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OF CRIME AND THE TREATMENT OF OFFENDERS

London, 8 to 20 August 1960

Note by the Secretariat

The Secretariat has the honour to transmit herewith the text of a report on "Treatment of Prisoners and After-Care (Vocational Guidance, Training, and Placement)" which was submitted for the Congress by the International Labour Office.

* Ce document a été transmis en anglais et en français; il ne sera pas distribué en espagnol.

* Este documento ha sido transmitido en inglés y francés; no será distribuido en español.

Crime Prevention
and
Criminal Justice Branch-Reference Unit

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Second United Nations Congress on the Prevention
of Crime and the Treatment of Offenders (London,
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Treatment of Prisoners and After-Care
(Vocational Guidance, Training, and Placement)

Introduction

The old concept of prisons as segregation units for punishment, in which poorly adjusted individuals may be isolated from society and forgotten, is rapidly changing. In a growing number of countries there is a trend towards acceptance of prisoners as members of the society, including the working community. Instead of being treated as outcasts, they are considered as only temporarily segregated, with the right to keep their self-respect and to be received by society after having served their term.

The primary aim of modern prison treatment is therefore the rehabilitation of the offenders so that they may become normal members of society and prepare themselves for economic life and self-support upon release. Unless the prisoner is given a chance to make a fresh start and earn his living he has indeed little alternative but to take to crime again.

Some of the most important factors in the rehabilitation process are vocational guidance, training and the placement of ex-prisoners into suitable jobs. It is these aspects which will be dealt with in the present paper.

Classification of Prisoners

In order to ensure that available training and educational facilities will prepare prisoners for employment in occupations corresponding to their aptitudes and interests, it is important that, during the first weeks of their stay in a penitentiary institution, special attention be paid to the preparation of a detailed record of their educational attainments, their training background, their occupational experience (including the difficulties they may have encountered), their aptitudes, preferences, etc. This record can form part of the general record of the prisoners which is usually prepared by a classification board and serve for their classification according to the system applied (e.g. classification according to the type of confinement imposed, type of offenders, etc.). It should form the basis for the programme of rehabilitation treatment to be fitted into the general programme of penitentiary treatment.

The work of classification is a highly skilled task which requires the services of a competent personnel. Its object is to make it possible to deal with the individual problems of the prisoners in the best possible way. Each prisoner requires an adequate assessment of his needs, a diagnosis of his case, and a carefully planned programme of treatment. Some of the advanced prisons have for this purpose classification committees whose members represent various services of the prison, such as the medical service, the psychotechnical and psychiatric services, the chaplain, officials responsible for vocational guidance, education, training, etc. Each of the board members usually has individual talks with the prisoners before a treatment plan is drawn up.

Vocational Guidance

At the prison of Fresnes (Seine) in France, where the ultimate aim is that each prisoner should leave with an occupation at the end of his term, inmates are classified after a stay of six weeks. Aptitude tests are applied in groups and individually in the observation centre of the prison, created by the Ministry of Justice in 1950. Vocational guidance is given to the prisoners on the basis of the findings of the observation centre.

Generally speaking, such guidance, in order to be useful, should be provided by trained officers familiar with the labour supply and demand situation through continuous contacts with the employment market authorities. These officers are thus able to give advice as to suitable types of training to be provided by the prisons in order to prepare the inmates for occupations where they can find employment upon release.

In Canadian prisons, convicts go through an orientation period of several weeks, during which they are interviewed and given tests (I.Q., mechanical aptitude, and others) by the members of the classification board. They are also shown through the classrooms, training shops, etc. of the penal institution and given an opportunity to indicate their own desires for training in any of these fields. This procedure seems very useful because a prisoner may in this way more easily become interested in one or other of the training courses. An arrangement serving a similar purpose exists at the Youth Centre of Ashland (Kentucky) in the United States, which has established a pre-vocational shop; elementary training is provided there in a

number of trades such as welding, electricity, wood-working and drafting. This preliminary training helps to crystallise vocational interests and provides a basis for vocational guidance and enrolment in one of the regular vocational training programmes.

In the case of prisons where no vocational guidance officers are in attendance, the services of such officers are sometimes made available by the labour market authorities. Such an arrangement exists for instance in the Federal Republic of Germany, where vocational counsellors visit prisons periodically in their district; they are assisted by the social welfare officer of the penal institution. A similar arrangement exists in Norway. In Belgium consideration is currently being given to the possibility of having vocational guidance interviews and tests given by specialists of the Ministry of Labour to those inmates who are selected to enrol in available training courses at the prison. In the Netherlands, prisoners of institutions which have not the facilities to administer psychological tests may be directed to an employment office for this purpose. This does not apply to prisoners who need a maximum of supervision.

Vocational Training

It is desirable that, in addition to on-the-job training in maintenance work for the prison and in prison production shops, regular vocational training courses should be provided to the inmates, preparing them for employment in a skilled trade after having passed an officially recognised trade examination either in the prison or outside. Although in many countries vocational training courses are available to prisoners who wish to participate, there is a need for more workshops corresponding to the facilities provided in normal vocational training.

However, the provision of such courses may meet with certain difficulties: whereas theoretical training, which may be acquired by private studies or by means of correspondence courses, can be provided relatively easily by prisons, the arrangement for practical training, which necessitates appropriate workshop facilities and trained teaching staff, may encounter obstacles such as limited budget and space. The installation of such workshops in the prisons is, therefore, not always possible. It may also be difficult to arrange for courses for prisoners who have only a short-term sentence.

Responsibility for Training and Education

Generally, the prison administration is responsible for setting up and conducting training programmes for prisoners. Sometimes these programmes are submitted to the official vocational training authorities in order that they may be adapted to normal training requirements and accredited by these authorities. Moreover, in a number of countries the Department of Public Instruction controls and certifies the examinations given at the end of the training.

The co-ordination of vocational training activities in the various prisons within one and the same country would be facilitated by the creation of special divisions of vocational training within the prison administration. This is done in the United States, in Poland, etc. In the United States, the Federal Bureau of Prisons has a Superintendent of Education and Vocational Training, assisted by a Vocational Training Supervisor. These officials are responsible for developing and co-ordinating the vocational training programmes of the various prisons; this enables for instance the transfer of prisoners who need a certain type of training to an institution which can provide it. Moreover, the provision of appropriate training for each individual prisoner is facilitated by the recently established, country-wide index of training showing all the training programmes existing in the various prisons. The index is intended to serve as a reference for classification committees and individual staff members of prisons who formerly addressed themselves from time to time to the prison administration to inquire about the availability of specific programmes of training for some of their inmates. Moreover, each penal institution - except the small camps - has a Supervisor of Education and Vocational Training. The vocational training programmes provided by the Federal Prison Industries Inc., which is one of the divisions of the U.S. Bureau of Prisons, are submitted for approval to local or State departments of education of the State in which the prison is located, or to State Departments of Vocational Education, apprenticeship councils, or licensing boards of various kinds. A similar arrangement has been recommended recently in Canada, where vocational courses are already organized along the lines of the provincial apprenticeship programmes.

In Poland, the Ministry of Public Instruction, which also exercises control over the pedagogic aspects of vocational training in the prisons, and the Institute for the training of tradesmen collaborate with the prison administration in the establishment of training programmes. Representatives of these three authorities attend final examinations.

In Israel, the responsibility for training and educational courses is shared between the prison authorities and the Department for Vocational Training of the Ministry of Labour.

Training Methods and Range of Available Courses

Three main types of training are provided in prisons: (1) on-the-job training, where prisoners learn certain skills while being put on maintenance work for the prison or on production work either to produce prison equipment, or goods to be sold to government agencies, etc.; (2) vocational training in skilled occupations; and (3) accelerated training, destined mainly for short-term prisoners who cannot enrol in a regular training course.

Whereas the first type of training was in the past the most commonly used, largely because it is easiest to organise, in an increasing number of countries apprenticeship courses have been developed for prisoners who are willing and able to learn a skilled occupation, or at least some part of it. Great importance is attached in many countries to the training of youthful offenders. In the past, youth prisons have usually had the best facilities at their disposal. A number of countries have, however, recognized that the adult prisoner should also be able to obtain training in an occupation in which he may find a suitable job later on. At present, the necessary space and workshop facilities to provide a full range of regular vocational training courses intended for adult offenders are chiefly found in the large prisons.

Apprenticeship and other regular training courses

Generally, prisons providing apprenticeship and other regular training courses admit only prisoners whose term is of at least 10 to 12 months, although in such a short period, even if the training is intensive, a prisoner can usually only learn a part of a trade. In order to overcome the difficulty resulting from the variety in the length of sentences which the prisoners are serving, it would be extremely useful to find some way of ensuring continuity of training after release, or upon

entry to the institution, in case prisoners have started some training prior to committal. This would, of course, necessitate a co-ordination of prison training with that provided in normal apprenticeship training. Such provisions for continuity exist in some countries. In the Netherlands, for instance, there are arrangements to assist prisoners who are unable to finish a full course of training because of the short length of their sentence to do so once they are released in outside training institutions. In Australia (State of Tasmania), prisoners are in certain cases given an opportunity to continue the training they have started prior to their committal. In Canada, where all vocational training programmes are organized in accordance with the provincial apprenticeship programmes, as mentioned previously, graduates and those released before graduation may complete their training in accordance with the requirements of existing practices and regulations in the various provinces.

Prisons in Poland, to which reference has already been made, offer a programme of training which enables a prisoner who has completed one type of training to continue in a higher class of training. The Polish prisons offer four types of vocational training, as follows: (1) "vocational preparatory courses" of short duration, designed to familiarize the inmates with certain auxiliary jobs in the prison enterprises; (2) "apprenticeship training" intended for prisoners with two years' previous practical experience in a given occupation - such training lasts six months for most of the trades taught; (3) training in "principal vocational schools", the programme of which lasts two years; and (4) "technical vocational schools", in which the duration of training is four years and which are designed for prisoners who have already completed their training in the "principal vocational schools". The apprenticeship and higher courses provided are for future carpenters, tailors, mechanics, agricultural workers, radio and other technicians, electricians, book-binders, bricklayers, decorators, locksmiths, shoemakers, and others.

Range of courses Although at the present time prisoners are generally trained in classical trades such as joiner, locksmith, book-binder, printer, tailor, gardener, painter, baker, butcher, shoemaker, etc., i.e. largely in occupations which are connected with the maintenance of the prison and the production of prison equipment, the need for providing wider opportunities for industrial training of skilled workers is increasingly recognized.

This, however, creates a difficulty with regard to workshop facilities. The economic justification for such courses depends also largely on the type of orders the prisons receive from outside customers, generally government departments. But the mechanization and modernization of prison workshops or enterprises, the use of modern working methods and the resulting higher productivity raise a new problem: that of keeping the prisoners busy during the day when only a limited amount of orders are available. This problem has been stressed in Great Britain where local prisons have to renounce having prisoners work on available machinery, in order to make orders last and to keep the prisoners busy at least during a limited number of working hours. For the organization of industrial training courses, therefore, it is felt that more work orders of industrial training value will be needed.^{1/}

Special steps have been taken in the United States to solve this problem. In 1934, the Bureau of Prisons established within its administration a division called "Federal Prison Industries Inc." The basic policy of this governmental corporation is to provide industrial employment and vocational training through the operation of a programme of industrial production, which is sufficiently diversified to offer little or no competition to free labour or private industry. The law establishing the corporation limits the sale of goods manufactured by Federal Prison Industries Inc. to Federal government agencies only. This industrial production programme, designed on modern factory methods, using modern industrial equipment and turning out goods which meet high quality standards and production schedules, is a very important element in the whole prison rehabilitation programme of the United States. The policies of the corporation are formulated by a board of directors appointed by the President, each one representing an important aspect of the total economy of the country, i.e. labour, industry, agriculture, commerce and consumer, as well as the Attorney General and the Secretary of Defence. The production covers a wide range of goods, including brooms, brushes, canvas goods, chairs, clothing, wood and metal furniture, mattresses, shoes, cotton and woollen textiles, parachutes, etc. In

1/ Penal Practice in a Changing Society. Aspects of Future Development (England and Wales) London, Her Majesty's Stationery Office, February 1959, p.16. (Presented to Parliament by the Secretary of State for the Home Department by Command of Her Majesty.)

addition, the corporation's activities include the operation of laundries, a foundry, print shops, a machine tool and die shop, a tyre reconditioning unit, and furniture refinishing plants. The inmates employed in these shops receive wages, a portion of which must be saved for release or sent home to dependants.^{1/}

In the fiscal year 1959 more than half of the total inmate population of the Federal prison system was enrolled in one or more vocational training courses sponsored by the corporation. While some of these courses are full time training activities, most are organized as on-the-job training carried on in connexion with the regular work programmes of the prisons, and supplemented by related classroom training in shop practices and theory, drafting and blueprint reading, shop mathematics and similar occupational information.

Apart from the vocational training programmes which are made possible through the above government corporation, the United States prisons offer also training in several specialized occupations, such as dental and hospital laboratory technician, fabrication of limbs and prosthetic appliances, typewriter repair mechanic, airplane engine mechanic, etc.

Utilization of available workshop facilities The difficulties in connexion with the establishment of workshop facilities have been stressed above. The problem exists particularly in smaller prisons. It would be, therefore, very useful to find means of putting available facilities at the disposal of prisons which for some reason cannot create workshops of their own. An appropriate organization enabling transfers of prisoners between institutions would increase the range of trades for which prisoners can train. In certain cases, depending on the degree of necessary supervision, it is also possible to have prisoners train outside the prisons. A number of good solutions have been found. The central organization of prison training in the United States, for instance, to which reference has already been made, permits transfers of men from one institution to another easily. In the Federal Republic of Germany it is possible for a prisoner to take exceptionally part in a vocational training course given outside the prison, if he needs special

^{1/} Federal Prisons, 1958. Report of the Work of the Federal Bureau of Prisons,
U.S. Department of Justice, Oklahoma, U.S. Reformatory El Reno, 1959, p.52.

training which is not available in his institution; moreover, the transfer of prisoners from one institution to another can be effected on the proposal of the employment service, which conducts various rehabilitation courses jointly with the prison authorities. This assistance by the employment service is particularly important for prisons whose inmates serve mainly short-term and medium-term sentences.

Theoretical courses Practical courses provided in the workshops of the prisons are supplemented by theoretical courses in academic and trade subjects. The prisoners can acquire this knowledge in courses provided by the staff of the prison administration, with the assistance of the teachers of nearby technical colleges, or by correspondence courses. As already mentioned, the theoretical part of the training does not raise as many problems as the practical training, which is sometimes limited for material reasons. Correspondence courses are provided by education departments, technical colleges, etc.; usually, the training instructors of the prison assist the apprentices in their work with theoretical courses. In Belgium, in order to provide the prisoners with a wide range of technical documentation, a documentation centre has been created at the prison of Nivelles. Prisoners of all other penal institutions in Belgium can address themselves to that centre in order to consult publications pertaining to the occupation they are training for.

Work in theoretical subjects should normally be done during the day time, and sufficient time should be allotted to the prisoners for that purpose, to avoid having them carry the burden of this study in their leisure time. In Poland, the courses of practical training alternate with theoretical training, i.e. apprentices receive practical and theoretical training each during three days of the week; this is a possible solution, although theoretical courses can also be given each day.

Period of practical work It is important for the prisoners to get some practical experience in the occupation they are training for so that they may improve their employability. This is done in Poland, for example, where, after completion of the "technical vocational school", practical work experience can be gained in the prison production enterprises. During the training period in the "principal vocational schools", where the length of the school year is seven months, the remainder of each year is spent in practical work in the prison enterprises. The inmates who have completed this school and who do not proceed to the "technical vocational school" are employed in the prison enterprises until the end of their term. Prisoners serving a long-term sentence are placed in industrial undertakings outside the prison; if there is no undertaking in the neighbourhood of the prison in the industrial branch in which an inmate received his training, he is transferred to another prison so that he may be employed in his own occupation.

Co-operation with the employment service and representatives of industry.

The employment market authorities, which know the needs of the economy and employment possibilities and which, in some countries, are also able to assist with the organization of the training courses, can usefully be consulted regarding the range of training to be provided. Such co-operation exists in a number of countries, including for instance Belgium, the Federal Republic of Germany, the United States, Canada, etc. Close contacts between the prison administration and representatives of industry are also important so that workshop facilities and working methods may be kept up to date; this may also facilitate the future placement of discharged prisoners. The authorities responsible for technical education within the Department of Education can also give valuable advice to ensure that the organization of courses will conform to their own standards. In Canada, a Penitentiary Trades Advisory Committee for Ontario was created to deal with questions pertaining to penitentiary training in the province of Ontario. This committee is at present composed of members of the Canadian Labour Congress, the Toronto Builders Exchange, representatives of welfare organizations, the National Employment Service, the Apprenticeship Branch of the Ontario Department of Labour, and the Penitentiary Commission. It is intended to extend the range of representatives of industry.

Accelerated training and other shorter courses. Accelerated training is for the moment relatively little used. However, since a very large number of prisoners are serving short sentences, it would seem useful to consider ways of developing this type of intensive and rapid training. In the Netherlands a good arrangement seems to have been found at the youth prison of Zutphen, where capable young people are trained in accordance with the special system of vocational training presently employed at the National Centres of Accelerated Training. The emphasis in this system is on practical training, which is given in a variety of occupations, such as carpenter, bricklayer, fitter, driller, etc. These courses occupy the entire day of the young people, who have also an opportunity to complete their practical training by studies outside training hours. In France, at the prison of Fresnes, which has also introduced accelerated training courses, only prisoners who at the time of their entry in the penal institution already had some knowledge of the occupations concerned, are admitted to these courses. In Belgium accelerated training course, excluding any idea of production, have been organized in eight institutions. They are conducted according to standards and

methods prescribed by the National Placement and Unemployment Office, which advises also on the choice of subjects. In the United States, although there are no special provisions for the acceleration of training programmes, an attempt is made to give inmates serving relatively short sentences training compatible with the shorter duration of their stay. For example, if auto mechanics is the occupation in which an inmate would have liked to be trained and if there is not sufficient time to give him that training, he may be assigned to training for filling station work in which he may gain lesser but related skills and at the same time may be learning some of the elements of auto mechanics.

Other types of shorter training are, for instance, provided in the Federal Republic of Germany, where the prison administration, jointly with the employment service, conducts vocational retraining courses and vocational improvement courses for prisoners. Initial training is provided in that country in a range of shortage occupations, such as the metal trades, welding, milking, tractor driving, house-keeping and industrial sewing. In Austria special courses for adults have been introduced, such as language courses, typewriting and stenography, etc. They are organized from time to time for groups of prisoners who are interested in participating.

Teachers: Qualifications and Training

Prison courses are given mostly by qualified tradesmen who have had some years of experience in their occupation. In Pakistan, some of the instructors are trained long-term convicts. The instructors have generally also some experience in teaching or have followed courses in methods of teaching. In Canada courses for instructors are available at the Staff College of Kingston, Ontario, where trainees can improve their teaching techniques. In the United States, instructors, who must meet State standards, are given training in methods, where necessary, to enable them to be licensed; this training is often provided by the States themselves. In that country, instructors are, moreover, expected to keep their skills current through in-service training programmes and reading in their field of interest.

Training Certificates

In order that certificates may be of real value to the prisoners, they should be issued by the authorities responsible for vocational training, or by some official organization. The certificates can be issued, according to the type of training the prisoners have undergone, either after passing a trade examination,

or without any examination. This assumes however, in both cases, that training provided at the prisons is equivalent to that given outside, and that the programmes are approved by the State training authorities. Examinations may be held either inside the prisons, before representatives of the prison administration and the civil vocational training authorities; or the prisoners - if such an arrangement is in conformity with the kind of supervision needed - may participate in the regular trade examinations given outside the prisons.

In the United States, certificates are issued by the State Departments of Vocational Education to prisoners who have completed their apprenticeship training under programmes accredited by State and local apprenticeship councils, and who have passed an examination. In the Federal Republic of Germany, certificates are issued by a Chamber of Handicrafts to prisoners who have passed an accredited examination; they are recognized by trade unions and employers since they are equivalent to those issued for normal apprenticeship outside the prisoners. Certificates for the completion of retraining and improvement courses of the employment service are issued by that agency. Similar arrangements exist in other countries. In France, the C.A.P. (Certificate of Vocational Proficiency) examination is given outside the prisons, under the same conditions as for persons having undergone normal apprenticeship training. In the Netherlands, also, prisoners take their examinations outside the prisons. In Norway, they participate in the regular apprenticeship examinations conducted by the civil authorities. Moreover, the pupils of the Berg Industrial School for Young Offenders have often the opportunity, during the final part of their stay, to work for private employers who issue, when appropriate, work certificates to the youngsters. In Belgium, negotiations are taking place with the Ministry of Labour with a view to creating certificates of vocational proficiency for deserving apprentices; these would have the same value as those issued by training centres for unemployed persons. In Austria, certificates having the same value as those given to trainees outside, have until now only been issued to apprentices from youth prisons. In Canada, a certificate of competence is issued to all vocational training graduates. These certificates are recognized in most of the provinces by the apprenticeship authorities, trade unions and employers as equivalent to a portion of the normal apprenticeship term. In most cases, the inmates are examined by the apprenticeship authorities. Sometimes, full journeyman status is attained. In Great Britain, the certificates issued by the prison commission after satisfactory completion of

vocational training courses are deposited with the Central After-Care Association of the National Association of Discharged Prisoners' Aid Societies for their use when seeking employment for inmates on release. In addition, trainees are encouraged to take the examinations of outside bodies such as the City and Guilds of London Institute. Certificates so obtained are the personal property of inmates and are given recognition by employers and trade unions, although not to the point of considering them equivalent to those issued for normal and full apprenticeship.

In most countries care is taken not to indicate on the certificates where the prisoners received their training.

Placement and Follow-up

Although the personal contacts which a prisoner may have - for example friends employed in a firm who can recommend him when an opening occurs, or personal contacts with employers - are for him the best chance to obtain a suitable job, every effort must be made to assist a prisoner in finding a job when he needs such help. Whenever possible, such employment should be provided in the occupation for which a prisoner has been trained and in which he may have developed a real interest. The task of finding a suitable job for prisoners is not always an easy one. Prejudices and fear on the side of the employers are a natural obstacle to the employment of prisoners by private industry. In many cases however, it is possible to break down the resistance of an employer if it can be shown to him that the ex-prisoner is a good worker and a person he will probably be able to rely upon.

Close contacts should be maintained between the prison authorities and the placement agencies, so that the latter may be fully informed of the occupational skills and the personality of a prisoner for whom they are trying to find employment.

Placement Channels

In most countries, the public employment service assists the prisoners in finding a job. In addition, prisoner aid societies, general welfare societies, religious bodies, trade unions or special placement offices for prisoners, usually co-operate with the prison administration in the placement of ex-prisoners. In addition, the local prison administrations as a rule, maintain relations with local undertakings which engage some of the ex-prisoners.

Many prisoners also find work through the personal contact established between their training instructors and certain undertakings; indeed, the prison personnel often takes a very keen interest in deserving prisoners and tries to assist them in finding employment.

Special placement services for prisoners. In France, a special service for the placement of prisoners operates under the Ministry of Justice, in addition to the services of various welfare agencies dealing with such placements. In the United States also there is a special placement service for prisoners, (the Federal Employment Placement Service), which comes under the Bureau of Prisons. Its activities are co-ordinated with the prisoners' vocational training programme, and the service comprises at present five placement units located in different areas of the country. It is expected that two additional units will be added in 1960. The placement offices work very closely together with the vocational training personnel, in order to determine in what areas of work and occupations released inmates will have the best opportunities for employment. They also maintain contact with private industry, local and state employment agencies and the inmates themselves who need assistance in finding work. During 1959, these offices found employment for 975 men who were especially difficult to place. Of these placements, 650 were made by direct contact with employers and 325 through the co-operation of state employment offices and other agencies. In addition, another 903 cases were released with referral for assistance to state employment offices, union and labour organizations and other employment services. In Canada, prisoners are interviewed by representatives of the pre-release services of the prisoner aid societies some time before their release. These services then endeavour to refer a man to a prospective employer while he is still in prison.

Placement through the public employment service. Public employment offices usually designate certain officials who are more particularly responsible for the placement of prisoners. These officials work in close contact with the prison authorities and generally begin to prospect for jobs some time before a prisoner's release, although employers are usually reluctant to give a firm undertaking to engage a prisoner before having interviewed him. They receive a complete record of the inmates from the prison administration. In some cases, there are arrangements for these officials to visit the prison before the prisoner's release; for instance, they may have visited the prison shortly after the arrival of a new inmate in order to discuss employment possibilities and suitable training with him. In other cases, ex-prisoners are referred to the employment offices some weeks before their release for a personal interview, on which occasion a prospective employer may be contacted. Prisoners are often granted leave of absence before release, which enables them also to look for suitable lodgings etc.

In the Federal Republic of Germany, the prisoners are counselled by the employment service concerning their employment after release. An official of the employment service visits the prison and is assisted there by the social welfare workers. The courses which a prisoner has attended are given particular consideration. The main task of the employment service is to secure an employment opening in which the prisoner can start work immediately after his release. In Great Britain, the responsibility for placing prisoners is shared between the Employment Offices of the Ministry of Labour, the Central After-Care Association and the Discharged Prisoners' Aid Societies. If a prisoner wishes to avail himself of the services of the Ministry of Labour, an officer from that Ministry interviews him two months before discharge and obtains full details of his qualifications and experience with a view to finding suitable work to which, if possibly, he can go as soon as released. If he desires to work in a different district from that where the prison is situated, e.g. his home area, his particulars are sent to the Ministry of Labour Local Office in that area, and a letter of introduction to a named officer in that office is given to the prisoner. In appropriate cases, ex-prisoners can be admitted to training under the Government Vocational Training Scheme.

Advice to prisoners regarding available assistance in seeking employment. The social services of the penitentiary administration may discuss with the prisoners about to be released the possibilities for employment which the public employment offices or other agencies can offer to them. In Belgium, for example, the social service of the prison administration, which consists of 28 social assistants attached to the various prisons, contact both the prisoners and the prison management for that purpose (in that country, in addition to the public employment service, semi-official agencies such as the Offices of Social Rehabilitation and the "Comité des Patronages" make themselves responsible for the placement of ex-inmates). In Great Britain, welfare officers of the Central After-Care Association or of the Discharged Prisoners' Aid Societies inform prisoners of the assistance which can be rendered by the Ministry of Labour in seeking employment.

Referrals to employers. In referring candidates to employers, employment service officials usually disclose the applicant's prison record only with their consent.

Efforts are sometimes made by employment offices or non-governmental agencies to place prisoners with their previous employers. This is done for example in Great Britain, where contacts with former employers often result in re-employment.

In that country, the procedure for placing an ex-prisoner is the same as for all other persons registering for employment, i.e. his name and qualifications are submitted to the prospective employer. Unless he consents, the fact that he has been in prison is not disclosed. He is not asked to give his consent, unless it would obviously be in his interest, e.g. if the circumstances of the job are such that it would not be right to ask an employer to consider a man in ignorance of his past record. In Israel, ex-prisoners, particularly workers who have taken training courses in prison, receive preferential treatment from the public employment offices as a result of informal agreements with the prisoners' after-care organizations.

Placement of parolees. It is usual to require that an inmate to whom release on parole has been granted has a suitable job before he is actually released, or that he is otherwise taken care of. In the United States, offenders released on parole as a result of good behaviour, are assisted in release planning, including the finding of suitable employment, by the U.S. Probation Offices which are responsible for their supervision; these offices are attached to the U.S. District Courts. In Canada the National Parole Board, established in 1959, is not placing parolees under the supervision of the voluntary societies, such as notably the John Howard Society (men) and the Elizabeth Fry Society (women). The voluntary societies are playing a major part in the whole process of vocational guidance, general assistance to the parolees, and, to some extent also, employment.

Transition from Institutional Life to Free Working Life

It is necessary to provide the prisoners with facilities to ease the transition from institutional to free life; otherwise it would be too difficult for many to adjust to normal life, particularly in the case of prisoners having served a long sentence. This may be done by employing the prisoner in such work for the prison as will give him an opportunity to meet people from the outside, e.g. delivery of goods, driving of motor vehicles, etc.; or by daily releases to work for an outside employer, with the prisoner returning to his institution in the evening; or the prisoner may even be transferred to an open institution exercising less supervision, from which he goes to work. Selected prisoners may also work in agriculture, forestry, etc. on prison grounds, or in open prison camps where they live, which are considerably less highly regimented than the prison, and where there is greater emphasis on individual responsibility.

Although it may be necessary for some prisoners to be taken care of by welfare and religious organizations during some period after their release, so that lodgings and some work may be provided for those who need it, it is preferable to have the period of adjustment to normal life precede the prisoners' release rather than relying on these organizations to take care of the readaptation of prisoners once they have left the prison.

If workers are released during the day-time to work for outside employers, it is usually not endeavoured to have the same employer employ the prisoner after their release. In Belgium, the local prison authorities have been authorized recently to propose to the Central Administration the placement in semi-freedom of particularly deserving prisoners for whom it seems necessary to have a period of transition and readaptation before final discharge. Upon agreement by the administration, these prisoners are allowed to leave the prison for daily work and return at night. In practice, this system is applied at present only to the penitentiary for women at Saint-André-lez-Bruges, where the experience started in 1957. In addition a number of homes - particularly those run by the Offices of Social Rehabilitation - accommodate prisoners upon their release if the question of their employment has not yet been solved. In France, prisoners on day-release for work are sometimes permitted to live with their employers after having worked with them for some time; in that case, contact with the prison is maintained. In Great Britain a special "Hostels" scheme is operated under which selected prisoners serving long sentences are allowed, during the last six to nine months of their sentences, to live in special hostel accommodation outside the prison, from which they go out to work. For the placement of the prisoners under this scheme, the Ministry of Labour uses its normal machinery; during 1959, 216 men and 22 women found work. An interesting solution is applied in the Federal Republic of Germany. In addition to day-release schemes, camps, courses given to long-term inmates preparing them for a free working life and discussing the difficulties they might have to face, etc., a special foundation ("Universalstiftung Helmut Ziegner zur Förderung der Resozialisierung Strafgefangener" or Foundation Helmut Ziegner for the Rehabilitation of Prisoners) was established in 1957 in Berlin and offers paid employment in its workshops for prisoners before and after release and endeavours to place former prisoners in industrial undertakings. In this way the foundation tries to give continuous employment and to secure a sound financial background for the released person. Moreover, in special cases the foundation provides credits,

clothes and food. The experiences made are said to be encouraging. A variety of solutions are also applied in India, e.g. open camps where prisoners are employed on state projects, pre-release homes where prisoners are allowed to stay for one week before release, reception centres, established in most of the States, where prisoners are lodged immediately on their release until some suitable employment is arranged for them, model jails where prisoners live and work in environments which are supposed to be similar to those existing in the outside world, employment in State Homes which run production centres, etc. These pre-release schemes are relatively young and their success cannot yet be precisely assessed.

It may be added that in many countries - the case of the Federal Republic of Germany has already been mentioned - pre-release courses are available in prisons in order to help prisoners in solving those problems which might otherwise complicate their adjustment after release.

Follow-up of Placements

The return to freedom of the prisoner calls for a return to economic self-maintenance and for the exercise of choice, not only about major decisions but also about the minor aspects of organizing one's daily life; former offenders do not always find this easy. In view of the emotional problems to which a prisoner is very often exposed, and the difficulties connected with the need to be accepted by his environment and also to achieve acceptance of others, it is not surprising that many ex-prisoners, even amongst those with good occupational skills, are not able to hold jobs at first. Most of them are afraid that their prison record may become known to their employers and fellow-workers. Others find it difficult to follow the discipline of employment involving the acceptance of direction, regular hours, steady consistent effort, good work habits and co-operative effort with other workers at common tasks. Therefore, there may be a series of job failures before the right job is found and the ex-inmate settles down. In addition, there is the problem of disclosing one's prison record to the employer, either when applying for a job or during employment; each man must determine by himself how he will handle this question, at the risk of not obtaining the job or of losing it.

For all these reasons, it is necessary for the former prisoner to have someone to turn to for advice, encouragement and possibly assistance in finding other employment. In most countries, prisoners' after-care organizations deal with such questions, and the prisoners can turn to them without obligation to do so. The role of these organizations should be explained to the prisoners before their release. These organizations, together with other welfare agencies and religious bodies, are also able to provide some limited material assistance to the prisoners if they need it. Although the ex-inmate's usual desire to separate himself from everything reminding him of his prison stay is very natural, he should be able to receive assistance if he wishes.

In Belgium, ex-prisoners for whom certain problems exist at the time of their release (family problems, employment, psychiatric problems, etc.), are placed under the sponsorship of the Social Service, the offices for Social Rehabilitation, or the Patronage committees. These bodies are responsible both for the supervision of the ex-inmates and for assistance, particularly in respect of employment. The prison administration is regularly informed of the development of the situation regarding ex-prisoners. It is planned to entrust the supervision of the occupational activities of ex-prisoners to the Ministry of Labour in the near future. In Austria, there is no such supervision but the prison administration is informed by the employment offices about the placement of ex-prisoners with employers. In France, some supervision is exercised during a period which is not fixed by law, the results of each check-up being registered by the Ministry of Justice; the Ministry publishes a yearly bulletin where placements effected are listed. In Great Britain, when a man has been placed by the local employment office, the appropriate after-care association is informed of the type of placement. In all cases where the man is subject to statutory after-care, and in long-term imprisonment cases (four years and over) where a man has accepted voluntary after-care, his case is followed up by the Central After-Care Association. In other cases, efforts are now being made to develop voluntary after-care on similar lines for men who are recommended by the Prison Welfare Officers as being willing and able to benefit from voluntary supervision on release. It has frequently been found necessary to find other work for a discharged prisoner where the initial job has not proved suitable. Such assistance is also provided in Norway, for ex-prisoners who are placed under the supervision of a caretaking society.

In these countries, however, no provision is made for the follow-up of released offenders: in the Federal Republic of Germany the care of a prisoner ends with his release; it is considered that since a released person has the same full rights as any other member of society, no special provisions for following up the success of measures undertaken while he was in prison are needed. However, in case of difficulties the released person, like other citizens, can contact welfare organizations and the employment service. In the Netherlands, and in the United States also, the supervision of the prisoner ends with his release. In the United States, occasional studies are made of the success or failure of prisoners following release. Probationers, however (as in other countries) are placed under the supervision of the appropriate rehabilitation authorities (see above, under "Placement of parolees").

Special Difficulties regarding Placement and Employment Stability

While the main difficulties experienced in the placement of ex-prisoners result from the reluctance of employers to engage former offenders, the main reason why many prisoners do not stay in employment is their emotional instability. Indeed, the reluctance of many employers is based on their awareness of this problem, and on the fact that it is difficult to predict with certainty whether a former prisoner, first offender or otherwise, may not return to crime. The employer thus takes a certain risk for the security of his property, and he may also fear that the employment of an ex-prisoner may cause internal dissensions amongst his personnel and endanger the reputation of his firm. When an employer's willingness to give a chance to a prisoner has been badly misused, such an attitude is even more natural.

In Norway the placement of prisoners on the open market seems to prove difficult. It is suggested in that country that the State should in future take greater responsibility in this matter and provide sheltered employment for this group of workers. The obstacle to the employment of former prisoners in Belgium derives principally from the fact that workers - whether ex-prisoners or other workers - are usually required to present certificates of good conduct to their employers. This presents a handicap for ex-prisoners, although understanding employers generally accept to employ workers in spite of the lack of such a certificate. In other numerous cases, however, the intervention of the social service is necessary in that country in order to convince an employer that he should engage an ex-prisoner or maintain him in employment in spite of his past

record. In Great Britain, disclosure of their record is the only way in which one may attempt to overcome the obstacles arising from blanks on the insurance cards of ex-prisoners. In the United States, where experience has shown that many released inmates fail to make the social adjustments required for working with other people, vocational training emphasises not only the acquisition of skills but includes courses in adjustment to employers and fellow-workers.

In some countries, while placement itself is not difficult, it may not always be possible to provide work in the prisoner's specific occupation, so that he may often not be given a chance to use his full capacities.

In Great Britain, for example, although in general no great difficulty is experienced in finding some kind of employment for men who are able and willing to work, there are significant variations according to the nature of the work and particularly according to the degree of responsibility in such work. For instance, unskilled workers can be placed easily because as a rule no inquiry is made about their past. Similarly, re-entry into the lower grades of the catering trades is not too difficult. In the railways, however, re-employment is unlikely at any level. Similarly, the Merchant Navy seldom takes back a convicted seaman. The placement of professional workers in their former occupations is considered as particularly difficult if they cannot themselves obtain work through their own connexions. Skilled workers also may encounter difficulties in spite of the continuous demand for such workers. There are also obstacles to the employment of former prisoners in white-collar occupations (clerical jobs, etc.); this is particularly true if the supply of white-collar employees with the same qualifications but without a prison record is sufficiently large (this difficulty is also reported in Austria). Generally the economic situation and the labour supply-demand relationship in a country influence to some extent the willingness of employers to give work to former offenders.

Statistics on Placements

Statistics on placements of former prisoners are rather scanty. A few examples may however be given.

In Austria, it has been possible in recent years as a result of the favourable economic situation, to place about 90 per cent. of the ex-prisoners who apply at public employment offices. Since many prisoners prefer not to apply for work at these offices, this figure represents only about half of all released prisoners. Although in the Federal Republic of Germany no statistics on vocational training and placement of prisoners are available, it is stated that nearly all released

prisoners have been placed in recent years. The Belgian prison administration does keep general statistics on the placement of former prisoners; figures are, however, available concerning the placement of prisoners who have participated in the accelerated training courses mentioned previously.

Accelerated training courses

Period 1956-1959

Placement of graduates

Number of graduates		320
Graduates released at the date of establishment of statistics		278
Graduates working in the occupation they were trained in	96	
Graduates working in other occupations	20	
Without employment	7	
Without news at date of establishment of statistics	155	
	Total	278

It is assumed that a large proportion of the prisoners from whom no news had been received at the time of the inquiry found work in the occupations which they had learned in prison.

The following figures from Great Britain, concerning certain prisons where Prison Welfare Officers are in post, give some indication of the placements achieved in 1959:

<u>Name of Prison</u>	<u>Placements of prisoners from selected prisons 1959</u>			
	<u>Interviewed by Placing Officers</u>	<u>Placed by Ministry of Labour</u>	<u>Found own employment after registration</u>	<u>Did not register</u>
Falfield	93	23	31	21
Grendon	210	115	59	21
Eastchurch	200	104	--	25

The services required to help prisoners to acquire useful skills and to find suitable employment on release are both complex and diverse. The most effective results can be achieved when they are co-ordinated in a continuous process, beginning immediately after a man's commitment and ending only when he has overcome the obstacles to successful adjustment to work after his release. Experience has shown that the provision of these services requires co-operation between several authorities (prison administration, authorities responsible for vocational guidance and vocational training, employment service, etc.) as well as voluntary agencies and representatives of industry.

It is interesting that, in recent years, efforts have been made to ensure that prisoners, even though for obvious reasons they must be given separate treatment, do in fact benefit from opportunities and facilities for guidance, training and placement that are as far as possible equal to those afforded to people in normal life. There are, of course, many difficulties to be overcome. Some result from the fact that, in respect of training in particular, it is difficult to provide a wide range of often costly facilities and equipment for a group which is limited in numbers, yet diversified in abilities and tastes, and whose members are committed for varying lengths of time in geographically scattered institutions. Particularly in under-developed countries, the scarcity of resources for the development of guidance, training and placement services for the population as a whole may be an obstacle to the provision of specialized and relatively costly services for prisoners. Other difficulties result from the problems of personal and emotional adjustment which many prisoners must face, and in respect of which they need special assistance. Others still derive from the fact that their past record places former prisoners at a disadvantage in competing with other workers on the employment market.

It is true that it depends largely on the former prisoners to be given the same employment opportunities which are offered to other workers and to dispel the prejudices employers may have with regard to them - by their work performance, their behaviour, their attitude, and by the proof they are giving of their reliability. However, many of the difficulties experienced by former prisoners when trying to adjust to normal working life can be overcome by proper guidance, education and training provided to them during their internment. It is, therefore, essential that these facilities, as well as services providing placement assistance, should be further extended and improved.

**Crime Prevention
and
Criminal Justice Branch-Reference Unit**

This archiving project is a collaborative effort between United Nations Office on Drugs and Crime and American Society of Criminology, Division of International Criminology. Any comments or questions should be directed to Cindy J. Smith at CJSmithphd@comcast.net or Emil Wandzilak at emil.wandzilak@unodc.org.