

# Inmate Employment Policy



DEPARTMENT  
OF CORRECTIONS

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# Foreword

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Inmate employment is a practice that is not new in either New Zealand or overseas prisons. Work for offenders has been in place in one form or another for many years.

International papers have been written on inmate employment and we have used global research in preparing our own policy. There are also international conventions mandating employment for inmates because of its positive benefits.

Training inmates to return to the workforce is not just about learning skills. It also involves understanding the work ethic and developing a positive self-awareness and the ability to relate effectively to others.

More than 50 percent of offenders in our institutions have never had regular employment. Teaching inmates new skills and giving them the opportunity to learn about self-management and responsibility may then enhance their work opportunities upon release thus contributing to reducing their risk of re-offending.

Inmate employment is focused on the rehabilitation of offenders. We hope that public endorsement of this policy and its implementation will give the projects and programmes already underway the positive reinforcement they require for success. We are also open to, and look to encourage, private sector business people working in partnership with us to expand the amount of employment available to inmates including on their release back into the community.



Mark Byers  
Chief Executive



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## **Executive Summary**

The main objective of the Inmate Employment Policy is to provide work habits, experience, training and skills, thereby increasing inmates' chances for post-release employment, and thus reducing re-offending. A commercial approach to employment training is adopted to ensure that this objective is achieved.

The provision of inmate employment must also be consistent with the requirements of Integrated Offender Management.

Inmates are not employees of the Department of Corrections and are therefore not subject to the same wage rates, rights and remedies as private sector workers. Inmates do however have protections under the legislation and regulations governing the Department. There are incentives for inmates to engage in employment training. The Ministers of Corrections and Finance have approved a scale of incentive allowances.

Training is a critical component of providing inmates with employment skills. The elements of training comprise basic work attendance skills, on the job training, and, to the maximum extent possible, nationally recognised certification of skill levels achieved. Other vocational training may also be provided. As part of the Sentence Planning process a plan will be developed for each working inmate.

Appropriate management, internal control, accounting and reporting procedures will be followed, and an annual consolidated income and expenditure statement will be produced for each employment initiative.

To minimise allegations of unfair competition, and to provide a degree of competitive neutrality, employment initiatives will target markets where there is little opposition to entry. These are markets that are unlikely to cause direct displacement of private sector labour.

The Inmate Employment Policy is consistent with the United Nations Standard Minimum Rules. Inmate employment policies and practices are also intended to be consistent with the principles of the International Labour Organisation Convention 20 on forced labour.

A key element in ensuring the success of the Inmate Employment Policy will be the effective reintegration of inmates back into the community, thus reducing re-offending.



# Introduction

## 1. Background

New Zealand has a long history of providing work experience for prison inmates, although through the 1980s many employment initiatives were run-down. Evidence shows that addressing inmates' offending-related needs and equipping them with the opportunity and potential to successfully reintegrate into society will reduce re-offending. Obtaining employment is one of these needs. The recent increased development in inmate employment is part, therefore, of the Department's new approach to rehabilitation and reintegration.

Since 1997 the Department has followed a policy of providing inmates with constructive work which will provide training and develop job skills.

The legislative authority for inmate employment is contained in Section 20 of the Penal Institutions Act 1954.

In December 1997 the Department published the document *Inmate Employment* which set out the revised employment policy that had been approved by Ministers. This document updates that policy and sets out developments since 1997. This document further outlines:

- the policy objective
- a commercial approach to employment training
- organisational arrangements
- inmate employment training and incentives
- marketing and costing implications
- other issues.

## 2. Policy Objective

The objective of the Inmate Employment Policy is to:

*Increase the chances that inmates will obtain legitimate post-release employment through the maintenance or promotion of work habits and skills and thus contribute positively to reducing re-offending.*

Other significant advantages arising from the policy are:

*Lowering custodial management costs through reduced tension and idleness of inmates by providing opportunities for constructive work; and*

*Ensuring the activities are undertaken with a view to producing a commercial rate of return and/or comparable social benefits.*

In pursuing this objective the maintenance of public safety will be a paramount consideration. The Department will also follow safe and humane practices.

The objective is consistent with the main aim of the Department, which is to reduce re-offending. The objective targets the development of relevant work skills for inmates and thereby increases inmates' chances for post-release employment. Evidence shows that significant numbers of inmates had either no income or were receiving a benefit before entering prison. Current international research shows that having a job in the community is a major factor in avoiding re-offending. Improving employment skills through work experience within the prison increases the prospect of legitimate post-release employment. This will have a positive impact in reducing re-offending.

As noted, inmate employment training may lower custodial costs through reduced tension and idleness. Where there is an absence of programmes or work initiatives, the alternatives are frequently prolonged "lock-downs" or milling in a yard. This often leads to destructive behaviour and misconduct. Overseas reports suggest that inmates with constructive work are generally easier to manage, have more positive attitudes, and are more amenable to participating in other programmes.

A commercial rate of return is required, except where the activity provides a community service. While the key focus of the Inmate Employment Policy is on contributing to rehabilitation and in turn reducing re-offending, it is also important that prison industries are managed in a commercial manner. Commercial management will ensure that industries are sustainable and provide a suitable work experience. Any commercial margin achieved by Inmate Employment can be used to maintain and further expand Inmate Employment initiatives.

Where an activity provides a community service a commercial rate of return is not required. Undertaking community projects can provide a work experience and skills benefit to the inmate and a social benefit to the community. For community projects the marginal cost should be recovered.

### **3. Categories of Inmate Employment**

The future development of inmate employment should be in industries and occupations that provide the most relevant experience and training for sustainable, legitimate, post-release employment. The Department intends to use production methods and technology fitting industry norms and to benchmark against external standards.

There are currently five categories of inmate employment. These are:

- internal self-sufficiency activities
- community service activities
- commercial industries which are wholly run by prisons
- commercial industries which may run in cooperation with the private sector
- release to work.

Self-sufficiency and community service activities will generally continue to be solely operated by the Department. These include cooking, cleaning and maintenance, which currently provide a large proportion of inmate work. However, there is limited scope to increase these beyond current levels.

Community service activities may be operated solely by the Department or may run in cooperation with community groups such as local bodies, charitable trusts, and marae committees. However, many inmates are unsuitable for this type of work.

Some commercial industries are run solely by the Department. For example, Corrland, which runs the Department's farms and forests, is presently the largest provider of inmate employment in this category. However, the financial and other risks associated with prison industries remain with the Crown and where commercial industries are not economically viable they are often disestablished within a short period of time.

Other commercial industries are run in cooperation between the Department and the private sector. It is intended that the number of cooperative commercial industries be increased. It is this area which must provide the bulk of additional employment and training opportunities. Commercial industries, which are run in cooperation between the Department and the private sector, will be formed by way of an agreement between the two parties.

All commercial industries are subject to the oversight of the Inmate Employment Advisory Committee.

Some inmates will be released during the day to work for private sector employers. They will return to the prison at the end of their daily work.

#### **4. Evaluation**

An individual cost-benefit analysis will be undertaken for each industry, that is proposed for establishment under the Inmate Employment Policy. This will evaluate an industry's ability to provide productive and useful employment training opportunities for inmates, and its ability to make a positive financial contribution. Business monitoring will be ongoing throughout the operation of each activity and will be utilised to assess the social and commercial viability of each inmate employment activity.

# Section A

## A Commercial Approach to Inmate Employment

### 5. Rationale

Setting a commercial objective will ensure that prison industries are self-sustaining. Where industries have been run on a non-commercial basis they have often met with failure and poor performance. Because non-commercial industries are not self-sufficient they are often cut back in times of financial stringency or closed down when they make a loss.

Most importantly, commercial industries provide a suitable environment in which inmates can develop a constructive work ethic and commercial skills applicable to post-release employment. Training and working in a commercial environment increases the likelihood that inmates will acquire the necessary skills and qualifications for employment in the commercial world after their release.

### 6. Private Sector Involvement

The objectives of the Inmate Employment Policy are, firstly, to provide work experience and skills as a means of rehabilitation and, secondly, to reduce custodial costs. To provide appropriate employment opportunities to all eligible inmates on the scale necessary, the involvement of the private sector is desirable.

Private sector involvement will ensure that prison industries are operating on a similar basis to external industries and that work skills acquired in prison remain relevant in the community post-release.

Involving the private sector will assist prisons in focusing on their core business, which is supervising inmates and addressing their other offending-related needs. The private sector can bear the commercial risk including capital, marketing and distribution. Where possible the private sector should also provide business management expertise and provide inmates with commercial experience and training.

## Section B

# Organisational Arrangements

### 7. Management Structure for New Zealand

The Chief Executive of the Department of Corrections has established the Inmate Employment Advisory Committee as an advisory body for the implementation of Inmate Employment Policy. The purpose of the Committee is to advise the Chief Executive on the establishment and achievement of the:

- strategic direction for all inmate employment
- operational targets and financial performance requirements
- identification and management of risk

of the Department of Corrections' industries, land-based and other employment activities.

The primary accountability of the Committee is to the Chief Executive, who selects the Chair and membership of the Committee. The Chief Executive will periodically review both.

The members of the Committee will be:

#### ***Non Departmental Members***

A Chair and between five and seven members, who have some expertise relevant to the Committee in discharging its role, or represent pertinent interests.

#### ***Departmental Members***

Chief Financial Officer  
General Manager, Public Prisons Service (or nominee)  
Manager, Corrland Inmate Employment.

### 8. Application of the Inmate Employment Policy to Privately Managed Prisons

The Department has let a management contract for the Auckland Central Remand Prison to a private provider. The Superintendent of a privately managed prison has the power to require inmates to work under Section 20 of the Penal Institutions Act 1954. However, privately managed prisons must comply with the Inmate Employment Policy. The effect of this is that a Superintendent of a privately managed prison can only require inmates to carry out work that is directly connected to the maintenance and running of the prison itself. Any work outside that category must be voluntarily undertaken by the inmate, and any refusal will not incur a penalty (other than loss of income that would have otherwise been gained from the employment itself).

## **9. Integrated Offender Management: Work Experience as Part of Sentence Management**

Integrated Offender Management will provide a framework to assess the needs of offenders.

Within Integrated Offender Management key components are Sentence Management and Sentence Planning. Sentence Management, within prisons, is the process of actively managing individual inmates in order to achieve the best possible outcome and balance with respect to ensuring safe, secure and humane containment, reducing re-offending and optimising inmate employment. Sentence Planning is the process where individualised plans for inmates are developed for the purpose of effective sentence management.

All inmates will have a sentence plan. This plan will assess the inmate's risk, needs and responsivity. It will include the following elements:

- the need for programmes such as Drug and Alcohol Treatment or Violence Prevention
- assessment of literacy and numeracy needs - the National Certificate of Employment Skills can provide both vocational training and basic literacy
- work skills and experience and deficits in this area
- reintegration issues to be addressed in order to successfully settle the inmate back into the community. This may for example include assistance to find post-release work.

In future, inmates, other than remand and short sentence inmates, will be assessed for employment using an Inmate Employment Assessment tool. From this assessment, a profile of each inmate will be developed which will outline education, literacy and numeracy levels, work habits, employment skills and future employment direction. This will, of course, be balanced by their Identified Drug User status and security rating. Based on this profile, suitable employment opportunities will be identified and the inmate scheduled to Inmate Employment.

The current target of Inmate Employment is to provide each eligible inmate with six hours of work five days a week. This target is to be achieved by 2006. It is expected that rehabilitative programmes and other constructive activity will normally be delivered outside the work period of eligible inmates.

Wherever possible within sentence management, complementary work and programme times should be designed. Prisons will need to take a flexible approach when designing sentence management so that both work and other important rehabilitation and reintegration needs are addressed. As a rule, the workday should not be interrupted, but the availability and needs of other programmes will also have to be taken into account.

Based on inmate need, a number of programmes might best be delivered in a comprehensive manner at particular points in the sentence. Where this is applied, the inmate's time would be dedicated to the programme rather than to employment training.

## Section C

# Inmate Employment Training

### 10. The Training Component

Training is a key component of the Inmate Employment Policy. Private sector industries generally employ staff with a generic level of skill and then provide staff with specific job training. Many inmates lack basic generic work skills such as reporting on time and working in an ordered manner. Many basic work skills can be taught or learnt on the job. The development of generic skills will be a task that is shared between case managers and employment staff.

The training component of inmate employment has a number of distinct elements:

- The first element is training in the basic skills of getting ready for work, arriving on time in a presentable manner, listening to instructions, undertaking basic tasks and working in a collaborative manner. These are basic workplace social skills that many offenders lack. Most employment initiatives also provide an induction training package, which deals with basic workplace skills such as health and safety, listening to instructions, etc.
- The second element is on the job training. Many of the inmate employment instructors are qualified tradespersons and can provide expert training for inmate employees. The training needs of each offender will be identified in the sentence planning exercise and provide a training guide to instructors.
- The third element is training for industry certificates and qualifications. A number of instructors have obtained certification as New Zealand Qualifications Authority assessors and can train and assess workers for formal training qualifications. This training will be in industry-specific areas such as cooking, chainsaw work, timber or horticulture. Other vocational training, such as the acquisition of computer skills, may also be provided. The overall aim is to have as many inmates as possible receive nationally recognised certification (or equivalent) of the skills they have achieved.
- Prisons will be offering the core programme National Certificate of Employment Skills (NCES). The NCES focuses on students with low levels of educational achievement and provides them with literacy, numeracy, social skills and problem solving skills to prepare them for employment or further training.

### 11. Incentives for Undertaking Employment Training

The focus of the Inmate Employment Policy is to provide inmates with effective work experience and training, which can be applied to post-release employment. As part of the skill acquisition process it is desirable that inmates volunteer for work. Much of the value of employment training is in gaining a work ethic and a positive attitude to the workplace. This is less likely to be achieved in an environment of compulsion. To demonstrate the voluntary nature of employment inmates will apply for employment positions. This is a process analogous to applying for a private sector job.

The Penal Institutions Act 1954 requires inmates to work on direction by the Superintendent of a penal institution. The Superintendent can use this power, if necessary, but the philosophy of Inmate

Employment seeks to have working inmates as volunteers. For positions involving the private sector the International Labour Organisation requires that inmates be volunteers.

The provision of employment for inmates by the Department does not constitute a formal employment relationship. Rather the employment is part of skill acquisition and should be regarded as a training initiative. Inmates do not have, therefore, the same access as free workers to wages, rights and other remedies. They do have protections under Corrections legislation and regulations. Inmates are not employees of the Department and are not, therefore, subject to the Health and Safety in Employment Act 1992. However, the Department will observe the provisions of the Act for all inmate employment activities and, in that regard, inmates will be accorded the same status as employees.

There is a range of incentives for inmates to work. Most inmates prefer to participate in constructive employment to being locked in a cell or being in a yard. Inmates can also see the benefits to themselves of acquiring work skills.

Prisons can also provide their own minor incentives. For example, inmates can be motivated by minor perquisites in the workplace such as coffee, biscuits, scraps of material, and the use of plant and equipment for personal projects.

Social performance in the workplace should also be a relevant factor in making decisions on home leave, work release, and parole.

To provide a tangible reward for participation in employment training an "incentive allowance" is paid. The rates for incentive payment range from \$0.00 per hour to \$1.00 per hour. The rates specified are maxima and have been approved by the Ministers of Finance and Corrections. The authority to approve specific incentive rates has been delegated to the Chief Executive of the Department of Corrections. The Chief Executive's approval will be based on the funds that are available from earnings to cover direct industry costs, including incentive payments. As earnings increase, they could be used to increase incentive payments toward the maximum and to provide a lesser rate of payment to those who wish to work but for whom no work is available.

Each Inmate Employment position will be assessed and assigned a base-rate step and a range for promotion. The steps will apply to all categories of employment and will provide for equivalent incentive payments for an equivalent position in all employment areas, be they internal services or commercial activities.

The hourly scale, which replaces the previous weekly maximum for an employment class, will be administratively simpler. It will also enable inmates to be paid an amount for each hour worked. This provides an incentive to inmates who need to work longer than normal hours, for example at harvest time or when a product is required urgently.

Inmates undergoing study or programmes will be assigned to a step based on their prior work remuneration and the length of their study. Inmates who are ill, infirm or unemployed will be placed on steps 1 or 2, usually subject to a 30-hour weekly maximum. Inmates who refuse to work or attend programmes, or are removed from work for a defined period, will be placed on step 0 and receive \$0.00 per hour.

## Section D Costing

### 12. Costing

Allocating costs in prison industries can be difficult because many costs overlap with other aspects of prison management. For example, a staff member in an industry may fulfil both a custodial and an instructional role. Similar costing issues exist in private sector industries. Ideally only marginal employment related staff costs should be allocated to inmate employment. But for administrative simplicity the aim is to recover all staff costs directly related to the employment activity.

A number of overhead costs that are incurred within a prison system are not directly related to employment initiatives but may be more related to other aspects of custodial management. Such overhead costs should be excluded when the rate of return on inmate employment activities is calculated.

To meet management requirements, and for transparency, it is important to record all the costs that are directly allocated to an industry.

Appropriate management, internal control, accounting and reporting procedures will be followed, and an annual consolidated income and expenditure statement will be produced for each employment initiative.

For commercial industries cost items should include:

- materials (including wastage)
- salaries (supervisors)
- inmate incentive allowances
- building rental
- power
- repairs and maintenance
- depreciation
- capital charge
- contribution to overhead.

For domestic self-sufficiency activities, costing should be on a fully costed basis taking into account those costs that are directly related to the activity.

For work activity not undertaken for a financial return but for community service (eg, maintaining parks for a local community) costing should take into account all direct or marginal direct costs so that a cost comparison for different industry and employment training activities can be made.

### **13. Income Tax and ACC**

Incentive payments to inmates are not classed as "salary" or "wages" from employment as defined in the Income Tax Act 1994. Therefore, PAYE and ACC levies are not to be deducted. However, the payment is still considered to be "income" to the inmates, pursuant to section BB 4 of the Income Tax Act 1994. Therefore, it must be declared if an inmate's total earnings require them to provide an income tax return.

### **14. Pricing**

In its simplest form, pricing for commercial industries and self-sufficiency activities should be based on a competitive market-related price. Industry managers need to maintain an awareness of price trends in similar external industries. However, they will also need to use commercial marketing and pricing practices in responding to specific markets. For self-sufficiency industries, products should be sold to other corrective institutions at a market price based on their competitive quality product, rather than as a required purchase. For community service industries, pricing should be on the basis of recovery of marginal direct costs.

In setting prices both at the initial evaluation phase of an industry and during the ongoing operation, the underlying direct costs have to be taken into account; otherwise the industry may suffer an ongoing loss and will not be sustainable.

In the start-up phase full cost recovery may not be achieved in every industry, but it is expected that each new commercial industry will generate a positive gross margin over time. There are costs inherent in prison industries that are not faced by the private sector. These can include higher training and supervision costs that may affect the timing and method of achieving full cost recovery.

### **15. Financing**

There are two major elements of financing, namely capital finance and operating finance. Capital finance is used for the purchase or construction of physical assets and plant. Operating finance provides for the payment of the ongoing costs in an industry.

An annual business plan will be prepared for the Inmate Employment activity. This plan will be sent to the key stakeholders through the Inmate Employment Advisory Committee.

A schedule of new investments will be distributed periodically to Treasury. Detailed investment analysis will be provided to Treasury where the annual capital investment or the annual operating expenditure exceeds \$100,000.

As in most industry settings, internal capital for inmate employment will be a scarce resource subject to competition. An annual allocation of internal capital finance will be made in the Department's budget. Capital finance for new industries will be allocated on the basis of a business plan, which addresses both inmate employment and training issues. As mentioned earlier, an objective remains to encourage private sector investment in assets and consequently reduce the capital costs and risks to the Crown.

To ensure the maintenance and development of Inmate Employment training, the income from prison industries needs to be available to meet costs and to provide for growth. It is intended that the income should be retained for this purpose.

The payment of incentive allowances to working inmates will be met from operating finance (including the amount already provided). No allocation of operating finance will be made from general departmental funds. Rather, prison industries will need to become self-sufficient in meeting operating costs.

## **16. Income Allocation**

All commercial employment initiatives are expected to cover their own costs and generate a margin. This margin will be applied so as to provide a resource for prisons to further develop prison industries and to provide income for national Inmate Employment Training objectives. The exception is community service activities, which should seek to cover only marginal direct costs.

## **17. Consultation**

The Corraland Inmate Employment Group will be responsible for ensuring consultation with interested parties before any new commercial industries are established. Where appropriate, relevant business and labour representative groups, and government agencies, will be involved. For privately managed prisons this responsibility rests with the Superintendent.

The more significant the new industry the more likely it is that consultation will be necessary. For major capital investments the issue of consultation will be part of the Inmate Employment Advisory Committee's consideration of the proposal.

There may be situations where local consultation is not required, such as where a new industry is involved in import substitution or where local private sector cooperation has already been obtained.

## Section E

### Other Issues

#### 18. Targeting Particular Types of Industry

While Inmate Employment Training contributes to the rehabilitation of offenders, opposition to prison industries is often advanced on the basis of allegedly unfair competition, and subsidised costs in commercial markets. To minimise allegations of unfairness, prison industries will target markets where there is little opposition to entry, such as:

- achieving internal self-sufficiency
- community service
- import substitution or produce for export
- commodity industries
- operating in cooperation with the private sector
- becoming involved in areas where there are no competitors.

A key consideration in evaluating new inmate employment initiatives is that they are not in business areas that could lead to direct displacement of private sector jobs. The Department will also seek to remain a small player in most markets. There are approximately 1.6 million people employed in New Zealand and the total prison population is less than 0.2 percent of this.

Further offsetting concerns about the impact of Inmate Employment is the considerable social benefit derived from community service activities. As well as providing inmates with an opportunity to develop general work habits and some particular skills, community service activities contribute positively to the enhancement of community assets.

#### 19. Competitive Neutrality

For government agencies, competitive neutrality includes the concept that where governments are competing in the provision of goods and services they should not compete unfairly due to perceived advantages compared with private sector participants. These advantages could, for example, include immunity from certain regulatory requirements and income tax.

The approach taken in this policy is that prison industries must be able to compete in a market environment while meeting their full attributable costs. The make-up of costs in prison industries may differ from those in private sector industry, but prison industries will operate in a competitively neutral manner by using industry benchmark costings for the particular industry. Labour costs per inmate hour may be less in prison industries than in private industries but there are many additional costs faced by prison industries that are not faced by private industries, these include:

- low productivity
- high labour turnover rates

- high training costs
- high ratio of supervision
- high reject rates
- occasional sabotage
- interruptions to the working day.

While the make-up of costs is different for prison industries, any product from prison industries which is sold in the private sector will be priced on the basis of a competitive market-related price.

In a number of overseas jurisdictions, prison industries pay inmates the minimum wage and then deduct amounts for accommodation, food and administration. This gives an impression of "competitive neutrality" in the costing of prison industries relative to the private sector. The prime focus of the New Zealand industry programme is rehabilitation and skill acquisition and the payment of an "incentive allowance" is consistent with this approach.

There are two considerations in determining "incentive payments" to inmates for undertaking employment training. The first is that inmates are receiving a fair remuneration (based on the additional costs and risks of undertaking employment training) and are not exposed to unjust working conditions. The second concerns preserving social equity for the community by reducing costs to the taxpayer and attempting to ensure that Inmate Employment Training does not directly affect existing jobs.

The Department will seek involvement of the private sector in providing employment training for inmates. However, all such initiatives must have a contract which ensures that working inmates are not exploited and are provided suitable training experience. These inmates remain under the direct supervision and control of prison authorities. All inmates involved with work for private employers must volunteer for employment.

## 20. International Conventions and Rules

The International Labour Organisation (ILO) Convention 29 on Forced Labour was adopted by the General Conference of the ILO on 28 June 1930 and was ratified by New Zealand in 1938. This is the main international convention dealing with prison inmates working. Under Article 1 of the Convention all Parties undertook to suppress the use of forced or compulsory labour in all its forms. According to the ILO Convention "forced or compulsory labour" means:

*All work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.<sup>1</sup>*

Article 2(2)(c) of the ILO Convention provides that the term "forced or compulsory labour" shall not include:

*Any work or service exacted from any person as a consequence, of a conviction in a court of law, provided that the said work or service is carried out under the supervision and control of a public authority and that the said person is not hired to or placed at the disposal of private individuals, companies or associations.<sup>2</sup>*

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<sup>1</sup> Article 2, paragraph 1 of the ILO Convention

<sup>2</sup> Article 2, paragraph 2 (c) of the ILO Convention

The United Nations Standard Minimum Rules (the Rules), were adopted by the First United Nations Congress on the Prevention of Crime and the Treatment of Offenders held at Geneva in 1955, and were approved by the Economic and Social Council by resolutions in 1957 and 1977. The Rules recognise the need for flexibility due to individual countries different circumstances and advocate that it is the broad purpose of the principles and practices enunciated in the Rules that should be adhered to, rather than the strict wording itself.

Rule 72(2) of the Rules states that:

*The interests of the prisoners and of their vocational training, however, must not be subordinated to the purpose of making a financial profit from an industry in the institution.*

Rule 73(1) states that:

*Preferably institutional industries and farms should be operated directly by the administration and not by private contractors.*

The prime focus of the Inmate Employment Policy is on rehabilitation and skill acquisition. The interests of the prisoners in obtaining vital work experience and therefore increasing their chances for legitimate post-release employment is a key aim of the Inmate Employment Policy. The objective of establishing commercially viable prison industries is a means to obtaining legitimate work skills.

## **21. Reintegrative Services**

A key objective for providing work experience and skills is to increase the likelihood of inmates obtaining legitimate post-release employment. It is important, therefore, to develop reintegrative services to assist inmates in finding employment once released.

The Department is currently developing a Reintegrative Services programme as part of Integrated Offender Management. A number of specific initiatives are underway. The Department purchases services from the New Zealand Prisoners' Aid and Rehabilitation Society (NZPARS) to assist offenders with reintegration. Fresh Start, a charitable organisation, is also working with employers and offenders to provide employment opportunities for people with criminal convictions. Corrections has a Memorandum of Understanding with Work and Income New Zealand and has been advised by them that offenders are a target group for their employment products and services. The Department will also establish networks with private sector employers to facilitate the Release to Work scheme and to provide employment opportunities to inmates when they have completed their sentence.

## **22. Follow-up on Outcomes**

Through its reporting to Parliament, the Department will inform on its inmate employment goals and accomplishment. Part of this reporting will in future cover overall effectiveness in reducing re-offending and the extent employment training has assisted inmates secure jobs on release from prison.



