly learning from our client groups and be always aware of current issues affecting them. This is key to developing new and effective services.

For any further thoughts, suggestions or future plans please contact us at:

Casa Di Carita (CHF): www.casadicarita.org

St Giles Trust: www.stgilestrust.org.uk

EPANODOS: www.epanodos.org.gr



SECTION 6

Conclusion



Some final thoughts...



CONCLUSION

This research report is a product of two years' collaborative work between three voluntary (not-for-profit) organisations working with offenders in very different environments in Athens, Turin and London. The key focus of our work is the successful resettlement of offenders back into their communities and the reduction of re-offending, thereby creating safer societies and supporting more positive and productive life choices for our clients. The research report highlights the very different, but no less effective ways, in which our three organisations work, each has its own unique approach and focus.

In this report we have addressed the core aims of the whole programme by comparing each partner organisation's experiences, practices and methodologies. We have analysed the effectiveness of our interventions through external evaluations, case studies, examination of outcomes and feedback from clients and staff.

In order to broaden the scope of the research we included three other studies of organisations not directly involved in this project but with whom we had all previously worked. We then used the research data collected to identify good practice from across Europe, including Greece, Italy, Hungary, Germany, Belgium

and UK and made recommendations to develop the successful delivery of resettlement services.

We collected both qualitative and quantitative data, such as client case studies and reducing reoffending statistics, and at our 4th mobility in London we analysed this data to produce good practice guidelines and suggestions for future activities. In doing so we also addressed our fundamental research questions.

We hope that going forward this report will be viewed and used by organisations across Europe to aid their delivery of resettlement services and improve practice in this field.



SECTION 7

References



There are links to websites and specific references throughout this report and here are some final ones that provided useful information.



ITALIAN REFERENCES

List of the main sites dealing with sentence execution at national and local level:

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<http://www.cep-probation.org/>

<http://www.prisonobservatory.org/>

<http://www.ristretti.it>

<http://www.diritto.it>

<http://www.altrodiritto.unifi.it>

<http://www.leduecittà.it>

<http://www.polizia-penitenziaria.it>

<http://www.associazioneantigone.it/>

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https://e-justice.europa.eu/content_judicial_systems_in_member_states-16-be-en.do?member=1

European Justice, Judicial System in Belgium

http://www.juridat.be/pyramide_fr.php

Le portail du Pouvoir judiciaire de Belgique

<http://www.nyulawglobal.org/Globalex/Belgium.htm>

Research Guide to Belgian Law, Christoph Malliet, Aug. 2005

<http://www-rohan.sdsu.edu/faculty/rwinslow/europe/belgium.html>

Crime & Society, "A comparative criminology tour of the world"

<http://www.restorativejustice.org/prison/09examples/belgium>

Restorative Justice, "Prison Fellowship International", Centre for Justice & Reconciliation

http://belgium.wikia.com/wiki/Tribunal_d%27application_des_peines

TAP, *Tribunal d'application des peines*

<http://www.frameries.be/vie-communale/c-p-a-s>

& <http://www.frameries.be/vie-communale/c-p-a-s/administration>

CPAS, Social Action Public Service

<http://www.rva.be/home/MenuFR.htm>

ONEM, Office National de l'emploi

<http://www.maisonmedicale.org/>

FMMCSF, *Fédération des maisons médicales et des Collectifs de santé francophones*

http://www.aa.org/lang/en/aa_international.cfm?country=Belgium&origpage=31

AA Alcoholics Anonymous

<http://www.bruxelles.be/artdet.cfm/4332>

ALE, *Agence Locale pour l'Emploi*

<http://public.guidesocial.be/associations/initiatives-habitations-protégees-ihp-1703.html>

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INTERCOMMUNALE DE SOINS SPECIALISES DE LIEGE

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De Rode Antraciet

SECTION 8

Vote of thanks



A big thank you to staff and clients from the six organisations that contributed to this report and our clients, both inside and outside prison, who were prepared to share their experiences with us.

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