

Probation and Prison: Co-operation to Reduce Recidivism

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PROBATION AND PRISON WORKING TOGETHER TO REDUCE RECIDIVISM

1. Experiences from the participating countries

1.1. Romania

Through their task, the services for social reintegration and supervision bring their contribution towards the Romanian State by the supervision of condemned individuals in freedom in order to diminish crime, the awareness towards crime and the costs and consequences due to overcrowding of penitentiaries. The organizing and functioning of these services is settled by Law no. 129 of 2002. The principles that govern the activity of social reintegration of criminals are: the observance of law and legal resolutions; the observance of human rights and human dignity; the avoidance of discrimination upon any ground; the permanent support and encouragement of assisted and counseled persons for their reintegration in society and in order to assume the responsibility of their own acts, by forming a correct attitude towards work, towards *de iure* order and towards rules for social cohabitation.

The activity of the services for social reintegration and supervision includes three sections: the elaboration of the evaluation reports at the request of bodies for criminal pursuit and of law courts; the supervision of condemned persons in the community and assistance and counseling. The service for social reintegration and supervision has the responsibility to develop re-socializing programs of individuals condemned to liberty privative punishments in order to achieve a pro-social behavior. Specialized programs for social reintegration and supervision must be developed.

Key target groups are minor and young prisoners, offenders who meet obstacles in maintaining their family relations. Preparations for release is seen to be important in order to have impact on reintegration in society, the strengthening of the social safety degree and the prevention of re-offending.

Regarding the individuals released on license, the intervention of the services for social reintegration and supervision is limited. The only intervention form of the services consist of assistance by request in order to find a job or a dwelling, to identify courses for education, professional qualification or re-qualification, etc.

In conclusion, subject to the fact that the provisions of the Criminal Code and of the Code for Criminal Proceedings remained not amended and not completed, the intervention sphere of the services for social reintegration and supervision is highly limited. Due to the necessity to correlate the provisions of the Criminal Code and of the Code for Criminal Proceedings with the socio-economic realities of the country, as well as to take over the community acquis, the Ministry of Justice of Romania initiated a large legislative reform meant for assigning real alternatives to the conviction to imprisonment, as well as perspectives for social reintegration of the condemned persons.

1.2. Hungary

In Hungary between 1990 and 1994 the number of registered crimes doubled and increased to more than 500,000. The structure of crimes changed, and the number of the victims of crimes increased in a way never seen before. These changes could not be followed by the criminal justice system neither in financial-technical, neither in personal nor in organisational regard. As a consequence, the clear-up rate decreased drastically especially as far as offences against property are concerned, and this was accompanied with the increase of the fear of crime. The uncontrollability of crime presented a difficult situation to the criminal justice. Solutions (rather for rational than humanistic reasons) were alternative sanctions and shorter imprisonment. Since 1993 the number of suspended prison sentences has been increasing.

18000 people are in prison of which 13000 convicted and 5000 in pre-trial phase. 6-7 % are female. The rate of over-crowding in penal institutions is 160 %. 50 % of the offenders are first timers. Juvenile is an offender between 14 – 18 years of age. For adults there are 31 penal institutions, for juveniles two reformatory schools, two medium security prisons, a detention centre and two remand centres. There's also a prison hospital. In 2002 there are 354 prison officers whose main tasks are to keep connection with inmates' families, to arrange family visits in the prison and to give life style counselling. The average caseload of an officer is 60-70 cases.

Probation in Hungary

- ☒ parole
- ☒ suspended sentence
- ☒ deferred sentence
- ☒ postponement of accusation

After the several-century long different kinds of patronage, the official probation service was established in 1976. In the socialist era it was a promising beginning, but the biggest problem was that there was no improvement or reaction to the change of society and criminality. Probation System does not belong to a central, exclusively responsible specific body. There are two NGOs: one was set up by the juvenile and one by the adult probation officers to represent their interests and get other resources for the professional activities. Probation officers are involved in the cases only in the post-trial phase. So far there are no mission statement, professional standards or special education for the staff.

Co-operation between probation and prison services

Between probation and the prison services the most frequent contact arises from release. The prisoner can contact the probation officer through the prison officer before his/her release. This connection may take shape both in the case of parole and in the case of release from prison after serving the whole term of imprisonment. The probation officer makes arrangements in both cases. There are several evident problems with the probation officers' and prison officers' after care help. The after care work begins at the request of the prisoner and a successful outcome depends on his/her co-operation. On the other hand, the probation officer's hard work in integrating a person into society is highly influenced by social and economic factors (e.g. social benefits or to arrange a placement in a nursing home), which is a complicated issue in Hungary. The responsibilities of a prison and a probation officer overlap.

There is a large difference between the two services over the accessibility of information relating to the prisoner. The prison officer has exact information about the prisoner's previous history, about his/her circumstances before imprisonment and the expected situation after release. The probation officer may have any knowledge of these only through the prison officer. Because of the very high number of clients, both services are unable to carry out sufficient amount of individual casework. They have only superficial knowledge of the circumstances of the released.

New developments

The penal system is subject to continuous change in Hungary. There is a need to develop the systematic network of the law enforcement organisations. There is a need to specify the detailed relationships and responsibilities of those organisations that contribute to the law enforcement process. It appears necessary to establish a central body with overall responsibility for the implementation of non-custodial sentences. It is essential to lay down rules for probation and after-care work. After-care should be regarded as a social work activity. Conditions of probation should be modernised and changed if necessary. The aftercare of prisoners must have greater priority. The work of the probation services and the supporting work of charitable organisations need more detailed regulation. The justification for police checks of some supplementary penalties should be reviewed. Pre-conditions for community service have to be established. It must be more widely understood that probation is one of the most important tools of crime prevention, and probation officers must have a greater role even during in the investigative part of the process and when offenders are first arrested. At the beginning 2002 proposals were issued in a policy paper from the Ministry of Justice. The core elements of the modifications are organisational restructuring of the Probation Services, regulating practice and reshaping the training.

The aim of the modifications is to raise the professional standards and effectiveness of service delivery; to help the local Probation Services to operate according to consistent national aims and standards; to achieve measurable activity; clear responsibility and accountability; to increase the effectiveness of the management; to increase the confidence of law enforcement officers in the Probation Services; to increase confidence in alternative sanctions; to establish permanent international co-operation with other services and organisations and to strengthen the relationship of the services with local communities.

More detailed information is available in the book "Probation/Mediation and Social Services Systems for Offenders and Prisoners in 10 EU-Accession Countries", edited by Anton van Kalmthout.

1.3 The Netherlands

On the 30th of September, the Dutch Minister of Justice launched a long-term project aimed at the reduction of recidivism. The target group consists of adult offenders who have ended up in our prison system. One of the key elements of the new approach is the improvement of the co-operation between the Probation Service in the Netherlands and the Prison Administration.

The *Prison Administration* in the Netherlands has become a government agency in 1995. Since then, strategic penal policy is being developed at the Ministry of Justice. The Ministry of Justice sets out the general policy lines that are being executed by the prison administration.

The prison administration faces huge capacity problems. Since the beginning of the nineties the prison population has more than quadrupled to a level of about 12.000 inmates. As a result of a new "war on crime" that is launched by our new government an additional 5.000 places will be realized during the next few years. The Ministry of Justice also finances the *Probation Service*. Historically the Probation Service is privately organized. It depends, however, completely on government funding. In fact there are three organizations responsible for probation services: one general organization, and two more specialized organizations. The co-operation between these organizations is complicated, to say the least.

The mission statements of both the Prison Administration and the Probation Service formulate the safe reintegration of offenders into free society as a main goal. There is great deal of overlap in this respect. A lack of transparency about the distinguishing contribution of both parties in realizing the goal of preventing re-offending, is one of the main factors explaining the stressful co-operation between prisons and probation organizations in Netherlands. There is a lot of friction that has deep historical roots.

During the year 2001 the Ministry of Justice has organized a series of conferences with the CEO's of both organizations in which the co-operation was the central issue. As a result of these meetings a new model for co-operation was being developed. In this model a clear distinction has been made between the services rendered within the prison walls and those outside the penitentiary institutions. In the future the risk of re-offending of inmates, entering the prison system, will be systematically assessed and also the criminogenic factors underlying their criminality pattern will be determined.

Officials of both the prison and the probation service will contribute to this assessment, that will result in a so-called individual re-integration plan. The first part of the re-integration plan is the detention plan, in which the necessary interventions aimed at the reduction of recidivism during detention are being determined. The responsibility for delivering these interventions rests with the prison service. The prison service, however, CAN hire the services of one of the probation organizations. As soon as the end of detention comes within sight, the probation service will be invited to plan the penitentiary program in which the extramural phase of the prison sentence will be specified. If an offender does not conform to the conditions of the program, the probation officer reports to the prison governor, who then can decide to place the offender back into the prison.

Not all the prison governors have received this new model of co-operation positively. Distrust runs deep with some of them. The heads of the Prison Administration and of the Probation Service, however, stand firm. It has been decided that the new, more transparent model for co-operation will be tested on three locations during the next year. Developing acceptance and perhaps enthusiasm for it is one of the major challenges for the project aimed at the reduction of recidivism.

1.4 England and Wales

The Resettlement Pathfinders: A joint Prison / Probation project
Strategic Background -

The Resettlement Pathfinders were launched in 1999 under the umbrella of the Government's "Crime Reduction Programme" (CRP). The CRP provided over £400m of investment from 1999 to 2002 to develop "evidence based policy".

This investment has funded a wide range of crime reduction pilots. Each has been independently evaluated in order to assess the impact on crime and build a more complete picture of "What Works" in Crime Reduction.

Focus on Resettlement

The crime reduction potential of effective work on resettlement is significant. Reconviction rates of prisoners on release have remained consistently and unacceptably high for many years. In addition, the majority of prisoners have a starkly more prevalent history of social exclusion than the general population and a complex range of resettlement needs including accommodation, unemployment, and low levels of literacy and numeracy.

Factor	Prevalence relative to general population
Care as child	13x
School exclusion	20x
Unemployed	12x

The situation is even worse in the case of short-term (sentenced less than 12 months) prisoners. This group represents the largest proportion of prison admissions annually, and has the highest rates of adult reconviction. They also have amongst the highest levels of social exclusion and need. Their relatively short period in prison means that they have received little input on offending behaviour or resettlement whilst in prison. In addition, if over 21 they are not subject to probation supervision on release. There is a real risk that prison might make factors associated with re-offending worse. Many return to prison during the same or following years, a phenomenon known as the "revolving prison door".

A decision was therefore made to focus a strand of the CRP on establishing what works in the resettlement of short-term prisoners. Seven resettlement "pathfinder" pilots were established, one of which has focussed specifically on the resettlement of female prisoners. They have been steered centrally and locally by senior managers of the Prison Service, Probation Service and involved voluntary organisations.

The aim has been to try out different approaches to an integrated resettlement process and see which worked best. A strong team of independent evaluators has been involved from the outset. They have evaluated the pathfinders in terms of improved social integration, reduced conviction, and cost-effectiveness. Whilst the focus has been short-term adult prisoners over 21, there have also been lessons for work with young adult (18-20 years) and longer-term prisoners.

Evidence of the link between "social factors" such as unemployment, social exclusion, reconviction, and the "revolving prison door" means that all seven pathfinders have been tackling practical resettlement issues, emphasising employability, accommodation, and substance misuse. Because assessment shows that the majority of offenders also have needs related to their thinking and attitudes, four of the pathfinders have been piloting approaches to help prisoners develop and apply thinking skills to their planning for resettlement.

Seamless resettlement work can only happen through partnership. Two types of partnership were involved: Prison/Probation Partnerships addressing social and thinking needs and Prison/Voluntary Sector Partnership addressing social needs.

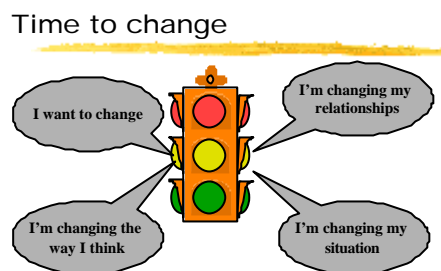
The Resettlement Pathfinders are about prisoners changing so that they don't reoffend. Central questions have been the extent to which work on attitudes and thinking can support prisoners in planning for their future, and work on putting plans into action can in turn support and reinforce changes in thinking. In addition, motivation to achieve a different future, always important in initiating or sustaining change, is likely to be especially critical in preparing a prisoner for release and in supporting change in the community after release.

The shorter time to arrange support and absence of post-release follow-up means that these points are especially acute in the case of short-term prisoners.

In a longer sentence we can perhaps work on a prisoner's motivation; then on the ways of thinking; then on some practical factors. A long process of change can develop through the sentence. Short-sentenced prisoners don't have that luxury. The motivational, cognitive, and all the other criminogenic factors that lead to re-offending have to be assessed and addressed in a short period of time. This work must be initiated promptly on reception and carried over seamlessly into the post-release period if it is to be effective. The pathfinders have therefore, from the outset, developed an integrated case management approach that can be delivered "seamlessly" "through the prison gate".

So the Pathfinders have been tested for a new programme called **FOR A Change?**

FOR A Change is a two-stage resettlement programme written for the pathfinders by



T₃ Associates. The programme includes learning for both motivational and cognitive change and linkage with pathways for action on specific social resettlement needs.

Stage 1 consists of 12 sessions, mainly group, delivered in prison. A "booster" session is held immediately prior to release to assess and rebuild any lapse in motivation and ensure all community links are in place.

F.O.R....A Change (Phase 1)



The Pathfinders initially focussed on those who will be released into the local area. OASys (*Offender Assessment System – the jointly developed Prison/Probation assessment instrument*) has been used to assess risk of re-offending and harm, to pinpoint criminogenic needs, and to ensure that objectives developed during "FOR" (focus on resettlement) address specific offending related needs. The Crimepics 2 psychometric tool has been used to measure change pre and post programme.

The Action Plan, owned by the offender, is at the centre of the stage 1 process. This plan then forms the cornerstone of stage 2 work in the community. Stage 2 tutors follow through the action plan using a motivational case management process. This process reviews and supports commitment to change, intervention and enforcement. The case management process will also help offenders to make and maintain links with sources of intervention and support, to apply the cognitive skills learnt in stage 1 to their resettlement goals, and to review the connection between their progress on goals and understanding and application of thinking skills.

Organisational issues

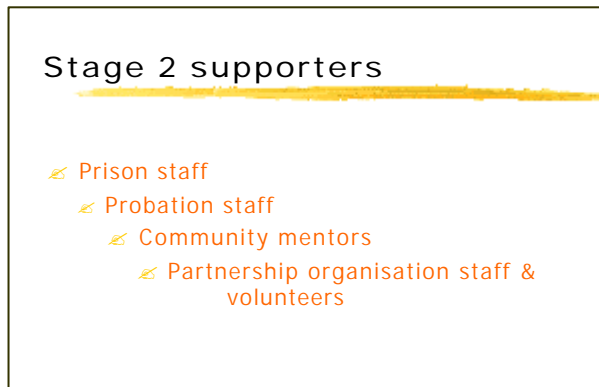
The pathfinders have been piloting different approaches to the organisation of seamless work.

These include joint prison and probation teams working "through the gate", teams of prison-based staff releasing to probation staff in the community, and teams of prison, voluntary sector and probation staff adopting flexible roles pre and post-release. Some schemes have piloted volunteer mentoring. Community-based staff and mentors are wherever possible introduced to prisoners before the action plan is put into action. The aim is to ensure that work on the ex-offender's commitment and confidence in relation to achieving objectives is delivered seamlessly in the transition from prison to the community.

And now?

A further year of development on 3 sites is pulling together the learning from the 7 original pilots into an integrated development of the F.O.R...A Change programme. The Joint Accreditation Panel gave a warm preliminary welcome to the programme in 2001, subject to the further work now in hand. In addition, the evaluation of the 7 original pilots is providing further guidance on resettlement development. Key issues for the future include a continuing focus on:- integrated work on motivation, social integration, attitudes and self- management; on case management; diversity; partnerships; integrity; staffing; and on the management of resettlement as a "whole system" involving several organisations.

We also need to develop further guidance on the targeting and delivery relationship between resettlement activity, other community reintegration intervention (such as work on basic skills, ECP*¹, or in hostels), and other major cognitive-behavioural programmes.



Strategically, we need to develop the relationship between effective case-managed work with individuals and co-ordinated resettlement strategies locally and regionally which combine the contribution of all relevant parties in building safer communities.

*Info: Steve Pitts, Steve.pitts@homeoffice.gsi.gov.uk
A PowerPoint presentation about the topic is available.*

1.5. Ireland

The Probation and Welfare Services provides a probation work and related service to the courts and a welfare service to the prisons and places of detention. The work involves carrying out pre-sentence assessments for the courts; supervising offenders in the community who are referred by the court; supervising offenders released conditionally from the custody and providing counseling service to offenders and their families. The mission statement is to foster public safety and to promote the common good by advancing the recognition and use of community based sanctions, thereby reducing the level of re-offending. The service is part of the Department of Justice, Equality and Law Reform. In practice, the Service is housed separately and operates quite independently on a day to day basis under the direction of the Principal Probation and Welfare Officer.

The objectives of Probation and Welfare Service work in the Prison include challenging the offending behaviour of persons in custody, bringing prisoners to accept responsibility for their actions and their consequences, contributing to positive sentence management, coordinating with other disciplines and implementing throughcare and reintegration to maximise resettlement. Strategies to fulfill these objectives include playing a full part in multi-disciplinary coordination within places of custody and through local communities. There is a growing inventory of multi-disciplinary programmes and initiatives addressing addiction, sexual offending, cognitive skills and alternative coping skills developed and delivered in prisons.

The Irish Prison Service has been part of the Department of Justice, Equality and Law Reform and is now managed by the Prisons Authority Interim Board. Separate executive agency status is anticipated during 2003. The Regimes Directorate is a new development in the Irish Prison Service. It's an important first step in re-balancing of the Service's custodial and care&rehabilitation functions. A key task is the implementation of Positive Sentence Management. Multi-disciplinary working is a core development strategy in the Irish Prison strategy statement 2001-2003. The introduction of Positive Sentence Management and multi-disciplinary working will need the integration of disciplines within the Irish Prison Service as well as separate services including Probation and Welfare Service, Education Service and Community Groups. The process is now beginning and there are already examples of effective and constructive approaches.



2. Criminality in Finland

At police level, as rule offences are recorded. As the counting unit is the individual offence, the police information system is incapable of providing direct answers to questions about re-offending or even questions about the degree to which (recorded) offending is accumulated on the same persons. Regarding this kind of questions, court data are the central statistical source. Indirectly, I may make some projections as to the likely developments in some important crime categories:

The homicide trend is undergoing a dual development. The after-war large birth cohorts are presently ageing past the high-homicide-risk age. However, recently a new high homicide risk group has emerged, that is the marginalised young (ages 20-30) men who have caused most of the homicide increase over the last decade. A near future new problem is likely to be caused by the lowering of alcohol prices that the EU membership is causing in Finland. This in turn will bring about increased acute alcohol problems but only over time. Therefore, the expectable homicide increase caused by this change is only going to occur 5-10 years later. -Recidivism risks are very different across homicide types - in the main category which is homicides by and against marginalised males, it is relatively high.

Aggravated assault and robbery are, when the most serious and persistent groups are considered, related to similar problems as the central type of homicide. This is in part a consequence of the growth of illegal markets in an increasingly complex economy and a rapidly integrating European crime scene, where local recruitment into serious professional criminal activities is enhanced by the weakening of public services together with a growing market force influence on everyday life. The polarisation tendencies concerning the entire population, together with the emergence of profitable illegal business opportunities as a realistic alternative to unemployment in the legal sector are paving the way to easy recruitment in persistently criminal careers. Such developments underline the growing importance of re-integrative action in regards of dangerous persistent offenders.

Recorded drunken driving is a function of traffic volume, alcohol consumption and control efforts. Technological innovations preventing drunken driving are a promising way out of a steady and permanent growth path of this offence type, perhaps combined with improved treatment interventions concerning problem drivers, who very often represent a very high risk of re-offending.

Drug offences are in the increase, and before the Finnish market has reached to volume already observed in the major West European countries this is not likely to change. The high profitability of narcotics trade is going to continue to attract increasing numbers of offenders into the market and to create an increasing danger of other serious crime. However, also other highly profitable markets have appeared to supplement the picture. In the globalising world, tobacco, alcohol, firearms, persons are some of the more attractive illegal commodities, implying that large-scale illegal businesses are under present circumstances representing a permanent problem to crime control, and their role in creating persistent professional criminals must be considerable.

As one of the central forces facilitating such operations and making them profitable are the large income differentials between countries for one, and in addition the large taxation differentials, the problem is likely to prevail for a long time. If the legal labour market is unable to provide a sufficient volume of employment opportunities that are able to compete with illegal alternatives, crime control efforts are indeed facing a major challenge.

Recent relevant societal changes

Changes in the crime situation may be seen as determined by changes along three central dimensions through which social change is projected to circumstances promoting or preventing crime from occurring. Social change produces changes in 1) the volume and structure of potential offenders; 2) the volume and structure of suitable targets of crime; and 3) constraints that prevent the commission or occurrence of crimes (here referred to by the term control). In this perspective, the incidence of given crimes varies according to changes in these three basic elements. In our present-day society, experiencing developments of European and global integration, I have distinguished five general changes that could cause - and that are causing - changes in our crime situation:

1. the "home base effect" is gaining ground
2. local networks maintaining informal social control deteriorate
3. the circumstances favouring activities of organised crime and organisational crime are improving
4. crime techniques and crime forms that were previously unknown appear as "imports"
5. criminal underworlds integrate (the integration development of local underworlds and underworlds of neighbour countries results in changes in the crime scene: collisions, take-overs, and the development of new forms of co-operation)

In addition to these five general trends, we may distinguish two one-time, local changes that are characteristic to the Finland of the last decade. These are:

6. an accelerated urbanisation development
7. a polarisation tendency concerning the living conditions of the local population.

As a final observable change we should note that

8. concern, fear and insecurity caused by crime and perceptions of crime are becoming more common and more intensive.

Future?

The Nordic welfare state continues to be in a reasonably good shape in Finland, despite the recent developments. Some commentators have suggested that it is exactly this feature that has protected Finland to the effect that the problems have not reached a larger scale than what as actually occurred. The Finnish crime situation has remained largely stable despite the fact that pan-European growth of the narcotics market has also reached Finland. The changes that have occurred are, however, creating increasing pressures for crime policy to be made in a more knowledge-based

fashion. In circumstances where changes are rapid it is increasingly likely that unfounded and false decisions are being made if the adequate knowledge base is not secured. The challenges to crime policy planning are growing, also it becomes increasingly important to invest in systematic crime prevention, in retrieving increasingly better information about crime and crime control, about victims and crime damages, and also about ways of taking sentenced offenders back to normal society.

There is a paper available that discusses the contents of the reforms as well as the political context which made it possible to decrease the Finnish prison population almost by half. The papers can be ordered from kriminaalihuoltolaitos@om.fi.

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2.1.Sanction-system in Sweden, steps forward

The Penal Code from 1962 gives the idea of treatment. Sanctions are fines, imprisonment, conditional sentence (can also be combined to community service) and probation, which can be combined to contract care or community service. Imprisonment of up to 3 months can be served as electronic monitoring., as can the last four months of a prisonsentence that is longer than two years. Current issues are financial problems, increasing number of clients, serious offenders and mental disorders, an organisational adjustment, external and internal collaboration, a campaign against drugs, a trial in pre-release preparation and a venture on "what works".

The **vision** is to reduce relapse by 5 % in 5 years. To reach the vision various steps are needed:

Sentence planning in prison

The sentence planning is based on risk- and need assessment (ASI, SARA, HCR-20, PCL-R). Pre-sentence reports are made. Probation service should take part from the very beginning (an"arrival report" from prison to concerned probation unit). The sentence plan includes the whole period from first day in prison till last day under parole. It takes into account offenders motivation and realistic goals, and it is also connected to earlier experiences within probation. Orders from the probation board are to be decided before release as a support for the offender to continue with e.g a follow up program or drug treatment. Probation service takes part in revision. Layman supervisors are working with the offenders as early as possible. Probation service has and uses its knowledge of local resources in offenders home-area.

Electronic monitoring

Electronic monitoring is meant for offenders with 2 years or more imprisonment (from October 2001). Maximum last is 4 months of the imprisonment. Risk- and need assessment is made to exclude high-risk offenders. The convict must have a place to live and work/education. There are rigorous drug controls (expiration test, urine samples). Electronic monitoring demands a very close co-operation between staff within prison and concerned parole officer from the very beginning. Data based information about the offender can be jointly used (which otherwise is not yet possible). It can also include that prison staff takes part in the control of the offender after release.

Motivational Interviewing

Motivational interviewing is a new evidence based method to help the offender to decide on changing his behaviour. The goal is that all staff working in direct contact with offenders should have knowledge about the method. Joint education for staff in prisons and probation service has been arranged. An individual program will be tried out on 2003 and education will include staff from both prison and probation services.

National Programs

Evidence based programs were introduced at the same time within prisons and probation service. The programmes in use are R&R, OTO, ART, OSAPP, Breaking with Crime, Sexual offenders program, and Violence in close relationship -program. Most of these programs are in use both in prison and probation service. There are joint education for staff working in prison and probation service and programs teams for both (even though so far only in few places). Programs in prison should have continuity during probation (booster) and shall always be supported by work from "other agencies".

Referral to treatment

Imprisonment can be replaced by treatment in institution for drug addicts or family care. It demands close co-operation with probation service in order to choose a suitable institution and to establish co-operation with the social welfare. The sentence can include orders from the probation board. Close follow-up during the parole is important.

Qualification

Improvement of qualification is necessary. What is needed:

- ?? Own responsibility and courage to act
- ?? View on humanity
- ?? Joint supervision
- ?? Probation officers instruct prison officers
- ?? Joint education and training produces joint values and understanding
- ?? Network
- ?? Recruitment and education
- ?? Study tours and practice periods
- ?? Exchanges of work
- ?? Joint meetings, staff club
- ?? Co-operation about programmes
- ?? Joint use of premises

Management

The management must have an overall view. The idea must be deeply rooted.

- ?? Joint management and experts
- ?? Rotation among managers

Organisation

- ?? Use of joint resources
- ?? Prison officers in the probation service
- ?? Joint pool of substitutes
- ?? Joint duty officers
- ?? Joint teams
- ?? Sentence-planning
- ?? Methods known by all
- ?? National programmes
- ?? Collaboration around the release
- ?? Joint treatment teams

*A Power Point presentation about the Swedish system is available, info Gunilla.nilsson@kvv.se.
A brochure "Facts about The Prison and Probation Service in Sweden" was delivered to all participants and additional copies can be ordered from The Swedish Prison and Probation Administration.*

3. BEST PRACTICES IN PRACTICE

3.1. Intake Assessment Units in Finland

There are seven Intake Assessment Units in Finland for offenders with sentences of two years or more. The work implemented in Intake Assessment Units is based on the goals defined in The Mission and short-term policies of Prison and Probation Administrations of Finland 1998: to contribute to security in society by maintaining a lawful and safe system of enforcement of sanctions and to assist in reducing reoffending and terminating the development of social maladjustment reproducing crime.

The essential tool for the work is the risk and need assessment in which dynamic criminogenic needs which contribute and sustain criminality are assessed. One goal is also to work for the security, to maintain the prison order and to prevent escapes and criminal activity in institutions.

To improve the inmate's ability to take care of himself and to live without committing new offences a sentence plan is made. It can include rehabilitation programmes and programmes for substance abusers, education, professional skills etc. An important aim in making the plans is to create a continuum from prison to probation.

3.2. Youth Rise: an example of a development partnership in Finland

Youth Rise is a regional project in Mid-North Finland targeted at young offenders. Project is testing two different methods to decrease recidivism and to improve the labour market positions of participants in peripheral areas. Youth RiSe belongs to ESF'S EQUAL Initiative, which is an EU-wide community initiative seeking new ways of combating the inequality in labour market.

Programmes to be developed are based on previous experiences of work with young offenders and youth at the risk of marginalisation. The present work is concentrating on developing those pilot programmes.

Kainuu is located in central part of Finland bordering Russia in East and geographically (approx. 20 000 km²) it's a large region including 10 municipalities and some 90 000 inhabitants. The area is sparsely populated and it suffers from very high structural unemployment (> 20%) and severe net emigration. The most common offences are drunken driving, crimes of violence and property offences. The share of narcotics offences is increasing. Most of the offenders are suffering from alcoholism or other substance abuse.

Youth RiSe is approved in EQUAL programme for years 2002 – 2005. Total budget is 1,68 M€. With that funding it is possible to intake about 20 releasing convicts and 50 young offenders. Youth RiSe has two target groups. To be specific, it is targeted at young offenders releasing from prison and on the other hand young offenders at early stage of circle of re-offending. The aims are to develop holistic re-integration and prevention models and to improve participants' capability to be involved with work or education.

In Youth RiSe's resettlement programme the basic idea is to provide a confidential and close relationship with an adult to support a releasing young convict. This relationship is very firm "whole day working together" not just occasionally meetings. By this it's meant to support the most risky time of re-offending during the first months after releasing. The engaging and motivating is started at the early stage of the custody, as well as getting the possible pair familiar with each other.

The mentors are common people without a permanent job. In this model, we offer a meaningful but very challenging and demanding task to help the young person. All actions are based on the risk and need assessment done by the Probation or Prison Service. Activities are individually designed and may include diverse amount of supported work, education and social activation. The programme aims to empower individuals to take responsibility in every day life. To all this is added a strong view of development of the case management and inter-agency co-operation.

Reducing recidivism is a big challenge because approx. 90% of young offenders will be reconvicted back to prison within five years. Youth RiSe is developing the models of combining the strengths of different practitioners into a mainstream practise, which meets the needs of an individual beneficiary. Key actors of DP consist of probation service, municipalities, police departments, district courts, rehabilitation authorities, prisons and representatives of youth and educational sectors in the operational area. Youth RiSe is also co-operating with five other EQUAL-projects across Europe.

A PowerPoint presentation about the topic is available.

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3.3. Sopotupa camps in Finland

This project, the Sopotupa camps, started in 1998 by a mere chance. A "difficult" prisoner was going to be released from a closed prison. Officials were concerned about him, his health and how he would cope outside of prison, and a meeting about this matter took place. In this meeting came up the idea of organizing pre-releasing camps for prisoners. Participants in that meeting had no idea what they were about to start. The first pre-release camp was held in spring in 1999. There was snow and it was very cold. Eight brave prisoners were elected, all of which were serving long sentences and didn't have possibilities of leaves yet. The criteria was: to be released in probation, capable of co-operation and skills needed to be a group member. In September 2002 the 10th pre-release camp took place and they have truly proved to be successful. The camps are carried out in co-operation by a prison and a probation office. Prison is responsible for transportation, food and security and Probation takes care of the program at the camp. All is planned carefully in co-operation. It is a daytime camp, i.e. the prisoners are taken back to prison for the nights. The camps are held at a very beautiful campsite in the middle of nowhere, where reasonably good facilities are still available. This work has opened many doors: prison officers say that working with difficult persons has become easier and prisoners have started to consider prison guards as human beings.

3.4. How to overcome the obstacles of working together in Sweden?

In 1998 there was an organisational reform meaning that there were created 36 local authorities consisting of local probation offices, prisons and remand prisons. Obstacles concerning recruitment, qualification, inability of understanding one another, management, organisation and inability of co-operation around the client could be reduced. There is a joint, rational model of recruitment and education among others devoted to increasing the understanding by two deeply rooted different cultures.

A PowerPoint presentation about the topic is available.

4. EXPERIENCES FROM PARTICIPATING COUNTRIES, GROUP DISCUSSIONS

4.1 Why is co-operation between probation and prison successful?

- ?? More integrated policy and strategy. Sentence planning is done using same methods. Programmes are the same. Staff is trained together.
- ?? Policy of inclusion gives ownership to joint objectives. Good relationship can be established in smaller area.
- ?? A commitment to work together for joint purposes is essential, as is good exchange of information.
- ?? Leadership from the top – both probation and prison – give the same message.
- ?? Joint assessment planning and joint programmes save resources and give better results, give you wider perspectives and even give new skills.

4.2. What problems have been encountered?

- ?? Different backgrounds eg. culturally different; probation officers tend to be more educated and prison officers more practical so that lots of work is required to develop co-ordinated communication between prison and probation.
- ?? Opportunities for mistrust and misunderstanding on both sides.
- ?? Resources: to properly implement resettlement programmes is expensive.
- ?? Political pressures to 'get tough on crime'.
- ?? No systematic evaluation.
- ?? Rivalry between system and competition of resources, so that "a client may become a victim of organisational differences".
- ?? Working together takes longer and is more complex.
- ?? The volume of short-term prisoners is so high and there is not supervision on release. Time to work with these prisoners only in prison time is too short and the risk to re-offend is high.
- ?? How to motivate those prisoners who do not want/obey probation supervision and return back to prison: prisoners don't always see prison and probation co-operation as a good thing.
- ?? Network co-operation doesn't bear fruit without the offender's own contribution and willingness to make changes in his/her life.

4.3. Propositions, ways to remove obstacles

- ?? There should be plain and shared performance targets in co-operation between prison and probation.
- ?? There should be a joint prison and probation strategy.
- ?? Case management and co-ordinated network should be seen as a concrete solution to problems of co-ordination, in order to have better control over the integration process of offenders into society.
- ?? It is important to pay attention to the attitudes prison- and probation officers have/may have, because the change isn't possible if the personnel are not committed to the changes and new kind of way of working.

- ?? Local management has a key role to play in providing leadership and in establishing closer working arrangements.
- ?? National Governments also have a role in ensuring that local management is held accountable for delivering the partnerships now frequently perceived as essential to an effective criminal justice policy.
- ?? Mechanisms based on establishing common rather than competing goals, agreeing targets, ensuring fair methods to allocate resources and providing joint training for staff in their new roles and practices would all promote closer co-operation.
- ?? Sharing staff and making secondments could also help to build a better understanding of the different cultures and ways of working.
- ?? Better still, Governments should be encouraged to provide additional funding to drive the process.
- ?? There is a need to have protocols in place to underpin new ways of working.
- ?? What Works also provides an evidence based approach which can help to integrate day to day practices.
- ?? Teams should be established to work on joint projects.
- ?? Arrangements should be in place to ensure that there are no gaps in the service provided, whether that be in prison or in the community.
- ?? Instead, there should be continuity of provision and sentence planning should be a shared process. Planning for release should begin early.
- ?? In particular, substance abuse was a problem which had to be addressed in prison, in the community and during the transition between the two.
- ?? Whilst there were issues about resources, closer co-operation would reduce wasteful repetition and result in savings where information on offending history and programmes participation could be shared.
- ?? Bureaucracy could create barriers to closer working but sharing information, developing integrated information technology systems and agreeing assessment procedures would all help to promote co-operation.
- ?? In particular, a common database was seen as a helpful development.
- ?? Shared assessment tools were sometimes seen as imposing an extra burden on staff but they also offered a mechanism for sharing expertise and knowledge, although the choice of which assessment tool to use could be difficult.
- ?? Monitoring arrangements should also be established to check that each of the services was fulfilling its obligations.

5. CONCLUSION

The workshop likened the problem of dealing effectively with offenders to a puzzle which could only be solved when all the pieces were put in place. Prison and probation should not be in competition. The clear focus should not be on individual agencies but on meeting the needs of the prisoner and on the needs of the wider society.

A CD is made of all the reports given to the workshop secretariat. If you want to have it, please contact : anna.arola@om.fi.

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