



NORWEGIAN MINISTRY
OF EDUCATION AND RESEARCH

Short Version of Report no. 27 to the Storting (2004–2005)

Education and Training in the Correctional Services

“Another Spring”





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Another spring
I'm locked up.
I'm bored,
so bored that I think I'm going
to die.
The outside world, me and my thoughts;
it's all hopeless here in the dark.
Don't think I'll ever see
a beautiful spring again.
Spring has just meant
misery; this summer I should probably
make a run for it.
Maybe summer can make me
happy, so I can forget
everything that has happened to me down here.

Bashir

Preface

In Report No. 30 (2003-2004) to the Storting, "Culture for Learning", it states: Education passes on values and imparts knowledge and tools that allow everyone to make full use of their abilities and realise their talents. It is meant to cultivate and educate so that individuals can accept personal responsibility for themselves and their fellows. The report points out further that in the future we must increasingly appreciate diversity and deal with differences.

These are general objectives that are also crucial for education in the correctional services. All pupils are entitled to adapted and customised education based on their own abilities and needs. This also applies to education and training in the correctional services as well. To follow up "Culture for learning" considerable effort has gone into improving the quality of basic education. This improvement in quality must also benefit the participants in education in the correctional services.

Since the variation among the schools in prisons is wide, detailed national guidelines will not necessarily suit all of them. As in the case of the educational system in general, it is essential to mobilise participants to show greater creativity and involvement by giving them greater local freedom. For the school in prison to be an evolving educational institution, it must likewise be accorded such trust. This requires knowledge and expertise among school administrators and teachers in their day-to-day work. Development in these schools depends on skilled, committed and ambitious teachers and administrators.

As a nation, Norway has traditionally been at the forefront with regard to the humane treatment of prison inmates and the protection of their civil rights. This has been crucial for successfully returning inmates to society, something it will continue to be in the future.

The objective for education in the correctional services is the same for all other education. It is meant to help to cultivate, assist in coping with society and becoming self-reliant and impart knowledge, enabling the individual to make the most of his talents and contribute to wealth creation in Norwegian society. This makes education a key element in rehabilitation efforts. Although inmates comprise a small fraction of those in education and training programmes, the crimes for which they are responsible have imposed massive economic costs on society and reduced the quality of life of the victims and of the inmates themselves. Appropriate education and training may be a vital part of a successful rehabilitation and is thus an investment in the future and a contribution towards greater security in society.

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1 Introduction

1.1 Background for the report

The final report and all the interim reports from the project “Evaluation of Prison Education”, which the Storting requested in 1998 (Recommendation No. 12 (1997-1998) to the Storting), were made available in spring 2004. The reports pointed to a number of areas where there was need for quality improvements in respect of education and training in the correctional services.

Following its debate of the recommendation from the Standing Committee on Education, Research and Church Affairs on appropriations in the State Budget for 2004, the Storting adopted the following resolution, No. 152 (2003-2004):

The Storting requests that the Government present a separate report on prison education. This report will have to address the challenges outlined by the research evaluation of prison education and advance an integrated action and financing plan for improving the quality of education and training in the correctional services. The principle of adapted education must be a key point of departure for this plan.

Furthermore, a thorough survey of inmates’ educational backgrounds and aspirations has been undertaken. This survey provides a picture of educational needs, in terms of both scope and type of education and training.

Report No. 30 (2003-2004) to the Storting, “Culture for Learning”, and Recommendation No. 268 to the Storting contain a number of measures that all together represent an integrated strategy for developing the quality of basic education. This also applies to education and training in the correctional services. The recommended measures will pertain to several of the key challenges in education and training in the correctional services, for example, inclusive and equal education and skills development for teachers and instructors.

1.2 History of prison education

Education and training have been a crucial part of the penal system for several hundred years. The goal has always been to socialise the inmates and provide them with the knowledge to enable them to manage on their own and avoid further crime after serving their sentences. As early as the 1700s and 1800s, inmates were given education and training in various ways. Prisons in the 1700s laid a heavy emphasis on the educational element, and confirmation instruction was central. The idea of improving prisoners was strengthened by the penitentiary concept. Although only one penitentiary was built, the ideas from the Penitentiary were used in other correctional institutions as well as in the local prisons beginning in the mid-1800s. Education was given a prominent place as part of the prisoners’ penance in order to become upstanding people and was usually provided in private.

At the end of the 1800s, new regulations for education were adopted. Their principal aim was for every school-age inmate to complete his schooling. In 1928, the “School of Correction for Juvenile Offenders” was laid down by law. Such schools were not founded until 1951 (Berg School of Correction). Although it was intended to be an alternative to prison for juvenile offenders, it was perceived as a prison, subsequently changing its name to juvenile prison. The juvenile prison was closed down in 1975. The Prison Act of 1958 accorded education and training a more indistinct place in competition with prison work duty.

In 1969 the school system assumed responsibility for education and training in prisons, and inmates were covered by 1969 Education Act. Prior to that time, the prison system was responsible for education and training. This change was part of a general trend whereby it was emphasised that inmates should not forfeit their civil rights even though they were incarcerated. These principles still apply.

In general, prison education is organised according to several models: the “export model”, the “import model”, the “self-sufficiency model”

and the “contract model”. Since the early 1970s the import model has reigned supreme in Norwegian correctional facilities. According to the import model, the prisons use the ordinary public health, library, instructional and other services made available to the outside. In recent years, this has been called the “administrative cooperation model” in reference to section 4 of the Execution of Sentences Act. This means that the educational authorities in civilian society also have the professional and financial responsibility for education and training in the correctional services. Education and training in prison is on par with equivalent education and training in the rest of society, and teacher qualifications are the same.

1.3 Chapter overview

Chapter 1 describes the background for the report in the evaluation of prison education that has been conducted and the Storting’s resolution in connection with its debate on the 2004 budget. In the history of prison education that follows, it is clear that education and training have played a key role in rehabilitative work while sentences are being served.

Chapter 2 outlines the current status of education and training in the correctional services. This outline is based on the annual reports from the County Governor of Hordaland, which show, for instance, that over 4,100 inmates have received education and/or training in 2003. There is also a review of the current legal basis of education and training, for Norwegian nationals and foreigners alike. Chapter 2 points out the relationship between education and punishment, emphasising the inmates’ rights to education and training within the practical framework of the execution of their sentences. The chapter devotes a lot of space to the evaluation of prison education, the data for which were gathered in the period 2000-2002,

with particular attention to the challenges underscored by the researchers. It also refers to the report from the survey of the educational backgrounds and aspirations of inmates. Various organisational models are reviewed and viewed in the context of prison education in the Nordic countries.

Chapter 3 addresses the various areas in education and training in the correctional services, with a particular view to developing and improving them. Assessments and proposed measures are largely based on the extensive reports reviewed in chapter 2. The content of this education and training is the same as in education and training in the rest of society and provide the same skills and qualifications. The chapter underscores the fact that this goes far in enabling the inmate to live a life without returning to crime after serving his or her time. It points out that a larger percentage is enrolled in general studies programmes than in upper-secondary schools as a whole, and the reasons for this are reviewed. Vast differences among prisons mean that offerings vary substantially, not least because many have short sentences. A large number of inmates report having various learning difficulties, and there is a discussion of how the school in prison should facilitate adapted education. The chapter addresses information about the schools and surveys of inmate needs, *inter alia* through validation of prior learning. ICT in education and training and the use of prison work duty in education and training are also discussed. The development of teacher qualifications is a key area for improvement. The organisation and interagency cooperation are described as essential prerequisites for adequate prison education. The question of rights is discussed, *inter alia* with a view to guaranteeing the rights of foreign inmates. The connection between rights and resources and financing is addressed, with a separate focus on the rights of inmates in prisons without educational services.

2 Current situation

2.1 Education and training in the correctional services today

Currently there are at any given time approximately 3,000 inmates in Norway's 47 correctional facilities. As of 31 December 2004, 2,176 persons have been waiting two months or more to be summoned to serve their sentences. The facilities vary in size from Oslo Prison, with a capacity of 375, to the prison in Møsjoen, with a capacity of nine. About 18 per cent of the inmates are foreigners. Most inmates by far are men. The percentage of women incarcerated has remained relatively stable in recent years, constituting 4.6 per cent of the total inmate population in 2004. There are three correctional facilities exclusively for women, and an additional four have permanent capacity reserved for women. A few other prisons will accept women as needed. In 2004, there were on average 135 female inmates at any given time in a total of 14 prisons.

The County Governor of Hordaland is responsible for the preparation of an annual national report on education and training in the correctional services. The report for 2003 shows that the number of (school) places has risen in recent years, from 810 in 1996 to 943 in 2003. Education and training are provided at 34 of 47 prisons, and follow-up classes have been established at ten sites in the country. Several schools have had positive experience with new offerings in music, drama and arts and crafts. The vast majority of participants are aged 23-40. A total of 4,127 pupils took part in education and/or training in 2003. In all, 190 full-time equivalents were employed in education and training activities in 2003.

To better structure and adapt the educational pathway, the report underscores the need to employ validation of prior learning to a greater extent than is the case today. Well over half of the places in upper-secondary programmes are in general business studies. More pupils than previously completed all or part of their studies, and nearly 1,300 completed forms of education that did not lead to a diploma. In 2003, ten apprenticeship contracts were signed, while the number of

inmates who took theoretical instruction to obtain a certificate of apprenticeship (trainee candidates), rose from 34 in 2002 to 55 in 2003. It is primarily participants in the large prisons and in the follow-up classes who receive diplomas.

All together, there were 1,527 interruptions in instruction in 2003, slightly more than in the previous year. Almost half were due to releases. The interruptions related to penal operations, such as transfers between units or prisons, disciplinary measures and others, represented a fourth in 2003, i.e. about the same as the previous year.

Inmates on day-release can take part in work, education or other activities outside of prison. There is little use of day-release for school and work. Day-release primarily takes place from lower-security prisons. A Norwegian phenomenon is follow-up classes that are found at ten sites throughout the country. These were set up to enable those who were in the process of getting an education when they were released to continue their schooling in these classes immediately after their release. In 2003 there was a total of 106 pupils in these follow-up classes.

All the schools report the use of ICT integrated into subjects or the use of ICT as a tool in education and training. Some schools are under way with the "European Computer Driving Licence". At the same time, most schools report that they do not have access to Internet use in education and training. This is cause for worry, and they feel that they are falling behind the ordinary school system, where the use of ICT and the Internet is an increasingly integrated part of instruction and is used for tests and examinations.

A larger percentage of female inmates takes part in education or training. Well over a third of female inmates participate in educational or training programmes, while the equivalent figure for men is under a third. Well over a quarter of foreign inmates take part in education or training.

The report on education and training in the correctional services in 2003 shows that a number of schools report poor and cramped premises for instructional purposes. This results in lower than potential resource utilisation.

2.2 Right to education

Pursuant to the Education Act, everyone in Norway is entitled to primary and lower-secondary schooling. Persons who have completed primary and lower-secondary school have the right, pursuant to section 3-1, to three-year upper-secondary schooling. In addition, adults born prior to 1 January 1978 who have completed lower-secondary school, but who have not completed upper-secondary education, have a right to upper-secondary schooling. Those who need it have the right to primary and lower-secondary schooling and to special education. Those entitled to upper-secondary schooling also have the right to have their prior learning validated and obtain a certificate of competence. Persons who are not entitled to upper-secondary schooling may, on certain conditions, have their prior learning validated. The county administration is to issue certificates of competence on the basis of validation of prior learning on the upper-secondary level. The provisions of the Education Act regarding the right of adults to upper-secondary schooling do not make exemptions for special categories, such as prison inmates. The law applies to all who meet the conditions of the Act, without any upper age limit.

Norway's obligations under international law regarding the right to education are enshrined *inter alia* in Article 2 of the First Protocol of the European Convention on Human Rights. The article stipulates that no person shall be denied the right to education. The right to education is further elaborated in Article 13 of the UN International Covenant on Economic, Social and Cultural Rights and Article 28 of the UN Convention on the Rights of the Child. Through its recommendation "Education in Prison" the Council of Europe has issued seventeen recommendations for prison education, *inter alia* with perspectives on the aims of education in prison, the place of education in the penal system, adult education methods, vocational training, creative and cultural activities and the relationship between education inside and outside the prison. Recommendation (1) states: "All prisoners shall have access to education, which is envisaged as consisting of classroom subjects, vocational education, creative and cultural activities, physical education and sports, social education and library facilities."

The European Prison Rules recommend that all prisons have a comprehensive education programme offered to the inmates and that special attention be given to young inmates and inmates

from other countries. These rules are being revised, and new rules are expected to be adopted in 2005.

The Execution of Sentences Act directs the correctional services, in cooperation with other public agencies, to arrange for convicted persons and persons in custody on remand to receive the services to which they are statutorily entitled. The guidelines specify that, with the limitations resulting from their loss of liberty, convicted persons and persons in custody on remand have the same rights to services and facilities and the same obligations and responsibilities as the rest of the populace. The correctional services shall arrange for cooperating agencies to provide their statutory services to convicted persons and persons in custody on remand and for such persons to receive these services.

The guidelines to the Execution of Sentences Act underscore that young inmates lacking education are to be particularly motivated and encouraged to take part in educational programmes. The right to a post-secondary education requires that a person meet the general requirements for higher education. Convicted persons with such qualifications may meet their activity requirement by taking part in higher education. Practical consequences of the execution of sentences such as the loss of liberty, lack of financing etc., limit an inmate's opportunities to take part in higher education. Several prisons have found local solutions these challenges.

2.3 Relationship between education and punishment

The Education Act

One aim of the Education Act is for pupils to become useful and independent human beings. Another is for pupils to develop "the skills, understanding and responsibility that prepare pupils for life at work and in society".

The Execution of Sentences Act

One of the main objectives of the correctional services is to help to counteract new criminality after a sentence has been served. Restrictions on liberty shall not be imposed that in excess of those necessary for effecting the purpose of the detention. Training has an educational effect, and

done properly, adequate training may have a positive impact.

The Execution of Sentences Act sets the framework for the execution of sentences in the correctional services, including location of prisoners, transfers to other prisons, leaves of absence, monitoring measures, releases and the execution of community sentences. The Execution of Sentences Act governs who can make decisions regarding inmates and also contains provisions on the content of the execution of sentences. In practice, the framework set by the Execution of Sentences Act matters a great deal for the education authorities' working conditions in the correctional services.

Cooperation with other public agencies

The provision of services to inmates is based on the "administrative cooperation model", whereby the public agencies responsible for various services go into the prison to provide them. This ensures that inmates enjoy services as equal as possible to the rest of the population, while guaranteeing that the services are provided by qualified professionals from outside of the correctional services. This administrative cooperation is enshrined in section 4 of the Execution of Sentences Act, which directs the correctional services, "through cooperation with other public agencies, to arrange for convicted persons and persons in custody on remand to receive the services to which they are statutorily entitled." Such cooperation shall lead to a coordinated effort to supply the needs of convicted persons and persons in custody on remand and to assist them in adjusting to society. At the same time, the execution of the sentence will provide a practical framework for how these rights may be exercised.

Limitations may arise for other reasons. One example is a need to move an inmate in the interest of optimum resource utilisation. Within these limitations the correctional services are to see to it that the educational authorities have the best possible working conditions.

The normalisation principle

The normalisation principle underlies the treatment of inmates in prison and convicted persons serving community sentences. This means, first, that existence during the execution of the sentence be made as normal as possible within a proper security framework. A second element of the

normalisation principle is that, when serving their sentences, convicted persons and persons in custody have, in principle, the same rights and obligations that the rest of the population. In some cases, the interest of executing the sentence might indicate that education or training cannot take place in the manner desired by the inmate or may depend on what the school can offer.

Security during the execution of a sentence

Section 3 of the Execution of Sentences Act stipulates that sanctions shall be executed in a manner that satisfies the needs of security. Resolution of any conflict between the Education Act and the Execution of Sentences Act must be sought, in individual cases, through administrative cooperation, though in the final analysis the Execution of Sentences Act must take precedence over the rights in the Education Act. The Execution of Sentences Act is based on a principle of differentiation. That is, convicted persons serve prison sentences at different security levels. The Act indicates four levels of security: units with an especially high security level (maximum-security units), high-security prisons/units, lower-security prisons/units and halfway houses. Most inmates serve sentences in high-security or lower-security prisons. As of 1 January 2004 there were 2,052 inmates in high-security prisons and 1,022 inmates in lower-security prisons.

An example of where problems may arise between education and security is a situation in which an inmate is transferred to a higher-security prison/unit on the basis of security considerations. Such a transfer may result in an inmate being taken out of an education programme he or she has started. In such a situation a conflict arises between the interests of education and the interests of the security of the community. However, adequate communication between prison and school may make this conflict less palpable in that the school gets time to prepare for the transfer. For instance, the inmate's education can resume in the prison that he or she is transferred to, thus ensuring continuity in programmes that have been started.

Prison security does not require the teachers to supervise the inmates on behalf of the prison. Any supervision done by a teacher in a classroom is the responsibility of the school. However, prison security requires that everyone who works there follow the prison's internal security instructions, such as locking doors and reporting

any unacceptable conduct and other incidents. Security rules are also intended to protect the security of teachers and other pupils. Thus, the prisons have a responsibility for informing the school and the teacher and include the school in security programmes and measures.

Balancing various interests

The correctional services' employees face numerous difficulties in balancing interests when undertaking security evaluations related to individuals who are serving sentences. Being evaluated as a "security risk" may have serious consequences for the individual inmate in the form of a transfer to a stricter execution regime, placement in a high-security unit, denial of furloughs etc.

For their part, representatives of the educational authorities may feel that carrying out educational measures under the constraints represented by a prison regime is fraught with difficulty. This requires much of employees in both agencies in the way of seeing the dilemmas and dealing with conflicting interests.

Seen in isolation, this will seem to limit offerings to the individual offender and may be perceived negatively. In a wider perspective, the proper execution of a sentence will protect the interests of the inmates because new violations of the law will have adverse consequences for the individual. Striking the proper balance between the interests of security and consideration of the convicted person's individual needs is thus not just a matter of protecting the community but in the final analysis also the inmate's future.

2.4 Evaluation of prison education

During its debate on the draft State Budget for 1998 the Storting requested that the Government undertake an evaluation of prison education, Recommendation No. 12 (1997-1998) to the Storting. The seven reports that appeared in the series "Evaluation of prison education" address three levels: the system level, the pedagogical design and the individual level. The purpose of the evaluation was to assess the role of prison education and recommend measures to strengthen this area of correctional services. The studies were qualitative. The work began in 2000 and was completed in 2003, with data collected in the period 2000- 2002. The following recapitulates

some of the researchers' assessments and the conclusions of the various reports.

2.4.1 System level

Since 1969 the place of the school in prison and the development of educational services have been rooted in the principle of rights. As a civilian service, the school is to impart knowledge and skills to inmates in keeping with the school curriculum. The evaluation of prison education shows that in the correctional services' policy documents, the school is also accorded a rehabilitative function.

In his evaluation report, Svein Rognaldsen mentions recidivism figures and questions the correctional services' rehabilitative effectiveness. 51 per cent of those sentenced for violations of the law in 1987, incurred a new criminal sanction in the course of a five-year period.

In his report on the correctional services' overall education and training activities, Rognaldsen claims that deficient knowledge about which instruments are effective for rehabilitation is likely one of the reasons that the correctional services have not formulated clearer criteria for good learning outcomes.

There is reason to assume a connection between pupil clientele, features of the prisons disciplinary regime and pressure on the school as a "therapeutic" entity. (Report no. 5, p. 78 Ravneberg, 2003).

The evaluation of prison education points out that many teachers are uncertain about what central government authorities expect from the school in prison. Teachers in prison education are often strictly oriented towards the traditional school system and see the same objectives for prison education as for education in primary and secondary schools on the outside. In addition, several teachers point out that the school in prison can give pupils an opportunity they can seize if they want to and are able. The report stresses that rehabilitation in the traditional sense is not the teachers' overriding objective. Teacher respondents pointed out that this would be to expect far too much of them. According to the report, the school can, at best, help the pupils to enter a new social context to replace the circles they used to move in. Coping and recovery strategies, improved self-image and enhancement of basic skills are stressed as more realistic aims.

Surveys of the pupils' perception of the activities in prison make clear that some measures, such as programmed activities and school may be

edifying and mutually reinforcing for the inmates' good.

Bodil Ravneberg's report *Undervisning og opplæring i det moderne fengslet [Instruction and training in the modern prison]* presents four types of self-management strategies, which show how inmates' motivation for taking part in prison education varies. Her report is based on studies at two prisons. The term "self-management" is defined as a process of education in the individual, who on his own initiative and/or with the assistance of others does something to realise himself and change his life. Some of the participants emphasised getting a job as quickly as possible (the "breadwinner"), others stresses that schooling was the most meaningful activity they could fill their time in prison with (the "self-confident"). Still others justified schooling that it was all right to have something to fall back on if they should need it later in life ("the hopeful"). "The searchers" said they went to school to kill time and to sharpen their "little grey cells".

For the teachers it was a challenge that the participants have different motives for their schoolwork. They wanted additional motivated pupils in each group. In their dealings with the participants, the teachers gave priority to pupils who wanted a diploma.

Several teachers pointed out that many of the inmates who chose work over school were those who needed school the most. The schools in the survey did little or nothing to recruit such persons.

2.4.2 Pedagogical design - "the school in prison"

The pupils attending the school in prison stress the benefits of the small class sizes and the fact that they often receive individual instruction. Teachers' and pupils' satisfaction with the set-up is high.

The evaluation of prison education shows that the school's adaptation to monitoring and security considerations in prison poses various challenges to the teachers' work and the school's offerings in prison. According to the teachers, monitoring tasks were often an obstacle to education.

It has been pointed out that education and training offerings are limited and are governed by tradition, policy constraints and the teachers' qualifications. Educational offerings are relatively stable and independent of inmate aspirations and training needs. A crucial constraint on education

and training is the length of the inmates' sentences. Another factor is that there is too little cooperation between the work programme and the school in prison. Given a relatively small and permanent teaching staff, the qualifications of the teachers are also an important factor for the what can be offered.

The school - an imported service

In the import model, all non-penal functions are placed with bodies outside the prison. In her study of prison education in Oslo and Bergen prisons, Ravneberg found that the design of the import model at the prison affected the school, the teachers' teaching situations and the pupils' capacity for self-management in various ways.

The physical design of the school in prison affects the school and its offerings. At Bergen Prison, the school is adapted to the unit structure, which in turn is structured according to the idea of "progressive" serving of sentences. According to this idea, the inmates have the opportunity to gradually qualify for being channelled into more open and more demanding regimes. The researchers point out that the school is organised on the prison's terms and loses its civilian characteristics. It is directly incorporated into the progressive sentence serving system, where educational offerings are tailored to the prison's unit structure and the prison's disciplining of, and differentiating among, inmates.

At Bergen Prison, the system locks in the school offerings to some extent. The school often loses pupils in the middle of the academic year because the pupils were returned to a unit at a lower level the system as a reprimand. Ravneberg points out that the system at Bergen Prison has become somewhat more flexible in recent years, and that some inmates can pursue education across units.

In principle, the circulation of teachers and good contact with the main school is desirable for teachers in the school in prison; in practice, however, this is difficult to achieve. The schools in Ravneberg's study stated that they had little contact with their main schools. This accords with findings in other parts of the evaluation. In her report, Tone Viljugrein points out that there is a greater risk of the school becoming isolated and the contact with educational institutions outside of the prison becoming too weak when teachers do not circulate to and from the school on the outside.

Pupil recruitment

To seek out and have direct contact with new inmates is vital. Inmates with short sentences rarely see the school in prison as a relevant service.

The evaluation of prison education shows that there is no uniform way to inform inmates about educational services available in prison. Several prisons provide information about the school's offerings in the information folder the inmates receive upon arrival. Contact with the school may take place when an inmate fills out an application form. In some places information about the school is provided during the first interview with the personal contact officer. Ullersmo arranges an admission programme at which information is provided on the school and workshop.

Capacity utilisation in each school is relatively high, and at times there are waiting lists for admission at several prisons. If the school has to give priority to participants, the youngest with the least schooling are chosen or those who are in an educational programme on the outside or in another prison when they arrive.

Unit B at Oslo Prison is a high-security remand prison with eight sub-units. Inmates here are waiting for their sentences. They have limited contact with others, sometimes over long periods and limited educational and work opportunities. Ravneberg found that a long time could pass before the inmates here start planning for their future, work or school.

Transfers

In some cases, inmates are transferred from one prison to another. This may be due to capacity problems, security considerations or the inmates' own wishes. For female inmates this may involve being moved great distances, since there are fewer prison beds for women. When such transfers occur, the regulations state that planned or implemented measures should be taken into account, such as education or efforts begun to make arrangements for after release.

Programme activities, plans for the future and work duty

None of the inmates in Anne Berit Sandvik's study felt that participation in programmes got in the way of school. However, the teachers did, perceiving the programmes as a competitive activity.

The teachers reacted to the fact that a number of the programme activities took place during school time and reported that they had little or no familiarity with the programmes.

Inmates' plans for the future are emphasised as a potentially useful tool in cooperation involving the individual inmate. However, several inmates point out that their plans for the future are disregarded in various decisions on their cases and that it is only the inmate, not the prison, on whom the plan is binding. The school does not enter the process until the inmates are asked. Several teachers admitted that the work on plans for the future was too haphazard.

The cooperation between school and the work programme varied among the prisons. Even though parts of prison work duty are approved as apprenticeship training, work duty in prisons is not sufficiently exploited in a training context. Close cooperation between school and prison may help to enable inmates to pursue the theoretical portion of vocational training in the school and use the prison as a training establishment for the practical aspects of their education.

Follow-up after release

Pursuant to section 41 of the Execution of Sentences Act, the correctional services are obliged to provide assistance to inmates with preparing for their release. Emphasised in the text of the Act is an obligation to assist inmates in obtaining a place to live and work on their own or provide other measures that will help to ensure a law-abiding way of life. The inmates in Tone Pettersen, Einar M. Skaalvik and Liv Finbak's study point out that follow-up of the inmates after release is woefully inadequate, which is often detrimental to participation in education or training programmes after release.

It is the prison in the person of the personal contact officer or social advisory officer that is responsible for helping to establish networks with a view to following up the individual prisoner after release. School-related follow-up work is the teachers' task. The teachers point out that it is important to have unambiguous rules for who is responsible for the various tasks with regard to release, and that routines and clear guidelines for organising follow-up work.

Inmates in Pettersen, Skaalvik and Finbak's study report time-consuming visits to the various agencies, and the study notes examples of this adversely affecting schoolwork.

2.4.3 Level of the individual

In 2003, 29.3 per cent of male inmates and 36.2 per cent of female inmates took part in education and/or training. Although since the mid-1990s there has been, for the women, an increase in the number of those who participate in education or training, the percentage of men has remained steady. The percentage of inmates attending primary and lower-secondary schooling has been considerably lower in recent years, while the number of places in upper-secondary schooling has risen steadily. According to the evaluation, the teachers believe that the school's offerings are determined on the basis of what they consider to be the needs of the participants, with the characteristics of the inmate population at the various prisons playing a decisive role.

It is largely the pupils in the large prisons and follow-up classes that get diplomas. Especially in the general area of study the pupils have to deal with the fact that they have to take their examination at the same time with the school on the outside. In other subjects, examinations may be taken when they suit the individual, such as in some vocational and primary and lower-secondary school subjects.

The researchers point out that inmates perceive their daily lives in prison as grey, monotonous and characterised by lots of waiting. Their days are strictly structured, but with little content or challenge. Time is perceived as being wasted, and it becomes an objective in itself to make the time pass. The school in prison is a contrast to the rest of the prison and may be the alternative, change of situation and challenge. The pupils perceive the school in prison as positive. This may result in education reaching inmates with insufficient education and who rarely choose training outside of prison.

According to Skaalvik, Finbak and Pettersen, most of the pupils felt that they had benefited from their schooling in prison. The pupils' statements can be classified into five types of benefit: acquiring knowledge and skills, formal qualification, an easier time serving their sentences, emotional benefits and a stronger self-image.

Inmates with minority-language or foreign backgrounds

Norwegian language instruction sets the terms for the educational offerings inmates can choose from in the school in prison. The evaluation indi-

cates that teachers believe that a number of minority-language inmates have superficial language competence and that Norwegian language instruction and other subject education should be arranged for different levels, adapted to the various individuals' needs. For minority-language inmates who have to leave the country after release, the motivation is greater for education in another foreign language, preferably English. Language training for inmates in prison with bans on correspondence and visits should be bolstered up to prevent the inmates from being totally isolated. English is often a tie that binds inmates of foreign origin. Viljugrein points out that it would be more apt to use English as the language of communication between teacher and pupil.

Female inmates

In Report No. 27 (1997-98) to the Storting, "The Correctional Services", the Ministry of Justice writes that all convicted persons are to have the same opportunities and constraints while serving their sentences, regardless of security level. Furthermore, in reference to an analysis of the structure of the prison system, the report points out that women were not given equal services. The main reason for this is that there are far fewer female than male inmates in Norwegian prisons. The crime statistics for 2000 show that about 90 per cent of women sentenced to unconditional imprisonment received sentences of less than a year.

Earlier studies show that women in prison often have deprived social backgrounds, little education beyond lower-secondary school and little, if any, work experience, and that in low-wage occupations. Some have sustained themselves by prostitution. Many of the women have had relatively long periods of substance and/or alcohol abuse and connections with the drug and criminal scene.

The women choose the school in prison for various reasons. Their reasons and motives are related to several factors, such as age, previous education and work experience. Inmates with education, who are employed or are older are less inclined to enrol in education. The length of their sentences is also important.

The traditional school programmes in prison leading to qualification were "invisible" and rather inaccessible to many of the female inmates in the four prisons in Sandvik's study. In some prisons, self-study was widespread, a demanding type of

study for many in this situation. There were few opportunities for women in prison to pursue vocational education. Mechanical workshops were rarely available to women. At one of the prisons in Sandvik's study, women were not admitted.

2.5 Survey of inmates' educational backgrounds and aspirations

In 2004 the Ministry drafted the report "Inmates in Norwegian Prisons: Education and Educational Aspirations". The report is based on a survey of all inmates over the age of 18. 1937 inmates responded to the questionnaire, yielding a response rate of 70%. The aim of the report is threefold: ascertaining the inmates' educational backgrounds, ascertaining their educational aspirations and ascertaining their reading and writing difficulties or difficulties with arithmetic and maths. The report also discusses the international obligations Norway has committed itself to.

School and educational background

Even though the level of education has risen in recent years, there is still a big difference between inmates and the rest of the population. Just under eight per cent have not completed primary and lower-secondary school, whereas every fourth inmate who grew up outside of Europe has not completed such education. Half of the inmates have not completed any level of upper-secondary education.

There is a clear difference between level of education among inmates and the rest of the population, and it is particularly striking that it is the youngest inmates with the lowest education level. Educational opportunities for young people have never been better, yet still there is a large percentage who have never completed primary and lower-secondary or upper-secondary school. A whopping 65 per cent of inmates under 25 have not completed any level of upper-secondary schooling. Conversely, it may be the case that a lack of schooling increases the chances of committing crimes and ending up in prison.

The study shows no big differences in educational background between women and men in prison. However, somewhat more women have passed individual subjects or have college or university degrees. Inmates who grew up in the rest of the Nordic region and the rest of Europe have somewhat higher education levels than Norwe-

gian inmates. Among inmates who grew up outside of Europe there are bigger differences in educational background. Even though one out of four lacks a primary education, nearly one in four have passed individual subjects or has a college or university degree.

Inmates' education levels correspond to what the general population had in 1980. If we adjust for the fact that inmates have a lower average age than the population as a whole, the gap is even wider.

Needs – what do inmates want?

In 1977 and 1991 a sample of inmates was asked whether they wanted education or training while incarcerated. In 1977, 79 per cent answered yes, and in 1991, 85 per cent responded the same. A sample survey in 2002 found that far fewer – 51 per cent – wanted to pursue education while in prison. The survey from 2004 found that almost two-thirds of the inmates had at least one educational aspiration. About half want vocational training. The difference in results is likely to be explained by differences in study methodology. Despite these differences, there is still a substantial majority that wants to pursue education. The applies to women as well as men, Norwegian inmates as well as foreign.

Learning difficulties

Several studies document a clear correlation between learning difficulties and crime. In general it may be said that this reflects a background characterised by a lack of social and pedagogical stimulation, and that it therefore indicates that extra resources must be deployed to eliminate these problems. Minority-language-speakers are particularly at risk in this connection.

Almost one inmate in three reports that he or she has slight or severe reading and writing difficulties. For the youngest age group the figures are even higher. Nearly half of inmates who grew up outside of Europe have such problems. The number who have difficulties with arithmetic and maths is even higher.

Since inmates do not constitute a homogeneous group, there is a need for different kinds of education and training. Some need and want help in basic education, whereas other need and want help to get going with training activities that the execution of their sentences has interrupted. The

report shows that it is particularly important to intensify the attention on learning difficulties.

School programmes and education are services that can provide inmates with a foundation for managing in society and the workforce. That is why it is crucial for inmates to exercise their rights to education while serving their sentences and for education and work to be arranged after they have done their time. The survey report points out that more should be done to meet inmates' desires for vocational training of various duration. More than one inmate in ten has taken individual subjects or a degree at university or college, and more than every fourth inmate with such education wishes to continue in higher education.

2.6 Models for prison education

The professor of criminology Nils Christie describes various models according to which prison education may be organised: the "self-sufficiency model", the "import model" and the "export model". Later, the "contract model" was added. In Norway the discussion has concentrated on the import and self-sufficiency models. Today, the import model prevails in Norwegian prisons.

The export model - hiring through the education authorities

This model assumes that the inmate will be allowed to take part in education and training in the ordinary educational system outside the prison. The ordinary education authorities are responsible for content, organisation and financing. Education legislation applies to everyone, and there is no exception for prison inmates. This is the same access to educational services as for the country's other citizens. The teachers are the ordinary teachers in the local community, and inmates who take part do so outside of the prison. The educational environment is the same as for other citizens.

The self-sufficiency model - hiring through correctional services

Here education and training programmes are regulated both by correctional services legislation and by educational legislation. Correctional services have the overall responsibility, including financial, for the programmes. In this model the teachers are hired by correctional services to per-

form educational and training services in prison. Insofar as it is possible, there is to be the same access to education and training as in the community on the outside. National guidelines have to be drawn up for prison education. To maintain equal educational services, cooperation between the correctional services and educational authorities is necessary.

The import model - hiring through the education authorities

The educational authorities in the community responsible for the content and financing of prison education. The teachers are employed at a local school, which has the pedagogical and professional responsibility for the programme, whereas instruction takes place in the prison. Educational legislation does not distinguish between education in prison and education in the community. Education in prison has equal status with equivalent education in the rest of society. In principle, the same courses are offered as out in the community. Teacher qualifications are the same in prison as out in the community.

The contract model - hiring through the educational authorities on contracts with correctional services

The access to educational services is the same as out in the community. The education programmes are governed by the laws and regulations pertaining to the correctional services. Provision and financing are the responsibility of correctional services, and educational services are "purchased" from various centres of expertise. Cooperation between the prison/correctional services and the education authorities is crucial for maintaining equivalency with other education.

The "mixed" model - hiring both through the correctional services and through the education authorities

There is no distinction in educational legislation between prison education and other education. This model requires national guidelines for prison education in the school system and in the correctional services. This model also requires a clear division of labour and responsibility. Responsibility and financing are situated in two parallel organisations.

2.7 The situation in other Nordic countries

2.7.1 Denmark

In Denmark, the right to education and training for convicted persons is clear and unambiguous. They have the same right to schooling as other citizens in the community. The Act relating to general adult education states that all adults have a right to education, which means that Danish correctional institutions have the right to apply to provide education and training in line with this Act. This right was followed up in the Danish Corrections Act, which states that inmates shall have a right and obligation to work, education or other approved activity.

Most of the education and training in prisons are provided by full-time teachers employed by the Ministry of Justice. That is, education and training are organised according to the self-sufficiency model. Over half of the education in local prisons is provided by prison teachers, with the remaining portion provided by locally hired part-time teachers.

In principle, sentences are executed in lower-security “open” prisons. To meet the needs of convicted persons for various services, such as dentistry, drug treatment and education, such services are to be performed in the local community. The normalisation principle is applied through extensive use of day-release from open prisons. There are approximately 1200 inmates in open prisons, of whom 100 are on day-release on any given day. The principles of normalisation and openness have been adopted by the Danish Programme of Principles. From open prisons it is usual practice for inmates in education and training programmes to have full access to Internet-based instruction (Internet and e-mail).

2.7.2 Finland

In Finland, basic education (primary and lower-secondary school) is regulated by law, and according to the constitution, everyone has a right to it. Regardless of a person’s financial situation and on the basis of individual needs, the authorities are to ensure that everyone has an equal opportunity for education beyond basic instruction. The aim of educational policy is for everyone, according to need and including inmates, to be given an opportunity to receive an education beyond that basic instruction.

The Ministry of Education stipulates which schools shall offer upper-secondary education and who is to be responsible for vocational training. The law enables prisons to provide for practical training. Prison workshops are approved as training establishments.

In Finland, the hiring of instructors follows a three-part, mixed model. Education and training are primarily provided by teachers employed by local educational institutions, but at three prisons the teachers are employed by the Ministry of Justice and teachers may also be hired on contracts, a scheme that is little used.

There is relatively little use of day-release, and there has been less use of day-release in recent years. For long-term inmates who are to be released, release plans must be prepared in cooperation with the social services sector and other relevant partners. If the convicted person is to have supervision following release, the parole system shall also participate in this planning. If the convicted person has gone to school or received training in prison, the teacher and study adviser are to try to motivate the convicted person to continue with his or her studies after release. Since vocational training has a modular structure, it is easy for a convicted person to continue with his or her studies.

2.7.3 Sweden

Developments in Sweden have been somewhat different from the other Nordic countries. Up until the beginning of the 1990s, prison education was an integral part of the society’s commitment to adult education for those with low levels of education or for persons who had received the least of the society’s educational resources. Inmates had then the same right to basic education as other citizens in society. At that time, resources for prison education were transferred from the Ministry of Education to the Ministry of Justice. Thus, this group lost the right to education and training pursuant to education legislation.

Prison education is governed by the “Act on Correctional Treatment in Institutions”. This law does not give inmates any right to education or training, but it does give inmates an opportunity to receive them. Instruction is provided by various adult education institutions according to the contract model. In 2001 there were 21 different contractors. They receive a contract valid for one year, but with a right to renew it for one or two additional years.

Currently, a project is being carried out in Sweden at 14 prisons with their own teachers employed by the correction services, but under the pedagogical guidance of CFL (the Swedish Agency for Flexible Learning). Beginning in 2005, this is being extended to applying to the entire country. This is being done to raise the quality of instruction, while providing a school in prison that

is more comparable to schools in ordinary society.

There has been relatively little use of day-release. With regard to Internet-based instruction, Swedish correctional services have implemented a project at six prisons to assess security issues and try out technical arrangements and pedagogical plans.

3 How to improve education in the correctional services

The extensive reports from the evaluation of prison education, the survey report and general development efforts have provided the Ministry with a solid basis for assessing the strengths and weaknesses of prison education today. This will enable the Ministry to propose measures to improve the quality of education and training in the correctional services. The proposals assume a continuation of the current model of administrative cooperation.

3.1 The content of education and training

Education and training in the correctional services follow the current curricula for basic education. Skills acquired while serving time will form the basis for qualification for work or further education. An overarching principle is for education or training that has begun in prison to be followed up by the ordinary school system in the community. In this way, education and training in the correctional services will be an important contribution towards qualifying for the workforce and coping in general as well as towards rehabilitation, so that the inmate can live a crime-free life after serving his or her sentence.

Of those who choose upper-secondary schooling, more than 50 per cent are in general studies. This is a higher percentage than in ordinary upper-secondary education, despite the fact that the survey of prison education shows that inmates have greater learning difficulties and poorer educational backgrounds than the general population. Vocational offerings are largely limited to mechanical trades. Otherwise, woodworking trades and hotel and food-processing trades are the most common. Obstacles to more vocational offerings are qualified teachers, equipment and the possibility of apprenticeships. Lower-security prisons are able to provide a wider offering by using day-release to local upper-secondary schools.

Work duty in prisons continues to be the most extensive activity offered besides education. The work is supposed to provide inmates with training,

a normal work day and contact with others. A working group that has evaluated work duty points out that if work duty is to have a skills-building effect, the work should provide occupational training. Several prison workshops are approved as training establishments but nevertheless have few apprentices.

Over time, teachers in education and training in the correctional services normally tend to remain permanently in their positions. They rotate very little between the prison and the upper-secondary school responsible for education and training. Thus, offerings to the inmates often depend in practice on the qualifications of the permanent teachers. These teachers also receive a separate pay supplement for being a teacher in prison. This provides extra stability in the teaching staff. However, this arrangement may have a static effect in the sense that the teachers see benefits in continuing working in prison over a long period. This may cut off the supply of fresh ideas and new expertise from the main school. At the same time, this provides less flexibility with regard to what the inmates want and have a right to in terms of educational offerings, in that it depends on the qualifications of the teaching staff.

The survey of inmate educational aspirations shows that a large percentage of the inmates want education. At the same time, the Execution of Sentences Act mandates activities in prison. The activities that are normally offered are participation in work, the prison's own programmes, education and leisure activities. A daily allowance is paid for participating in education in the same way as for work. Failure to show up leads to a deduction from this allowance. This provides an extra incentive to pursue education.

Due to considerable differences between the various prisons, educational and training offerings vary widely. They range from brief preparatory courses to extensive training programmes that result in qualifications. Since a large percentage of the inmates have short sentences, a large number of short courses are offered, either as parts of formal qualifications, such as individual subjects, or as specific courses in occupational skills, writing,

ting courses, computer courses and arts courses. Several schools report that there is great interest in the practical and aesthetic subjects.

Some schools also offer courses in coping skills, i.e. courses in social orientation, managing finances, independent living skills etc. Courses in coping skills are justified in part because they are a basic requirement for benefiting from the education programme and in part because they are a realisation of the core curriculum. In a number of prisons there is a large percentage of foreign-language speakers, including foreign nationals. At many of these prisons prison education programmes offer Norwegian as a second language.

Norway is the country in Europe with the largest number of schools in prison involved in the Socrates Grundtvig programme. The programme is aimed at all adult education, but gives priority to groups that for various reasons have had poor access to education or have needs for specially adapted programmes.

The Ministry's assessments

Education and training in the correctional services is important in and of itself because they are rooted in life outside the prison walls. Educational services send a crucial signal that the individual is on his or her way back to, and has a place in, society. Completed education and diplomas have the same validity whether they are earned in a school inside or outside of prison. The content is to be anchored in the national curriculum and be of the same quality as education and training outside of prison, cf. Report No. 30 (2003-2004) to the Storting, "Culture for Learning". Compared to ordinary schools, prison education has rehabilitation as a key aspect. Such a contribution to rehabilitation is established in the core curriculum.

The report on education and training in the correctional services shows that a larger percentage of pupils are enrolled in general studies in prison than outside of prison. Since entrance qualifications for higher education are not occupational qualifications, it is reasonable to assume that vocational education will provide inmates with greater opportunities for work after the end of their sentences. It is therefore an objective for the schools to offer complete or partial vocational training. There should also be a greater emphasis on short occupationally-oriented courses that can provide partial qualifications or otherwise lay the groundwork for continued education or training after release. It is important for the school to pro-

vide certification of the content of the training the pupils have participated in, with a view to further education, validation of prior learning and work opportunities.

Education and training in the correctional services follow the same curricula as the rest of the school system. The school's contributions towards rehabilitation are to be within what is outlined in the core curriculum and highlighted in the design of the individual school's educational offerings. The content of the education and training must accord with the abilities, aspirations and needs of inmates and not determined on the basis of what the permanent teaching staff can conceivably offer.

The local school must ensure the proper use of teaching resources by bringing in other teachers from its own staff or from other schools, as needed. Rotation and student teaching schemes should be put in place. The school owner should also consider using temporary or fixed-term appointments and the like. Targeted skills-enhancement programmes can remedy shortages of qualified teachers. To develop adult education teaching skills, the schools should make more use of the county adult education centres, Vox (the Norwegian Institute for Adult Education) and the university and college institutions with expertise in this field.

To strengthen the cooperation between the criminal justice sector and the education sector, a joint circular from the Ministry of Justice and the Ministry of Education and Research is in preparation. This circular will clarify responsibilities related to the implementation of education and training in the correctional services on a national, regional and local basis.

3.1.1 Adapted education

Inmates have widely varying capabilities for learning. Since, in general, the percentage with learning difficulties is high, adapted education is especially important in prison education, because the learning difficulties are greater and because inmates have different competencies and different capabilities. Prison education often has short time horizons. There is also a need for a high degree of individual attention for participants at different stages. These factors require a lot in the way of methodological flexibility and adaptation of the teacher's pedagogical approach. Some schools have a high percentage of minority-language speakers, which may pose challenges in terms of language.

The survey shows that 49 per cent of inmates have not completed any level of upper-secondary schooling. The same applies to a whopping 65 per cent of inmates under 25. This is higher than for the rest of the inmate population. The guidelines to the Execution of Sentences Act require that young inmates lacking education be particularly encouraged to take part in education and training.

The evaluation reports show that offerings for female inmates are poorly organised and poorly adapted to their needs.

The survey of the inmates' educational aspirations shows that a high number of the inmates state that they have reading and writing problems and problems in mathematics, about 30 per cent and 40 per cent, respectively. The incidence in the younger age groups is somewhat higher. Among the general population, it is estimated that 10 per cent have difficulty with reading and writing. Reading and writing difficulties and difficulties with maths may be due to deficiencies in basic cognitive abilities. Such specific learning difficulties are called dyslexia (reading difficulties) or dyscalculia (difficulties with mathematics). However, poorly developed skills can also be attributed to deficient training or a lack of practice. Different causes of learning difficulties may require different measures for improving reading and computational skills. A study from Sweden indicates that the incidence of dyslexia is not greater among prison inmates than among the general population. In other words, the Swedish study may show that the causes are largely based on circumstances related to experience.

The study "Levekår blant innsatte" [Living conditions among inmates] also points out that many inmates also have various forms of difficulty concentrating, ADHD etc. In some prisons there is a substantial percentage of inmates with mental disorders. This indicates that there are considerable needs for specially adapted training and special education pursuant to individual decision. Feedback may indicate that these needs can be addressed by individual instruction and the use of small groups.

The Ministry's assessments

The pupils in education and training in the correctional services need to share in the commitment to adapted education as stated in Report No. 30 (2003-2004) to the Storting, "Culture for Learning" and Recommendation No. 268 (2003-2004)

to the Storting. Education and training need to be tailored to the needs of the individual, with regard to background as well as to length of sentence. Adapted education also has to pay particular attention to gender, language background etc. The local school needs to be attentive to the teachers' competency in Norwegian as a second language in order to offer adapted education to participants with minority-language backgrounds.

Following the strategic plan for speakers of minority languages, measures are to be implemented to improve Norwegian language instruction for minority-language speakers in Norwegian prisons. Among other measures, guidelines will be drawn up on the scope, methodology and organisation of such instruction. This project is to be implemented beginning in 2005.

The fact that young offenders' educational backgrounds are so deficient, despite the fact that educational opportunities have never been better, is cause for worry. The assumption is that the possibility of preventing recidivism is greatest among the young. School and prison should therefore give priority to motivation, adapted education and integrated curricula for this group.

The Ministry of Education and Research's strategy for competence development in basic education for 2005-2008 has better-adapted education as a priority area. A school's teachers who work in prison must have access to such competence development. The local school and school owner must arrange for sufficient expertise in special education for the school in prison, and education and training must be organised in a manner guaranteeing the right to adapted education, including special instruction according to individual decision.

The Ministry views the high incidence of reading and writing difficulties and difficulties with mathematics with concern. There is reason to believe that this high incidence may be due to a lack of practice for many of the participants. From the perspective of rehabilitation, there is therefore reason to expect beneficial effects from bolstering mathematics and reading skills among inmates. The local school should therefore work deliberately to determine the causes of these learning difficulties and implement targeted adapted education. The Ministry will carry out a pilot project on the various learning difficulties among Norwegian prison inmates to develop this area of practice. The project will be followed up by an evaluation and dissemination of experiences.

3.1.2 Information on education and training and validation of prior learning

The evaluations show that practices vary widely regarding the information inmates receive on educational offerings and the way the offerings are presented. In some places the school is actively involved in the information the prisons provide to new inmates. Other places, especially prisons where inmates serve short sentences, the inmates are informed to apply in writing if they want contact with the school.

Experience indicates that in the beginning, inmates have difficulty assimilating all the information. This must be taken into account in evaluating when it is most appropriate to provide information about the school in prison. A scheme in which inmates themselves must take the initiative is assumed to adversely affect those with the weakest backgrounds and motivation.

Education and training in the correctional services use little in the way of validating prior learning and testing work-related competence. Since most inmates are offered education and training on the upper-secondary level, it would make sense to use validation of prior learning as a diagnostic tool in order eventually to be able to offer training leading to full-fledged formal qualifications. This may also have a motivating effect with a view to further education and subsequent participation in the labour force. Studies show that there is insufficient information about this in the general population, and it is natural to assume that this is the case to at least the same degree among inmates.

The Ministry's assessments

There should be greater involvement of the school in providing prison information to inmates. How this is to be done locally will depend on the condition of the individual upon incarceration, the length of the sentence, inmate throughput etc. This should be included in local collaboration plans.

The school is to see to the validation of prior learning of inmates so entitled who wish it. The assessment is to form the basis for the preparation of individual plans for education and/or training. The county administration and the local school are to find suitable schemes for carrying this out. Prisons without a school should also make arrangements for validating prior learning. The prisons must be given information specifi-

cally on validation of prior learning and on local practical implementation.

The Ministry will initiate a pilot project for validating prior learning of inmates based on the principle of adapted education. The project will be followed up by an evaluation and dissemination of experiences.

3.1.3 ICT in education and training

ICT is an integral part of the educational system. The Ministry of Education and Research has recently presented a five-year "Programme for digital competence" for the period 2004-2008. The challenge is to increase the pedagogical use of ICT in teaching, regardless of level of education. The programme is cross-sectoral and is targeted on the entire educational system, i.e. primary and secondary education, higher education and adult education.

In principle, education and training in the correctional services are to be at the same level as ordinary education and qualify participants for further education, work and coping with everyday life. This can hardly happen without ICT skills:

- New curricula have ICT as one of five basic skills to be integrated into all of basic education.
- Modern education assumes that the pupils have general competency in the use of ICT so that they can use a computer as an educational tool.
- ICT is a key factor in the schools' development efforts and provides greater opportunities for flexible organisation and implies new ways of working.
- ICT makes possible greater access to information, and learning materials are becoming increasingly ICT-based.
- ICT is increasingly used for examinations.
- For pupils with learning difficulties, ICT-supported learning will increase opportunities for adapted education.
- Internet-based education also provides opportunities for distance education and broad access to information. This aspect is of particular importance to inmates.

The use of ICT in education and training in the correctional services will involve a need to strike a proper balance. On the one hand, ICT is a natural and necessary part of modern education. On the other hand, the execution of sentences means that for security reasons, inmates are subjected to varying degrees of limitations on communication.

Section 3 of the Execution of Sentences Act stipulates that sanctions shall be executed in a manner that satisfies the needs of security. Thus, prisons need to ensure that inmates do not plan criminal activities while in prison or along with persons on the outside. That is why it is a basic principle of security that inmate communication with the outside world be controlled and that this control is to be undertaken by the prison. The rules are designed according to the same principle for visits, letters and other correspondence and telephone calls.

The use of the Internet and other electronic communication is governed by the Execution of Sentences Act with appurtenant guidelines, and special rules have been issued covering the use of equipment in connection with schooling. The national correctional and educational authorities have formulated a model for Internet-based instruction. The Central Administration of the Norwegian Correctional Service has, under certain conditions, granted permission for the use of the Internet and e-mail to the schools in the high-security prisons.

The security challenges are primarily connected to communication using network-based services, i.e. the Internet, e-mail and the like. The use of a PC without a network connection poses no great security risk and does not in itself afford any opportunities for communication. However, it is possible for inmates to illegally install communication equipment in PCs, making it nonetheless necessary to monitor the use of PCs without a network connection.

The project “Flexible learning for convicted persons” describes four schools’ use of ICT to enhance the pupils’ learning yield. The report points out that the technology became a tool for developing self-confidence and skills and is a source of motivation for many of the inmates. It points out further that if the pupils in prison are to have adequate educational offerings, the Internet must be part of their school day.

The Ministry’s assessments

ICT skills are necessary for developing adequate competence in pupils. Inmates also have a great need for digital competence. Distance education for inmates, for example, can be accomplished by computer.

The need to control inmate communication must be resolved in practice through a collaboration between criminal justice and education authorities.

To meet the security and pedagogical challenges posed by the use of ICT in correctional services, a national forum for ICT has been set up consisting of representatives of the education authorities and correctional services. Among other things, the committee is to assess the development of technology and, from a security perspective, propose technical streamlining and improvements.

Technical solutions have been developed that go far to minimise risks connected with Internet-based learning. cf. the ICT project at the school at Bredtveit Prison. The education authorities and correctional services are working to introduce the solution from Bredtveit at other schools in prisons. The national forum for ICT mentioned above is to help to develop adequate solutions for increased use of ICT in prison education. The Ministry will follow this work further to assess the need for additional effort.

3.1.4 The prison work programme as a training establishment

The 2003 report on education and training in the correctional services points out that the cooperation between school and work duty is the one that functions best. Twenty-one schools report good cooperation with the prison work programme. For some schools this has resulted in new educational offerings such as courses, modular training and combined training programmes between the school and kitchen. Nevertheless the evaluation points out that the workshops and prison work duty are used only to a certain extent as venues for formal vocational training. According to researchers there is a potential for improvement. The feedback may indicate that the problem is due to a lack of vocational offerings in the programme, the lack of qualified instructors in the prison work programme and the limited capacity for the work programme to take on apprentices. The large number of short sentences and a certain degree of incapacity to work also set limitations. A number of the workshops in the large prisons are approved as training establishments, and employing these as educational venues is a challenge. In autumn 2003, a report on the prison work programme was presented by an interdisciplinary working group at the request of the Ministry of Justice. The report is being followed up by the correctional services.

The Ministry's assessments

The school in prison should offer more in the way of complete or partial vocational training programmes. A step towards realising this is the criminal justice sector's improvement of the prison work programme. Programmes where the school can provide theory and work programme practice can offer inmates new opportunities and should be utilised more. These can range from short courses to vocational training. Developing diversity in the work programme will enhance the possibilities of offerings in adapted education.

The local school can offer more vocational programmes through a more flexible use of the teachers from the main school and from other schools. It is particularly essential to offer courses that provide an introduction, partial qualification or full training in a planned integrated full course of training. In addition, validation of prior learning should be used to a greater extent as a tool for admission, shortening courses of training and adapted education. To deal with the weaknesses that the evaluation points out, school and prison need to pay particular attention to women's vocational training needs.

For inmates who want vocational training, it is important that the prison work programme is a well functioning training establishment with qualified personnel to perform this task. The report on prison work programmes points out the need and desire for competence development for the employees of prison work programmes. Such upgrading of skills can also cover instructor training.

Training establishments in civilian society receive subsidies from the county administration for each apprentice in the establishment. The county can also spend the state subsidy for training in the correctional services on subsidies for apprentices in the prison's work programme.

3.1.5 The prisons' programme activities and education

The prisons' other programmes are correctional service programmes aimed at convicted persons and persons on remand in the form of instruction, skills training and structured interviews. Programmes can be implemented in groups or individually. Programmes can be offered to prison inmates and inmates on remand if they need them and the programme is within the framework of the remand order.

Programmes carried out are mainly cognitive programmes, drunk-driving courses and anger-management courses. The programmes are primarily aimed at substance abusers, violent criminals and recidivists. An extensive treatment programme is also offered to sex offenders. The prisons' programme activities have overlapping areas with education and training, but have a different purpose.

The Ministry's assessments

The criminal justice and education authorities will review prison programmes and the schools' curricula to determine areas where they overlap and issue guidelines for how prison and school can ensure that inmates get more out of programme activities and educational services through their local planning of both.

3.1.6 Higher education

Some inmates are qualified for higher education and work in college-level subjects. According to the survey study, 43 per cent of the inmates have completed upper-secondary school, and 12 per cent have education from university or college, either individual subjects or completed degrees. Female inmates have completed individual subjects or degrees from college or university to a greater degree than male inmates. There is also a great desire among the inmates for higher education. Inmates in the age group 25 to 34 are more likely than others to want to pursue higher education. More than a quarter of the inmates with higher education want more education on the same level. Obstacles to pursuing higher education are instruction and financing. Distance education may be one way to meet these needs. Aetat, the Norwegian Public Employment Service, can approve education as rehabilitation and provide financial support for retraining.

The Ministry's assessments

Prisons, Aetat and schools need to find solutions locally that create the fewest unnecessary practical obstacles and do the most to facilitate participation in higher education. The Ministry would especially like to point to the possibilities for utilising distance education for those who wish to pursue higher education, both in Norway and in other countries.

3.1.7 Norwegian language instruction for adult immigrants and refugees

From 1 January 2004 the Ministry of Local Government and Regional Development has the financial and administrative responsibility for instruction in Norwegian language and civics for adult immigrants. The purpose of the scheme is to help the municipalities offer adult immigrants instruction that gives them sufficient knowledge for further education and participation in work and society. Immigrants over the age of 16 who have a permit to stay in Norway for more than three months and who need basic Norwegian language instruction may obtain such instruction subsidised by the central government. In 2004 this applies to refugees and their families, persons granted a residence permit on humanitarian grounds and their families and Norwegian citizens and family members reunited with Norwegian citizens and citizens of Nordic countries.

On 2 December 2004 the Storting passed amendments to the Introduction Act which give immigrants the right and obligation to instruction in Norwegian language and civics, cf. Proposition No. 50 (2003-2004) to the Odelsting and Decision No. 15 (2004-2005) by the Odelsting. This scheme is meant to insure that immigrants attend basic instruction in Norwegian language and civics when they first come to Norway and involves a statutory right and obligation to attend 300 hours of instruction in Norwegian language and civics. In addition, municipalities are directed to offer a further up to 2,700 hours of instruction if the immigrant needs it.

The target group of this right and obligation is foreign nationals between the ages of 16 and 55 who have obtained residence or work permits pursuant to the Immigration Act that entitle the holder to a settlement permit or who have received collective protection in a situation of mass outflow pursuant to section 8 a of the Immigration Act and who reside in a municipality. Labour immigrants are obliged to complete 300 hours of instruction but do not have a right to free instruction. In addition, foreign nationals in the target group for the right and obligation between 56 and 67 years of age have the right, but not the obligation, to attend Norwegian language instruction. Immigrants with the right and/or obligation to attend Norwegian language instruction need to have completed 300 hours of instruction to obtain a settlement permit and citizenship. It is the municipality in which the person

is registered as residing in that is responsible for providing basic Norwegian language instruction.

The new scheme will apply from 1 September 2005 and cover everyone receiving a first-time residence permit, settling in a municipality or arriving in the country after that date. Persons who obtained a residence permit, settled in a municipality or arrived in the country prior to that date will be able to receive Norwegian language instruction in accordance with the current scheme for up to five years counting from 1 September 2005. Completing instruction as a condition for obtaining a settlement permit will not apply to this category. Subsidies will be provided for Norwegian language instruction for these persons in accordance with the current subsidy scheme for up to five years counting from the same date.

The Ministry's assessments

Instruction on Norwegian language and civics for adult immigrants may be provided regardless of whether the immigrant is employed or enrolled in other education. This means that it is possible to coordinate primary- and secondary-school instruction and basic instruction in Norwegian language and civics. However, the subsidy for instruction in Norwegian language and civics for adult immigrants is not to be used to finance instruction in these subjects in primary and secondary schools, cf. circulars F-05/03 from the Ministry of Education and Research and H-05/04 from the Ministry of Local Government and Regional Development. Thus, the school in prison is not responsible for such instruction for adult immigrants and refugees. However there are considerable opportunities for synergies from cooperation between the school and municipal bodies, in terms of both organisation and content. It is therefore necessary for the municipality of residency to seek to work together with the education programme in the correctional services to enable inmates to exercise the right to instruction in Norwegian and civics accorded to adult immigrants.

3.1.8 Ongoing national projects related to prison education

The Government has initiated a pilot project "Turning young offenders around - a shared responsibility for central and local government and local communities". To run over three years, the project will test new models of binding collaboration

to turn young offenders away from crime. The pilot project consists of a total of six sub-projects in various towns. The Ministry of Justice is leading an interministerial coordinating group in which the Ministry of Education and Research is also represented.

As part of the follow-up of the Government's plan of action against substance-abuse problems, the initiative has been taken to consider the possibility of a drug programme in Norway modelled on so-called "drug courts". This is a project for heavy substance abusers who need help and treatment and who want to quit using drugs. Education is a key part of the programme. A working group submitted a report on the "Judge-led Drug Programme" in September 2004. The report has been sent out for comment and is being followed up by the Ministry of Justice.

3.2 Competence development for teachers and instructors

The evaluation shows that there is little turnover in the teaching staff in prison education. This provides the inmates with stability and security. At the same time there is a risk that over time the teachers will perceive themselves as part of the prison staff, and not as an employee of the civilian school. This may jeopardise the assumptions on which the import model is based. There is also a danger that the teachers will miss out on the general development of competence taking place in the rest of the school system and that they do not get to share in the broad culture for learning taking place at their home schools. The staff of the school in the prison will have a special need for skills in adult education pedagogy. The strategy for competence development in basic education for 2005-2008 has topic of adapted education as a priority area.

The Ministry's assessments

The school owner and the local school are responsible for the continuing and further education of their teachers. For example, through funding from the "Strategy for competence development in basic education 2005-2008", employees of the schools in prisons should be offered skills development, *inter alia* emphasising adapted education. The school owner and the local school should also see to skills development through in-service training schemes and a greater use of

part-time teachers in a teaching organisation. The county adult education centres should be urged by school owners to contribute expertise on adult education.

3.3 Interagency collaboration

With regard to administrative cooperation, section 4 of the Execution of Sentences Act stipulates that the correctional services, through cooperation with other public agencies shall arrange for convicted persons and persons in custody on remand to receive the services to which they are statutorily entitled. This cooperation is to ensure inmates a complete array of services. Prison and school need to examine the opportunities for coordinating the prison education programme with other programmes and services. Preparing plans adapted to the individual's needs requires close collaboration and flexibility from everyone involved.

Education and training in the correctional services are situated at the intersection of two institutions: school and prison. They also need to take into account other agencies' services in the prisons. The agencies differ in respect of goals, organisation and instruments. Prisons are to execute sentences and facilitate rehabilitation. This sets the limits for all other objectives. Although the school in prison is supposed to realise the aims of the ordinary school, it also has objectives that must be emphasised in particular within the core curriculum, such as contribute to rehabilitation. The training provided is to meet the inmates' needs for formal education. The inmates' worries about work, a place to live, social network and drug abuse may create obstacles to learning. That is why education and training in the correctional services must also take the time to create positive expectations, strengthen inmates' faith in themselves and improve their self-control. These needs are often more acute than those of other categories of pupil.

Nationally there is cooperation on budgets, regulations, principles and priorities affecting education and training in the correctional services, *inter alia* through the coordinating group for education and training in the correctional services. Regional cooperation is to lay the groundwork for differentiated education and training programmes in the correctional services region and ensure an overall assessment of educational services in the region. Locally the correctional servi-

ces work with the individual upper-secondary school and vocational training board that serves convicted persons and prison inmates. Routines and fixed venues for this cooperation are to be established.

Relevant areas for cooperation will be discussions of matters connected with education and training in the particular region and the individual prison, such as acceptance of pupils, coordination of training and participation in other activities, cooperation between the school and the prison work programme and the preparation of plans for the future. This will all be realised through the joint plans whereby there is agreement on long-term objectives and a common understanding of suitable instruments.

The follow-up of the planned joint circular from the Ministry of Justice and the Ministry of Education and Research mentioned above is aimed at strengthening interagency cooperation between the criminal justice sector and the education sector. The circular will clarify responsibilities regarding the implementation of education and training in the correctional services at various levels.

The evaluation of prison education points to weaknesses in the interagency cooperation in several areas. Inmates are to be offered planning for the future if their sentences are of a certain duration. The school is often not involved in the preparation of such plans, even though the education programme is one of the biggest activities in prison. The evaluation also points to a lack of systematic cooperation in connection with preparations for release. It shows that inmates are often moved or transferred without the school in prison being told of this in advance and given the chance to plan the continuation of their education in the new place. The report also shows that the prisons' other programme activities may conflict with education and training, among other reasons because the activities are scheduled for the same time.

Over time, a follow-up class in Steinkjer has developed a good interagency collaboration where participants themselves are the focus, what is called the "Steinkjer model". The work of the responsible group is organised so that representatives of the various agencies meet with the ex-convict, discuss the current situation and draw up plans for the future. It is the participants themselves who call and chair the meetings and take the minutes. The participants feel that they are taken seriously, and the various agencies are made responsible and follow up in a constructive way.

Several non-governmental organisations conduct prison visits. Non-governmental organisations have established measures for prisoners that matter a great deal to individual prisoners and prisons as a whole. In connection with their visits, Red Cross visitors have helped inmates with their homework. These are measures that it may be desirable to expand in cooperation between school and prison. In the cooperation with non-governmental organisations locally, the need to expand offerings to assist inmates with their homework should be considered.

The Ministry's assessments

For the execution of the sentence to have the optimal rehabilitative effect, it is crucial that upon release, inmates' reasonable needs are met for functioning in society. Such needs include a place to live, a job, education, health services, drug rehabilitation services and a good social network.

In recent years there has been systematic work on administrative cooperation in the correctional services. In 2002, a key agreement was reached by Aetat, the Directorate of Labour and the Central Administration of the Norwegian Correctional Service. This has been followed up by regional and local agreements, and this cooperation has developed favourably.

The Government presented a national strategy to prevent and fight against homelessness in Report No. 23 (2003-2004) to the Storting "On Housing Policy". A key element of this strategy is that no one should have to spend time in temporary housing after being released from prison. The Institute of Applied Social Science report "Levekår blant innsatte" [Living conditions among inmates] shows that a large percentage of inmates have problems in the housing market. A permanent place to live is a *sine qua non* for taking part in community life.

Preparations are under way to strengthen interagency cooperation between the education sector and correctional services through a planned joint circular on cooperation. The final circular is to be followed up by regional dissemination and exchange of experience and by the initiation of efforts on local cooperation plans. This will take place in collaboration between correctional services and the education sector. There must be coordination with other agencies in this process.

Adequate models for administrative cooperation should be developed further and experience passed on to others. The "Steinkjer model" is an

interesting model that should be developed further for use at different kinds of prisons.

3.3.1 Better coordination of individual plans

A number of agencies assist in planning for persons in custody and convicted persons through their sector's surveying and planning work. Although individual plans are enshrined in health and social services legislation, individual educational plans are enshrined in the Education Act.

When a person is sentenced, incarcerated and then released, it is vital that plans involving this person be initiated or continued to the extent possible. Individual contributions vary in status. It is evident from the evaluation of prison education that the plans do not function as desired and that they are poorly followed up in part. It is necessary to have integrated plans that extend further in time than the period of the sentence. It is only the correctional services whose time perspective is restricted to the actual execution of the sentence. The other sectors are responsible before, during and after the execution of the sentence.

The Ministry's assessments

In light of the fact that many inmates have relatively short sentences, a high number of them will not manage to complete education providing some form of qualification while in prison. It will therefore be important to chart and plan an integrated course of education that can begin in prison and be completed outside. The school should therefore emphasise providing proper counselling to assist in developing plans for individuals. It may be profitable to prepare education plans before the sentence begins and conclude them afterward. The plan should provide for a course of education that leads to the desired qualifications.

The coordination of various agencies' plans should ensure the highest degree of continuity possible in measures for the target group, prior to, during and after the execution of the sentence. Incarceration may place considerable limits on carrying out existing plans. Even so, there must be an effort to continue with all existing plans while the inmate serves his or her sentence. Since the lack of prison beds can lead to a long waiting period for serving sentences, steps should be taken to prevent this time from being wasted so that measures can be implemented.

Existing individual plans prepared by social or health agencies and action plans prepared by Aetat are key in this effort. In recent years the correctional services and other relevant agencies have improved the administrative cooperation while sentences are being served, and proper coordination of individual programmes will be emphasised from now on.

To reap the benefits of starting instruction before the serving of the sentence begins, the Ministry recommends undertaking a pilot project where upon sentencing the convicted person is offered validation of his or her prior learning, obtains an integrated education plan and receives help to begin a course of education that is authorised in the Education Act. The project will be followed up by an evaluation and dissemination of experiences.

3.3.2 Penal decisions and education

There is pressure to utilise prison capacity more efficiently to reduce the waiting period for convicted persons to serve their sentences. According to the evaluation, transfers between prisons have led to problems with regard to continuity in education and training, administering examinations etc.

Inmates' rights to vocational training is largely limited to what is practically possible to arrange within the prison. There is little use of day-release for school and work. In 2001 there were few transitions to day-release, primarily from lower-security prisons. In Denmark, day-release for school and work is used much more widely than in Norway.

The Ministry's assessments

National guidelines regulate cooperation on transfers in connection with the serving of sentences. Among other things, account is to be taken of whether inmates are in a course of education that will be hindered in the event of a transfer. These guidelines need to be followed up on locally.

To better satisfy pupils' desires for day-release for education or training, the school should assess the needs of inmates and the available opportunities in the local area. On this basis the school should ask the prisons more often to consider day-release for inmates who might benefit from this in their education or training.

3.4 Future organisation of education and training in the correctional services

3.4.1 National level

Unlike the ordinary school system, education and training in the correctional services is organised and financed centrally. This model has been chosen because the correctional services are organised centrally as well. Furthermore, the prisons are not distributed evenly across the country, and inmates often serve their sentences in a place other than their home municipality. For penal reasons, inmates are moved, which will further complicate harmonising the organisation with the ordinary school system. That is why a central organisation was chosen, with central government subsidies earmarked for the regional level as needed.

The Ministry of Education and Research is responsible for following up education and training in the correctional services. Since 1993, responsibility and job tasks have been delegated to the County Governor of Hordaland. The County Governor manages the subsidy scheme and monitors compliance with it. In addition, the County Governor of Hordaland is responsible for professional and pedagogical follow-up and experimental and development efforts and has amassed considerable expertise in this area. International work is also the responsibility of this office. The Directorate for Primary and Secondary Education was established on 15 June 2004 with the main purpose of bringing about a more targeted and efficient use of central government funding and other policy instruments. The Directorate's primary areas are assessment and analysis, development, guidance as well as supervision and administration. From 1 January 2005, the responsibility for following up education and training in the correctional services has been transferred from the Ministry of Education and Research to the Directorate of Primary and Secondary Education. The aim is to develop and strengthen prison education as part of general education and training.

Matters involving education and training in the correctional services, including financing, are discussed by the coordinating group for education and training in the correctional services. This coordinating group has members from the Ministry of Justice, the Ministry of Education and Research, the County Governor of Hordaland and

the Directorate of Primary and Secondary Education. The group plays an advisory role in matters involving education and training in the correctional services.

Vox (the Norwegian Institute for Adult Education) is placed directly under the Ministry of Education and Research. The organisation works on validation of prior learning documenting existing skills and facilitating further and continuing education. Vox develops and tests pedagogical methods, tools and models that are adapted to the needs of adults and in this connection has conducted projects and developed a number of digital learning materials to raise basic skills directly aimed at fitting people into the community and the labour force. Vox has played a key role in efforts to develop a new curriculum for Norwegian language and civics for immigrants and functions as a national resource centre in these efforts. In its facilitated training in companies Vox has a well-developed network of partners in working life. Through participation in numerous EU projects, Vox has acquired an extensive international network.

The libraries in the prisons are an important source of education. The prisons are responsible for premises and supplies, and the libraries are responsible for operation according to contracts with the municipalities. Currently, thirteen prisons have library services, which means that about half of prison beds have library services. These services are well utilised, with a yearly average of 90 books or other materials borrowed per inmate, while the average in the rest of the country is about five. The entire library system is under review, including services in prison. There is currently a certain collaboration between school and library in prison, though placement makes it difficult to utilise the library at a number of prisons. Further development of the libraries should take into account the education sector's needs for using prison libraries.

The Ministry's assessments

The evaluation points out that there is inadequate capacity to do the desired development work at the national level in education and training in the correctional services. It points to the need for a stronger central organisation to perform development tasks and supervision and for the current model of organising education and training in the correctional services to be discussed and compared with various other models. The Directorate of

Primary and Secondary Education, to which the Ministry's area of responsibility for education and training in the correctional services was delegated from 1 January 2005, needs to assess the use of resources on the basis of ascertained needs. It is also important to utilise the expertise and experience in the central administration regarding adult education and lifelong learning in general. The Ministry would especially like to point out that education and training in the correctional services need to be integrated into the ordinary supervisory and development work that the Directorate of Primary and Secondary Education performs vis-à-vis school owners.

Vox has prepared guides for work on validation of prior learning and provides general guidance. Likewise they have an outstanding specialist environment for developing adult education pedagogy, arranging courses etc. in this area. In light of the expertise that Vox possesses, particularly regarding prior learning and adult education pedagogy, Vox ought to be a natural partner and contributor to the further development of education and training in the correctional services.

3.4.2 Regional/local level

The criminal justice authorities are responsible for furnishing suitable classrooms in the prisons, while the education authorities are responsible for teachers, materials and equipment. The evaluation reports show that several prisons have tiny classrooms that result in poor resource utilisation and limit the ability to provide varied and customised instruction. Funds for the education sector are managed centrally and are allocated to the counties with prison instruction. The school owners are responsible for offering education and training. This responsibility is normally delegated to a local upper-secondary school, which usually has a separate prison education department. These departments often have permanent teachers with little contact, on the whole, with the local school. The contact with the county administration as school owner varies widely and is often at a low level. Adult education programmes and validation of prior learning are little used. In Oslo the school owner established the Grønland Adult Education Centre, which is a separate school for Bredtveit Prison, Oslo Prison and the follow-up classes. It is run by the school owner according to the same principles as the other upper-secondary schools, but does not have ties to an ordinary upper-secondary school. Such a form of organisa-

tion may run the risk of developing into one representing a self-sufficiency model.

Prison education programmes follow the schools' work year. This means that no instruction is offered during school holidays. For inmates this means interruptions in their education, and for prisons it means pressure on work programmes during school holiday periods.

Various penal decisions lead to interruptions in the education of some inmates. These may be disciplinary matters, functional inadequacies or transfers to other prisons/units with different conditions for executing sentences. Some transfers are requested by the inmate, some are due to capacity utilisation requirements and a lack of remand capacity. Transfers may interrupt instruction, which may prevent proper progress in an inmate's education and make rehabilitation more difficult. In 2003, ordered transfers were responsible for one interruption in six.

The Ministry's assessments

The Norwegian Correctional Service's six regions are to cooperate with county authorities, which are technically and administratively responsible for education and training. The county administration is responsible for upper-secondary schooling, adult education centres and validation of prior learning.

There are opportunities for improved coordination and gains from cooperation, especially among county services. County administration should coordinate the various educational services to strengthen education and training in the correctional services. The Directorate of Primary and Secondary Education, which has assumed supervisory tasks, should do more to establish contact with the County Governors that exercise oversight and supervision over the county tasks particularly relating to prison education.

The Ministry will continue to apply the principle that a local upper-secondary school be given the responsibility for education and training in prison. However, the local school and school owner must do more to employ a larger selection of teachers, from the local upper-secondary school as well as from other schools in the county. The point is to bolster adapted education and do more to be able to meet the individual inmate's needs and educational aspirations. At the same time this prevents the school from being perceived as a part of the prison and evolving in the direction of a self-sufficiency model. An effect of this is that

the teachers in the school in prison get to share in the development of skills taking place at the main school and under the auspices of the school owner. The local school should also make greater use of offering from distance education institutions, if such offerings will best serve the inmates.

Prison education follows the ordinary school system's academic calendar, with contractual holidays and compensation time schemes. This accords poorly with the needs of inmates, especially those with short sentences. Within the limits of the contract, the school owner and the local school are responsible for arranging for the provision of instruction throughout the year in a way that addresses the needs of inmates and employees alike.

The Ministry of Justice wants particular attention paid to, if possible, reducing the number of interruptions due to transfers. At the same time, the school in prison must emphasise informing the school receiving the transferred pupil. The new school needs to stress adapting the instruction to the pupils' educational status.

Research shows that inmates benefit by relating to a small number of people in planning their education. Locally this has been arranged whereby the head of the unit also has a function as assistant head teacher or by assigning counselling functions to one of the teaching positions in the prison. The individual school incorporates into its plans how the contact with the individual inmate can be arranged, both during and after the execution of the sentence. The pupils' rights to user participation are protected to the extent this is compatible with the serving of their sentences.

3.4.3 Follow-up after inmates serve their sentences

To ease the transition to the ordinary educational system there is a total of ten follow-up classes that offer education and training during the initial period after the end of incarceration. In 2003, 106 pupils were served in these follow-up classes. Of these, just under 40 places were occupied by pupils serving sentences, including those on probation. The follow-up classes have a narrow range of instruction. A whopping 90 per cent of the pupils are instructed in general and business studies. In addition, there are some who continue in ordinary upper-secondary schooling.

In 2003 there were 712 releases that led to interruptions of education or training. For 31 of the releases, education or training continued

through transfers to a follow-up class. Only 25 are reported to be continuing their education in ordinary upper-secondary schools. In other words, there is a very large dropout rate from education and training upon release.

The Ministry's assessments

It is worrying that a large number interrupt their education when released. This underscores the need for proper interagency cooperation when inmates are released to provide targeted assistance in completing education they have started. The education and/or training that the inmates begin in prison should be followed up by a systematic and structured plan emphasising adapted education. The plan needs to extend beyond the end of the sentence and clearly assign responsibility for follow-up.

For a number of inmates, the follow-up classes are aimed at easing the transition from education while serving a sentence to participation in ordinary instruction. However, this service covers only a small percentage of inmates and is aimed solely at general and business studies. The local school and school owner need to emphasise including the follow-up classes in the activities of the entire school and tailor offerings to the needs of individuals. To provide those released with the best possible services it is important to employ ordinary school programmes, adult education centres etc., in addition to the follow-up classes.

The Ministry will consider clarifying the formal responsibility for follow-up to better follow up on educational offerings after release and counteract interruptions. The activities of the follow-up classes will be a part of this assessment. To obtain more experience the Ministry recommends that the education sector undertake a pilot project to follow up on education after sentences have been served. The project can be structured on the pattern of the ordinary follow-up service and in cooperation with this service, for example. The follow-up service has established networks for, and expertise in, preventing dropouts. The project will be followed up by an evaluation and dissemination of experiences.

3.4.4 Classroom facilities

In many places, prison classroom facilities are barely adequate. They are often cramped and are an obstacle to efficient resource utilisation. It has also been noted that buildings housing other faci-

lities such as the library, gymnasium etc. are often not sited near the school. Such facilities should be easily accessible to the school.

The Ministry's assessments

When existing prisons are renovated or expanded or new ones constructed, one aim is for classroom facilities to be included in the construction programme, thus taking into account the schools' needs for educational facilities, *inter alia* with regard to shared use of other activity rooms such as the library, gymnasium etc. Good examples of such coordination are found in the planning of the new Kongsvinger and Halden prisons. The emphasis should be on physical conditions facilitating and fostering local cooperation, also on an administrative level.

3.5 Rights to education and training in the correctional services

Inmates with the right to education and who desire one have the same right as anyone else within the framework of their loss of liberty. The practice of the schools in prison has been to be somewhat more accommodating and also include participants who are not entitled to upper-secondary schooling, inmates enrolled in higher education and foreign nationals.

In Norwegian prisons there is a substantial percentage of foreign nationals among the inmates, about 18 per cent. 13.9 per cent of the inmates are of non-Nordic nationality. Inmates subject to a deportation order often have long sentences and must therefore expect to remain in Norwegian prisons for many years.

There are separate recommendations from the Council of Europe pertaining to foreign and other minority-language-speaking prisoners. One recommendation from the Council of Europe's Committee of Ministers emphasises that the right to education is fundamental, that education in prison helps make prisons more humane and improves the conditions of detention and facilitates the return of the convicted person to the community. These are values and principles that also underlie the activities of the correctional authorities.

The recommendation also states that prisons must take particular account of foreigners and other speakers of minority languages and their

particular educational needs, especially regarding language. The committee that drafted the recommendation notes that its perspective is in keeping with Recommendation No. R (14) 12 of the European Council of Ministers relating to foreign prisoners. In this recommendation it is underscored that the special needs of foreign prisoners must be addressed and that they should be given educational opportunities on par with other prisoners.

These laws and recommendations are aimed at ensuring that prisons accommodate foreign prisoners and offer them education and training that they can benefit from. At several Norwegian prisons, education and training are currently being offered to foreign prisoners as well.

3.5.1 Rights of foreign inmates in Nordic countries

Denmark

In 2004 about 16 per cent of the inmates were foreigners. If the foreigners know Danish, they have the same rights as Danish inmates and may take part in educational programmes. If they have considerable language problems and desire instruction, they are offered Danish or English as a second language. Distance education has also been implemented, especially for highly educated inmates.

No distinction is made between foreigners to be deported and those who will remain in the country. It is enshrined in practice for foreigners to have the same access to education and/or training as Danish inmates, though not in law.

Finland

In 2001, 6.6 per cent of the inmates were foreigners. There is no particular strategy aimed at foreign nationals in Finnish prisons. Finnish law does not distinguish between foreign and Finnish inmates. This means that foreign inmates are treated in the same way as Finns when activities are planned, regardless of whether or not they are to be deported after serving their sentences.

If foreign inmates' Finnish is good, they can take the same courses as Finnish inmates. Instruction in Finnish as a second language is also provided to foreign inmates who request it, but this is limited by a lack of resources. The need for instruction for this group is larger than the instruction that is being offered.

Sweden

In 2001, 27.4 per cent of the inmates were foreigners. In Sweden, foreign nationals who request it may take Swedish for immigrants. This course is found at most prisons and is part of “basic education”. The course is not obligatory, and it is up to the inmates themselves to sign up. According to the law, municipalities are responsible for this instruction.

Those who are to be deported after serving their sentences do not have the right to “education and training” from the Swedish National Labour Market Administration, which pays for education and training for other inmates. In some cases, the prison itself pays for such instruction.

The Ministry's assessments

The Ministry considers education and training to be a key factor in preventing recidivism. That is why providing education and training in prisons is a good social investment. In light of this, the Ministry will continue the current practice of providing instruction to pupils thereto entitled. A prerequisite is that the sentence be of a certain length, so that it is feasible to begin an education, and that the inmate can benefit from it. Education and training in prison can continue to include participants who are not entitled to post-secondary schooling if there is capacity for them locally. Education and training are particularly important for the youngest inmates, and for this category the school should offer instruction even when their sentences are short and even if the inmates are not entitled to instruction. The school in prison can continue the current practice of reasonably assisting inmates in pursuing higher education.

Even if the right to education and training for everyone is enshrined in international conventions and recommendations and in Norwegian law, educational offerings for foreign prisoners have been characterised by varying practice.

That is why the Ministry advocates ensuring the right to education and training for foreign prisoners, if necessary by education sector legislation and regulations. Such education and training shall be aimed at qualifying the foreign prisoners for work or further education in their native countries. For that reason, instruction is not to be based on Norwegian syllabi, but shall offer subjects that inmates can benefit from, such as instruction in foreign languages, vocational sub-

jects etc. This will pose particular challenges regarding adapted education.

3.6 Resources and financing

Prison operation is a central government responsibility, and in the same way, education and training in prisons are regarded to be a central government responsibility. This responsibility was previously evaluated by a separate committee, which recommended maintaining the arrangement. Normally it is the county administration that is responsible for upper-secondary education, but not all inmates have ties to a county administration, for example, inmates from other countries. For this reason it has made sense for the central government to assume responsibility for instructional services, which purchases them from the counties.

The central government financing of education and training in the correctional services is based on agreements from 1989 between the central government and each county administration with prisons within its county. The agreements are for 100 per cent central government financing of these services and may be terminated with one year's notice. The agreements stipulate the scope of the scheme, the form of the central government subsidy and the expenses that can be covered by the subsidy. The subsidy does not require any matching funds from the county administrations. Thus, if these appropriations are changed, these activities will be affected.

Administration of the scheme is divided between the Ministry of Education and Research and the County Governor of Hordaland. The Ministry has the overarching responsibility for the subsidy scheme, whereas the County Governor of Hordaland is responsible for notification, processing applications and paying out subsidies. The main criteria for allocating funds to the county administrations are the number of “entitled pupils” and the number of school places. Prisons with young inmates and inmates with difficulties in reading, writing or mathematics shall also be given priority. The county administrations submit draft budgets to the County Governor of Hordaland, who approves them before the commitment letters are sent. The county administrations report to the County Governor of Hordaland, who in turn reports to the Directorate of Primary and Secondary Education. The individual county governors

are responsible for supervising and monitoring education and training in the prisons in their own counties.

Matters pertaining to education and training in the correctional services, including financing, are regularly discussed by a coordinating group with representatives from the criminal justice sector and the education sector.

In 2003 there were 11,090 new incarcerations in prisons. Of these, 843 had not completed primary or lower-secondary school and 5,434 had not completed upper-secondary schooling. At the same time, about 4,100 received some form or other of education or training. The survey study revealed that 65.5 per cent of the inmates have at least one educational aspiration. It can thus be estimated that in all, there are 3,164 inmates, or 28.5 per cent of the population, who are not getting the education or training they want. However, there are no reliable figures for how many of these inmates are entitled to instruction and how long their sentences are. This makes it impossible to estimate the costs.

The percentage of inmates receiving education or training has not gone down since 2002. However, Eikeland and Manger show that there is a great need for education and training at the thirteen prisons that currently have no school. About five per cent of the inmates at these prisons have not completed compulsory education and 37.6 per cent have not completed any form of upper-secondary schooling. Inmates of foreign origin, i.e. inmates who either have foreign nationality or grew up in a country other than Norway, are more likely to have had upper-secondary or higher education than inmates with a Norwegian background. This group constitutes about 20 per cent of the inmates.

Half of the inmates in the prisons without a school programme want to pursue more education. The capacity of these prisons is approx. 640 beds. If 40 per cent of these are to receive education or training, there is a need for about 250 training places at these prisons. If we assume the average sentence length at these prisons, this means that about 1,250 inmates will receive education and/or training in the course of a year.

The Ministry's assessments

From a social and economic perspective, an increase in the scope and improvement in the quality of education and training may be a good investment over time and have a number of beneficial

effects, such as lower crime, lower unemployment and increased wealth creation. For the individual, education may be the ticket to increased participation in the community and the labour force and to a reduction in recidivism.

In Report No. 23 (1991-1992) to the Storting "On Combating Crime", crime was estimated to cost the society NOK 38 billion in 1990. Even though the reliability of such figures may be questioned, it is reasonable to suppose that current figures are probably far higher. If education can help to successfully rehabilitate only a small fraction, this will still be a good investment economically speaking, improve the quality of life of perpetrators and yield fewer victims. Although there are no Nordic experiments that demonstrate the importance of education, in Sweden rehabilitation projects have been carried out between the correctional services, social services and the employ-

Box 3.1 The KrAmi projects

The Swedish Prison and Probation Service has embarked on a new path in its follow-up efforts and interagency cooperation. A collaboration has evolved between the prisons, social services and the employment service, called the KrAmi projects. The programme is based on "consequence pedagogy". It is essential that permanent work be obtained for participants, something that has actually proved to be easy. The project has complete responsibility for participants, and even follows them up closely during their leisure time. Employers who accept project participants receive subsidies for the initial months. After six months, all support is eliminated. Most participants keep their jobs even when their employers lose their subsidy. In a report from the Swedish National Board of Health and Welfare (2002), the social and economic outcome of these projects was evaluated. Compared with the traditional follow-up of released persons under the auspices of the Prison and Probation Service, the KrAmi programmes scored higher in nearly every area: substantially less recidivism, less drug abuse and almost everyone employed after five years. It turns out that for every krona invested in KrAmi, society gets back between 13 and 18 kronor. These startling results have led to seven new projects starting in Sweden.

ment office, the KrAmi Projects. It is estimated that this project yields substantial social and economic gains. The investigation shows that for each Swedish krona invested in KrAmi, the society gets back between 13 and 18 kronor.

In collaboration with the Ministry of Justice, the Ministry of Education and Research will evaluate more closely the organisation and scope of prison education to ensure that it is as well adapted to the rights and needs of inmates/convicted persons as possible. This includes identifying the need for rights-based education and training. This will be especially important for prisons without education or training and in the event prison capacity is expanded.

Future appropriations for this purpose will be laid down in the ordinary budgetary processes.

3.7 The Ministry's recommendations

Content

- It is an objective for prison education programmes to offer more in the way of complete or partial vocational training.
- The local school shall, insofar as it is possible, provide certification the content of the education or training the pupils have participated in.
- The local school must ensure the proper use of teaching resources from its own staff or from other schools, consider rotation schemes and various time limits.
- School and prison shall give priority to young persons in prison with a view to motivation, adapted education and integrated curricula for this group.
- Following the strategic plan for linguistic minorities, measures shall be implemented to improve Norwegian language instruction for linguistic minorities in Norwegian prisons.
- The local school and school owner must arrange for sufficient expertise in special education for the school in the prison, and education and training must be organised in a manner guaranteeing the right to adapted education, including special instruction according to individual decision.
- The Ministry will carry out a pilot project on the various learning difficulties among Norwegian prison inmates to develop this area of practice.
- There should be greater involvement of the school in information to inmates during the intake phase in prison.
- The Ministry will initiate a pilot project for validating the prior learning of the individual inmate.
- The local school should emphasise providing proper counselling to assist in developing plans for individuals.
- To reap the benefits of starting instruction before the serving of the sentence begins, a pilot project shall be considered where upon sentencing the convicted person is offered validation of his or her prior learning, obtains an integrated education plan and receives help to begin a course of education that is authorised in the Education Act.
- The work on ICT in prison education shall be followed up in order to evaluate further efforts to ensure the proper use of ICT.
- School and prison need to pay particular attention to the needs of women for vocational training.
- The Ministry of Justice will follow up the further development of prison work programmes, emphasising activity that provides inmates with qualifications.
- The criminal justice and education authorities will review the prisons' programmes and the schools' curricula to enhance the benefits inmates derive from both services.
- Prisons, Aetat and schools need to facilitate participation locally in higher education to the greatest extent possible.
- Schools and local government bodies should cooperate on instruction in Norwegian language and civics for adult immigrants.
- Through funding from the "Strategy for competence development in basic education 2005-2008", employees of schools in prison must be guaranteed skills development, *inter alia* emphasising adapted education.

Organisation

- The principle that a local upper-secondary school be given the responsibility for education and training in prison shall be continued.
- Work on local cooperation plans is to be initiated.
- Adequate models for administrative cooperation should be developed further and experience passed on to others.

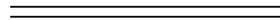
- The Directorate of Primary and Secondary Education shall integrate education and training in the correctional services into its ordinary supervisory and development work that the Directorate performs vis-à-vis school owners.
- Within the framework of the agreements, the school owner and the local school are responsible for arranging for education and training to be provided independently of the school year.
- The local school and school owners need to emphasise including the follow-up classes in the activities of the entire school and tailor offerings to the needs of individuals.
- The Ministry will carry out a pilot project on following up education after serving a sentence.
- When existing prisons are renovated or substantially expanded or new ones built, it is an objective that school facilities be included in the construction programme.

Right to education and training

- The Ministry will continue current practice, where education and training in prison can also include inmates without a right to upper-secondary education if there is local capacity for this. The school should offer services to the youngest inmates even when they have short sentences or do not have a right to education or training.
- The school in the prison can continue to a reasonable extent to assist inmates pursuing higher education.
- The Ministry favours guaranteeing the right to education and training for foreign prisoners, so that they are better able to continue their education or work in their native countries.

Financing

- The Ministry will work further on evaluating the organisation and scope of prison education and training to ensure that it is optimally adapted to the inmates' rights and needs. This will especially be important in planning expansions of prison capacity.



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