

Career guidance in the Norwegian Correctional Service

Results from a survey among counsellors in the prison education system



CAREER GUIDANCE IN THE NORWEGIAN CORRECTIONAL SERVICE

RESULTS FROM A SURVEY OF COUNSELLORS IN THE PRISON EDUCATION SYSTEM VALBORG BYHOLT, GRY EILEN BAKKE
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ISBN 978-82-7724-260-6

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Preface

This report presents the results of a questionnaire survey that was sent to counsellors in the prison education system. The survey was carried out in June 2016 in consultation with the County Governor of Hordaland and the Directorate of the Norwegian Correctional Service. The report was written by Valborg Byholt and Gry Eilen Bakke of the National Unit for Lifelong Guidance and Pia Ianke of the Section for Research at Skills Norway.

We would like to thank coordinator Ida Elisabeth Jorem and adviser Lise Olafsen Løndal from the professional network for prison education counsellors for good input on the questionnaire's design and on the interpretation of the results of the survey.

This survey is a contribution to the efforts to expand our knowledge about career guidance in the Norwegian Correctional Service. We hope that the report will prove useful and be an inspiration for everyone who works on career guidance in the Norwegian Correctional Service.

Oslo, May 2017

Cathinca Fritzvold Hatlem
Head of Section, Skills Norway

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Summary

In June 2016, Skills Norway conducted an electronic survey aimed at the network of counsellors in the prison education system. The purpose of the survey was to add to existing knowledge about career guidance in the Norwegian Correctional Service.

The need to improve our knowledge base was highlighted by a government-appointed expert committee in the report *Career Guidance for Individuals and Society* (Official Norwegian Report NOU 2016:7). In this report, the committee proposes conducting a survey to map career guidance in prisons.

The survey was distributed to 53 counsellors and there were 34 respondents, i.e. a response rate of 64%. Important topics in the survey include:

- The role of counsellors – duties, training and experience
- Guidance services for different groups of prison inmates
- Cooperation with other parties
- Competence needs

In this report, we present the results of the survey and comment on and discuss some of its main findings. Our emphasis has been on highlighting the role and contributions of the public career centres in relation to the Norwegian Correctional Service.

Our findings show that:

- Most of the counsellors have a teaching qualification. Two out of three have a formal career guidance education. More than 60% work less than 50% of a full-time position as a counsellor in the prison education system.
- The counsellors have a wide range of duties. All of them conduct individual career guidance interviews, while only a few provide group guidance. More than half of the counsellors never use career guidance tools, and only a third of them use elements of career learning in their guidance work.
- All the counsellors provide counselling for inmates in the prison school department, but there are considerable differences between prisons as regards the services offered to inmates who are not in the school department. There is a general consensus that inmates serving short sentences, foreign inmates and inmates serving in special units are not given adequate career guidance services.
- The counsellors in the prison education system cooperate with different parties, both in the prison system and externally. Two out of three cooperate with Norwegian Labour and Welfare Administration (NAV) counsellors who work in the prison, while few cooperate with NAV counsellors at the local NAV office. One out of three counsellors cooperate with a public career centre.
- Nearly all the counsellors express a need for competence-raising measures. Most of them prefer informal events such as seminars, workshops, network meetings or short courses. The counsellors want professional input on a broad range of topics, and most of them want to learn more about the following: methods and tools, reintegration work, mental health and recognition schemes for foreign education.
- The two main challenges facing counsellors working in the prison education system are ‘not enough time’ and ‘too much administrative work’.

Based on the results from the survey and our knowledge of career guidance and the Norwegian Correctional Service, Skills Norway makes the following recommendations:

1. Give more groups of inmates better access to career guidance

The career guidance services offered to inmates should be strengthened by offering more career guidance to groups outside the prison school departments. The public career centres can help to increase the availability of career guidance for inmates.

2. More time for career guidance for inmates

More time should be freed up for career guidance for inmates, for example by making more use of varied career guidance activities in teaching and guidance. Group guidance can be used more than today.

3. Explore the possibilities for interdisciplinary and cross-sector cooperation

Existing arenas and communication channels for cooperation and experience-sharing in the Norwegian Correctional Service should be utilised more. We recommend that the prisons contact a public career centre with a view to establishing cooperation.

4. More competence-raising measures

Relevant parties should consider the possibility of organising interdisciplinary courses and seminars on topics related to career guidance for different groups of staff in the Norwegian Correctional Service who provide guidance.

5. Follow-up studies and research on career guidance

Research studies focusing on the field of career guidance should be conducted.

1

Introduction

*'Too many people don't have much to go to when they finish serving their sentence. Far too many end up back to prison.'*¹

Career guidance is one of the keys to working life. It can help inmates to develop knowledge and self-knowledge and learn how to deal with various choices and transitions relating to education or work. Good career guidance and follow-up can help to prevent reoffending and can be a useful tool in the work of rehabilitating inmates into society.

Returning to society is a process that involves vulnerable transitions in terms of getting a job, an education, a place to stay and a social network. The level of education among prison inmates is lower than in the general population. Many have bad experiences of school and they often have a weak or non-existent labour market attachment.

In April, a government-appointed expert committee submitted the report *Career Guidance for Individuals and Society* (Official Norwegian Report NOU 2016:7), which deals with career guidance in Norway. The report contains a separate chapter on career guidance in the Norwegian Correctional Service, and the need to strengthen our knowledge base in this area is emphasised. The career guidance committee proposes initiating a systematic mapping of counselling work in prisons to gain a better overview of the services provided, the groups of inmates reached, and whether this meets the overall needs of the inmates. The mapping work should also include inmates that do not take part in prison education.

The County Governor of Hordaland has pointed out that we know little about counselling in the Norwegian Correctional Service. In consultation with the County Governor and the Directorate of the Norwegian Correctional Service, Skills Norway therefore took the initiative in spring 2016 to distribute a questionnaire survey to counsellors in the prison education system.

The purpose of the survey is to add to the existing knowledge about career guidance in the Norwegian Correctional Service.

We contacted the network of counsellors working in the prison education system. This is one of several professional networks under the auspices of the County Governor of Hordaland and an important agenda-setter for evidence-based practice in career guidance in the Norwegian Correctional Service.

¹ Taken from the abbreviated version of Report No 37 to the Storting (2007–2008) Punishment that works - less crime - a safer society (white paper on the Norwegian Correctional Service).

Important topics in the survey include:

- The role of counsellors – duties, training and experience
- Guidance services for different groups of prison inmates
- Cooperation with other parties
- Competence needs

In conclusion, we comment and reflect on the findings and make some recommendations for follow-up and further work in the field. In the report, we have emphasised highlighting the role and contributions of the public² career centres in relation to the Norwegian Correctional Service.

1.1 Background

Skills Norway³ works to promote inclusion and increased participation in the labour market and society. Skills Norway's National Unit for Lifelong Guidance develops and coordinates career guidance in Norway and endeavours to increase the availability of services in this field, to improve the quality of the career guidance provided and to contribute to equal services for young people and adults in all phases of life.

For several years, Skills Norway has supported the Norwegian Correctional Service's development projects for basic skills training, which are carried out in collaboration between the prisons' school departments and work departments. An evaluation carried out by Nordland Research Institute shows that inmates who took part in educational activities reported higher self-esteem and motivation to learn because the education was closely linked to practical work (Gustavsen and Gjertsen, 2015). Skills Norway has focused in particular on using the prisons' work departments (workshops) as a learning arena. Experience from this project shows that inmates need guidance as well as properly adapted training.

A research group based at the University of Bergen⁴ has produced several reports on educational wishes, the educational services available to, and motivation for learning among, inmates in Norwegian prisons. However, the group has not conducted any research specifically aimed at counsellors or their work.

A stronger knowledge base on career guidance for inmates will have transfer value to work with other groups with little education, inadequate basic skills and weak labour market attachment.

1.2 Methodological approach and sample

No official reports or statistics exist for the career guidance provided in Norwegian prisons. Skills Norway prepared a questionnaire to gain a better overview of the work that is being done. Two representatives from the counsellors' network helped to design the questionnaire.

The target group for the project consists of counsellors working in the prison education system. The survey was distributed to the members of the counsellors' network for prison education, which totalled 54 people in spring 2016. We cannot rule out the possibility that there may be people working on career guidance for inmates in the prison education system who are not members of this network and will thus not have had an opportunity to respond to the survey. Others who provide guidance services for prison inmates, for example NAV staff, are not included in the survey.

The survey was conducted as an electronic questionnaire survey⁵ in June 2016.

The survey was distributed to 53 counsellors, 34 of whom responded by the deadline. This means that the response rate is 64%, which is considered satisfactory and sufficient to provide a picture of the counsellors' day-to-day work and challenges. The data material seems to include a good selection of big and small prisons, and counsellors in both full-time and part-time positions. Male counsellors are somewhat under-represented among the respondents, but we do not believe that this will affect our results.

² Referred to in the survey as county career centres

³ Formerly Vox

⁴ Bergen Cognition and Learning Group at the University of Bergen and Eikeland forskning og undervisning. The reports were written on assignment for the County Governor of Hordaland and are available at <https://www.oppikrim.no/Tal-og-forsking/Forsking> (County Governor of Hordaland, 2017)

⁵ Data were collected using Questback, a digital online survey service.

The questionnaire mainly consisted of questions with pre-defined multiple choice answers. We also included some open questions that allowed respondents to elaborate on their answers or state their own assessments. The respondents were informed that they would not be identified and that the information would be treated confidentially. The answers are based on the information provided by the respondents about current practices and their subjective assessments, and there will always be some degree of uncertainty associated with the results because people sometimes misremember or tick the wrong alternative in such surveys.

1.3 Concepts/definitions

Making a career for oneself has traditionally been interpreted as advancing quickly through the ranks and enjoying success in working life. However, the term 'career' is used in a different, broader sense today. Everyone has a career, regardless of their age, educational background, their situation in life and labour market attachment.

There are different definitions of the concept of career guidance. It is normal to distinguish between a broad and a narrow interpretation of the concept. The narrow interpretation limits career guidance to what takes place in meetings between a person seeking guidance and the counsellor. The broader interpretation does not just cover one-on-one career guidance interviews, but also activities such as group guidance, courses, collecting and using information, teaching activities, the use of reflection tools etc. Both the narrow and the broad sense of the term have a central place in career guidance in prisons.

The career guidance committee defines career guidance as follows:

'Career guidance refers to services and activities intended to help persons, regardless of age and time of life, to make choices about education, training and work, and to manage their own career.'

(Official Norwegian Report NOU 2016:7, 2016, p. 17).

2

Career guidance in the Norwegian Correctional Service

Many prison inmates have weak labour market attachment, little education and complex problems in various aspects of their lives. Both while serving their sentence and when they are reintroduced into society, career guidance can be an important instrument for helping inmates to acquire the skills they need to start an education or find work. Career guidance can make inmates better equipped to cope with the requirements of working life and improve their chances of forming a lasting labour market attachment.

Comprehensive follow-up through career guidance work can also have a bearing on whether inmates succeed in finding work, being active or starting an education after completing their sentences. Career guidance can help to give inmates motivation and hope for the future and increase their awareness of competence-raising measures and career development.

2.1 The framework for the Norwegian Correctional Service's activities in brief

The activities of the Norwegian Correctional Service are governed by the Act relating to the Execution of Sentences etc. (the Execution of Sentences Act of 2001). The Norwegian Correctional Service has a duty to ensure that public agencies can provide their services to convicted inmates and inmates on remand, cf. the Execution of Sentences Act Section 4. As part of the efforts to reintegrate inmates into society, the Norwegian Correctional Service, in cooperation with other agencies, helps to inmates to find a place to stay, a job, an education and other services they need to be able to live as law-abiding citizens after their release from prison. This is often referred to as the 'administrative cooperation model' or the 'import model'.

Several public agencies – the Norwegian Correctional Service, NAV, health and educational services – have different administrative responsibilities and roles to play in the reintegration of inmates into society. Good cooperation arenas form the basis for a collaboration aimed at creating the best possible prison conditions and facilitating a better life after inmates' release from prison. Differences in the legislation that regulates the different services and differences in the duties and confidentiality provisions that apply to staff can give rise to challenges in relation to the inmates' need for comprehensive follow-up.

The Norwegian Correctional Service shall offer inmates daily activities, such as work and education leading to a qualification. It shall also offer mapping based on the BRIK⁶ mapping tool, motivational interviews, planning for the future and change programme etc.

2.2 Education and counselling in prison education

The County Governor of Hordaland has national responsibility for all education in the Norwegian Correctional Service. Academic and administrative responsibility for prison education rests with the local county authorities. Responsibility for teaching and career guidance is assigned to a local upper secondary school, normally one located near the prison. The prison school is a branch of the upper secondary school in question. Formally, the teachers and counsellors are employed by the local upper secondary school.

The County Governor of Hordaland has appointed discipline coordinators for important areas of prison education, including counselling. The discipline coordinator is herself a counsellor working in a prison, and has accepted responsibility for following up a professional network for prison education counsellors for a defined period. In cooperation with the other discipline coordinators, she organises an annual gathering for all prison school staff, *Inspirasjon og deling* ('Inspiration and sharing'). This event provides professional input and gives the discipline groups a chance to share their experience and engage in discussion.

All Norwegian prisons have a school department. They vary greatly in terms of what education is offered to inmates and how it is organised.

The prison education counsellors work in different percentages of a full-time position and have different networks with others who carry out guidance and counselling duties. The principal of the upper secondary school the prison school is formally a branch of has considerable power of decision over the amount of counsellor resources allocated to prison education.

2.3 Rights

Education in the Norwegian Correctional Service is funded by earmarked central government grants. International conventions dictate that no one may be denied the right to an education. Prison inmates have the same right to education, training, counselling and guidance as other Norwegian citizens, and this right is regulated by the Education Act, the Regulations to the Education Act (2006), NAV's regulations (NAV's collection of circulars)⁷ and the Public Administration Act (1967).⁸ Which laws and regulations apply to the individual inmate depends on the inmate's age and whether he or she is in or outside the prison school department.

The Education Act Section 9-2 defines the right of pupils in primary and secondary education to career guidance: 'The pupils have the right to necessary counselling concerning education, careers and social matters.' This right is elaborated on in Chapter 22-3 of the Regulations to the Education Act.

The Education Act Section 4A-8 states that adults who are entitled to primary and lower secondary education have the right to 'counselling to clarify which provisions they need'. In other words, adults do not have the same right to counselling as children and young people. Adults can be said to have more limited rights. Moreover, the right only applies once it has been clarified that the adult is entitled to primary and lower secondary education pursuant to Section 4A-1. Adults who have completed lower secondary school or an equivalent education, but have not completed an upper secondary education, are entitled to upper secondary education upon application. At present, this right applies to adults from and including the year they reach the age of 25.⁹ The right is conditional on the adult in question having lawful residence in Norway. Adults with a right to upper secondary education are not entitled to counselling. They may be entitled to guidance under the Public Administration Act Section 11, however.

⁶ BRIK is the Norwegian Correctional Service's mapping tool for convicted persons. It covers different areas of life, such as education, housing and family situation.

⁷ Elements of guidance and counselling are included in both services provided under the Act on Social Services in the Norwegian Labour and Welfare Administration (NAV) and in labour market measures under the Labour Market Act and Regulations on labour market measures.

⁸ The Public Administration Act Section 11. (duty to provide guidance) 'The administrative agencies have, within their sphere of competence, a general duty to provide guidance. The purpose of such guidance shall be to enable the parties and other interested persons to safeguard their interests in specific cases in the best possible way.'

⁹ The right to upper secondary education is being expanded: <https://www.regjeringen.no/no/aktuelt/utvider-retten-til-videregaende-opplaring/id2548577/>

3

Results from the survey

In this chapter, we present the results from the survey of members of the counsellors' network. The report is based on responses received from 34 counsellors. We have chosen to use absolute numbers in the figures because of the small number of respondents. In the text, we discuss some of the findings both as absolute numbers and as percentages.

3.1 The prison education counsellors

Below, we take a closer look at our respondents' background, experience, education and position.

The majority of counsellors in the prison education system are women. Sixty-five per cent of our respondents were women. In spring 2016, 59% of the members of the counsellors' network were women, which means that women are slightly over-represented among our respondents.

Two out of three counsellors are over 50 years old and have long professional experience. Only two of the counsellors who responded to the survey were under the age of 40.

3.1.1 EXPERIENCE

Nearly 60% of the counsellors have worked in the prison education system for between three and nine years (Figure 1). Only a small minority have worked in prison education for ten years or more. Half of the counsellors had experience of this type of work from the ordinary school system before they started working in a prison (Figure 2).

FIGURE 1 Experience as a prison counsellor. N=34. Numbers

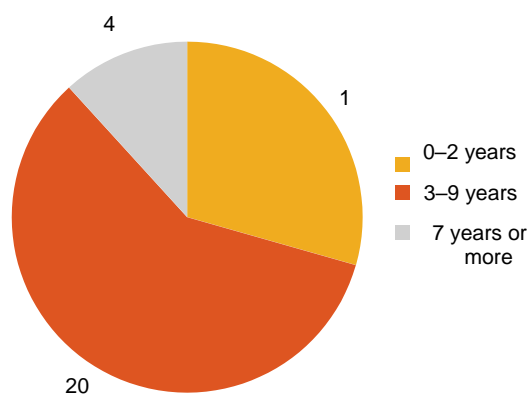
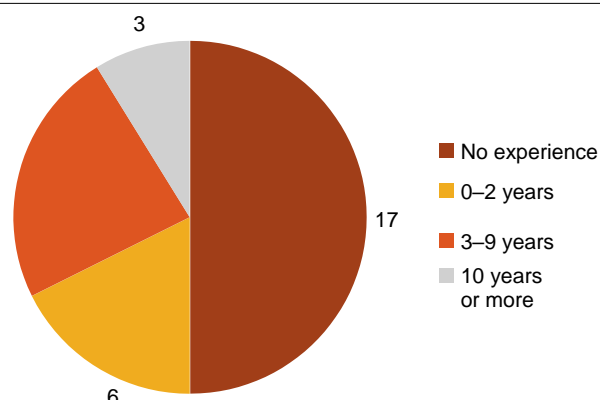
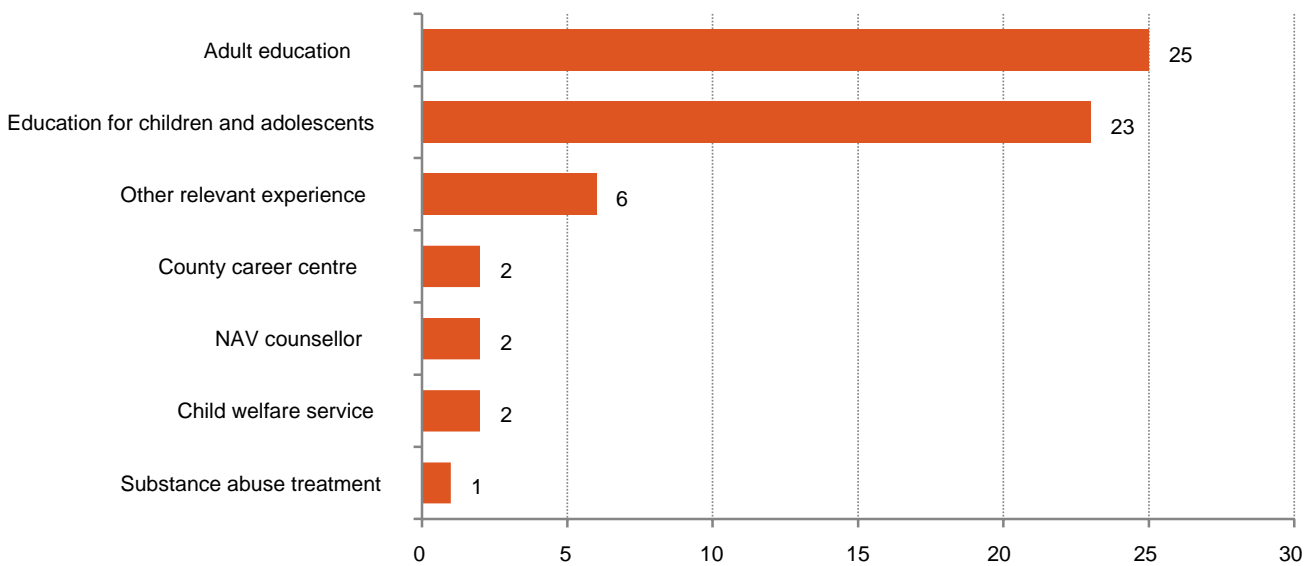


FIGURE 2 Experience as a school counsellor before becoming a prison counsellor. N=34. Numbers



The vast majority of the counsellors have relevant work experience from other fields. Figure 3 shows that very many of them have teaching experience. About 70% have worked in adult education, while somewhat fewer have worked in education for children and adolescents. Some counsellors have experience from other related areas, such as child welfare services, substance abuse treatment, NAV, educational and psychological counselling services or similar.

FIGURE 3 Relevant work experience from other fields. N=34. Numbers



3.1.2 EDUCATIONAL BACKGROUND

More than 80% of the counsellors have a teaching qualification. Twenty-six state that they are secondary education teachers with a bachelor's degree or master's degree from a university or university college, while two obtained their qualification from a teacher training college (Figure 4).

Two out of three counsellors have a formal career guidance education¹⁰ (Figure 5). They were asked to specify the scope of this education. Eleven counsellors have 30 ECTS credits, and nine have 60 ECTS credits or more. There were also eleven counsellors who had no formal education in the field.

There are a number of different study programmes in career guidance. In response to a free text question, counsellors stated that they have career guidance-related education in career guidance, guidance, counselling, career counselling, coaching, social counselling, health/substance abuse counselling and special education counselling.

FIGURE 4 The counsellors' educational background. N=34. Numbers

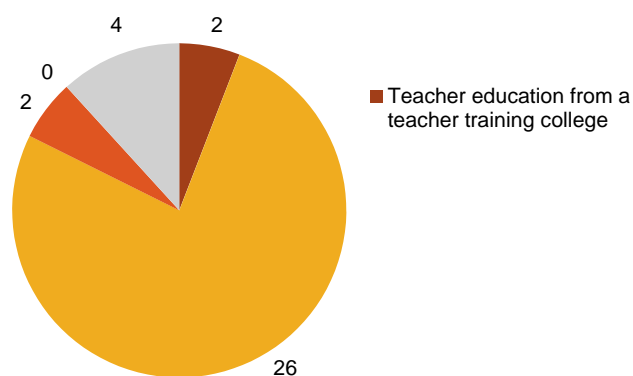
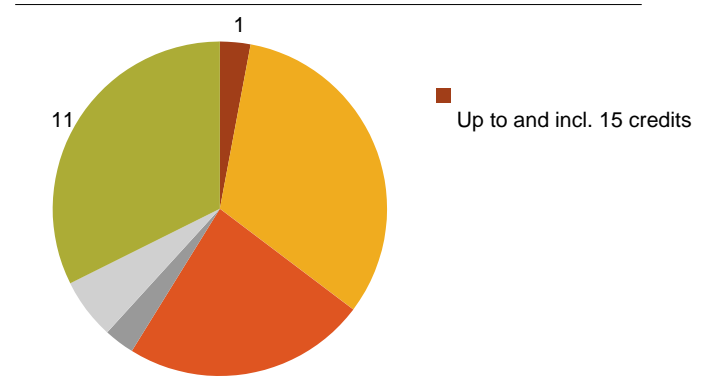
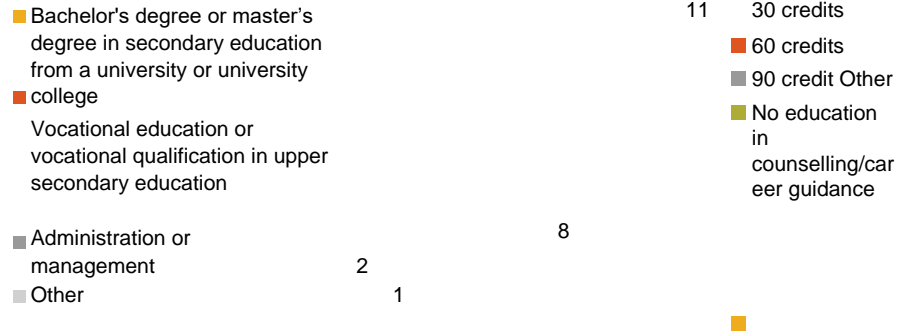


FIGURE 5 The counsellors' education in counselling/career guidance. N=34. Numbers



¹⁰ Several universities and university colleges in Norway offer various counselling and career guidance programmes. The University of South-Eastern Norway and Inland Norway University of Applied Sciences both offer a master's degree programme in career guidance. NTNU in Trondheim has a bachelor's degree programme and a Master of Science in Counselling.



3.1.3 PERSONNEL RESOURCES

Most of the counsellors work in combined positions. Figure 6 shows that more than 60% work less than 50% of a full-time position as a counsellor in the prison education system. Only two counsellors work full-time as a prison education counsellor. The discipline coordinator for the counsellors' network reports that many have a teaching position or administrative duties in addition to their counsellor duties.

The size of the prison measured by the number of inmates has a bearing on the personnel resources allocated to counselling. Most small prisons have less counselling resources than big prisons, but some of the big prisons also have very limited counselling resources.

It is usually the principal of the local upper secondary school (of which the prison's school department is a branch) who decides the amount of personnel resources allocated for counselling.

NUMBER OF INMATES IN THE PRISONS:

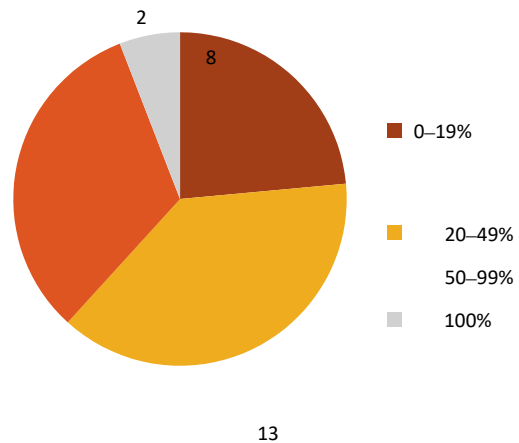
Only six of the counsellors state that they work in a prison with fewer than 30 inmates. Fourteen work in a prison with between 30 and 99 inmates. Seven work in larger prisons with 100–199 inmates, and the same number work in the largest prisons with more than 200 inmates.

11

NUMBER OF INMATES IN THE SCHOOL DEPARTMENT:

Half of the counsellors work in prisons with fewer than 30 participants in the school department. Fifteen have between 30 and 99 participants, and two have more than 100 participants in the school department.

FIGURE 6 Percentage of a full-time position as a prison counsellor. N=34. Numbers



3.2 Career guidance for different groups of inmates

Figures from the County Governor of Hordaland show that about 3,600 persons are serving a sentence in Norwegian prisons at all times. More than half of all inmates take part in prison education while serving their sentence (County Governor of Hordaland, 2016).

The counsellors who responded to the survey state that they have counselling duties in relation to all inmates in the school department. Our findings do not form a basis for drawing firm conclusions about whether each inmate receives sufficient counselling, however.

We have been concerned with mapping the career guidance services provided to inmates who are not part of the school department. The counsellors were therefore asked how many inmates outside the school department they provide counselling for.

There is considerable variation in how many inmates outside the school department receive counselling from the counsellors. The survey shows that 15 counsellors provide counselling to 0–9 inmates outside the school department, eight counsellors work with 10–29 such inmates, five counsellors work with 30–99 such inmates, while six counsellors have such duties in relation to 100 or more inmates.

To sum up, we see that roughly half of the counsellors hardly provide any counselling to inmates outside the school department, while others provide counselling to a large number of such inmates. This suggests that the services provided differ between prisons.

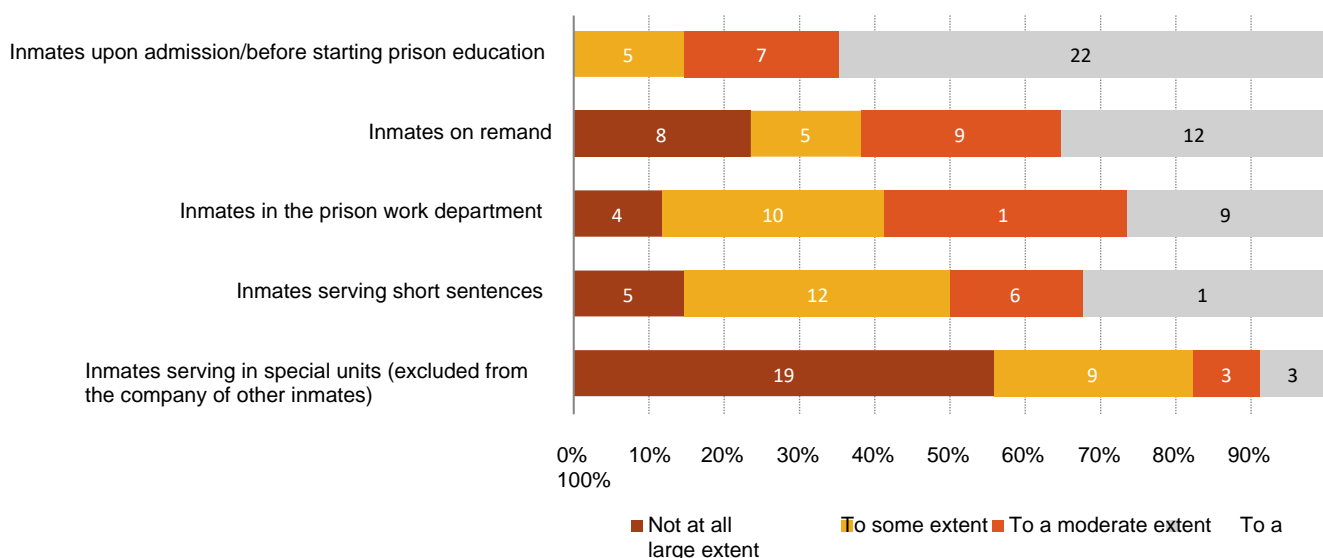
Figure 7 shows the groups of inmates outside the school department that the counsellors work with.

All counsellors in the survey state that their duties include work with inmates in connection with admission or before starting prison education. Two out of three report extensive duties in relation to this group, while five carry out such duties to some extent.

Practice differs more when it comes to inmates on remand, inmates in the prison work department and inmates serving short sentences. Some counsellors have extensive duties relating to these groups, while others only have such duties to a limited extent or not at all.

Inmates serving in special units are the group that really stands out. More than half of the counsellors provide no services for this group of inmates. One possible reason for this is that not all prisons have special units.

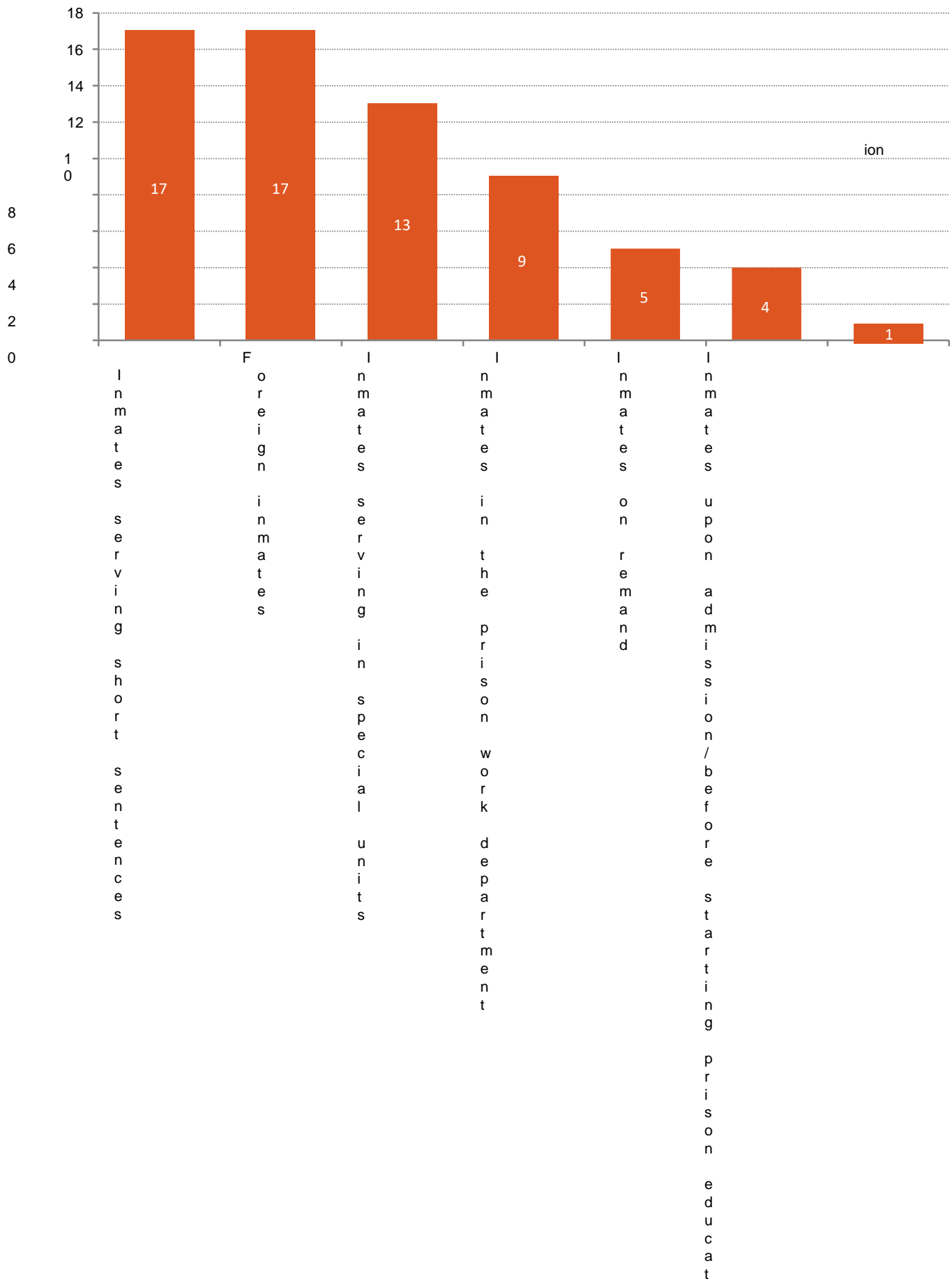
FIGURE 7 Counselling duties in relation to inmates outside the school department. N=34. Numbers and percentages.



The counsellors were also asked to consider whether they feel that there are groups of inmates that are not offered sufficient career guidance. Figure 8 shows that many are of the opinion that some groups are not offered sufficient guidance. Half of them feel that inmates serving short sentences and foreign inmates are not adequately provided for.

Four out of ten point to inmates in special units as a group that does not receive sufficient career guidance. One in four believe that this also applies to inmates in the prison work department.

FIGURE 8 Groups that the counsellors feel are not offered or are not receiving sufficient counselling/career guidance. N=34. Numbers



Others

Some of the results in Figure 8 are in accordance with what we see in Figure 7. For example, counsellors do not work much with inmates serving in special units, and many feel that career guidance services for this group should be improved. The counsellors already have so many duties in relation to inmates in connection with admission or before they start prison education that most are of the opinion that the needs of this group are met.

The groups that the counsellors work least with today are not necessarily the same groups that they feel are not receiving adequate services. For example, many counsellors do not work with inmates on remand at all, but only a few believe that this group is not receiving adequate career guidance.

To sum up, we see that all the counsellors provide counselling for inmates in the school departments, but there are big differences between prisons in terms of the services offered to inmates who are not in the school department. There is a more or less general consensus that some groups of inmates do not receive sufficient services at present. This applies in particular to inmates serving short sentences, foreign inmates and inmates serving in special units.

3.3 The counsellors' work and mapping duties

3.3.1 DUTIES

In order to find out more about the work of prison education counsellors, we asked them about the extent to which they carry out different tasks. The results are shown in Figure 9, presented in descending order by how common the tasks are.

All the counsellors who responded to the survey conduct individual guidance interviews to a large or moderate extent. Eight out of ten have answered that they carry out such interviews to a large extent. This is in contrast to group guidance, which is the least widely used method in the figure. Only three out of 34 counsellors carry out group guidance to a moderate extent, while four out of ten never use group guidance.

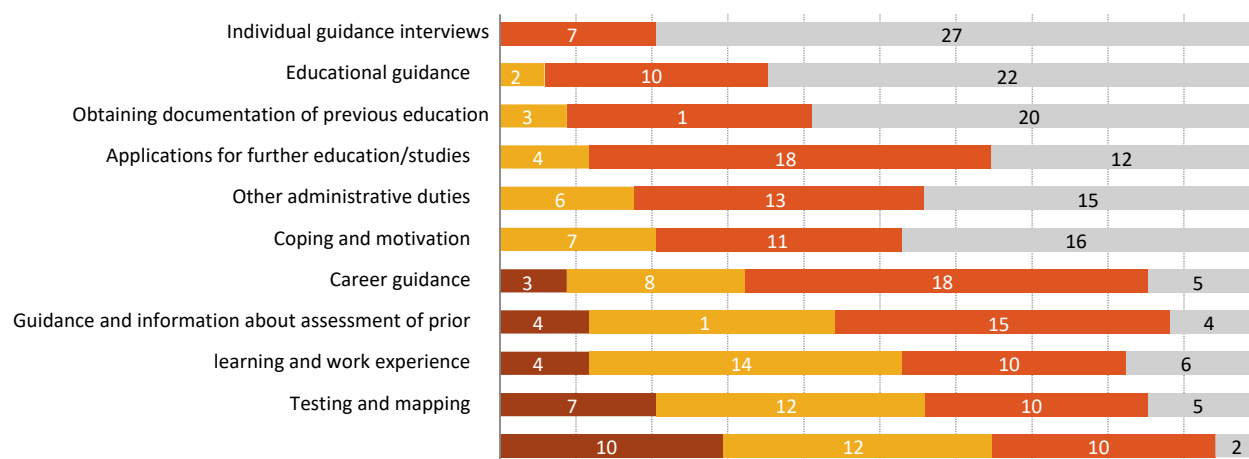
Other duties that all of the counsellors perform are educational guidance, obtaining documentation of previous education, helping with applications for further education/studies, other administrative duties and coping and motivational work. Most counsellors carry out such duties to a large or moderate extent, some only to some extent.

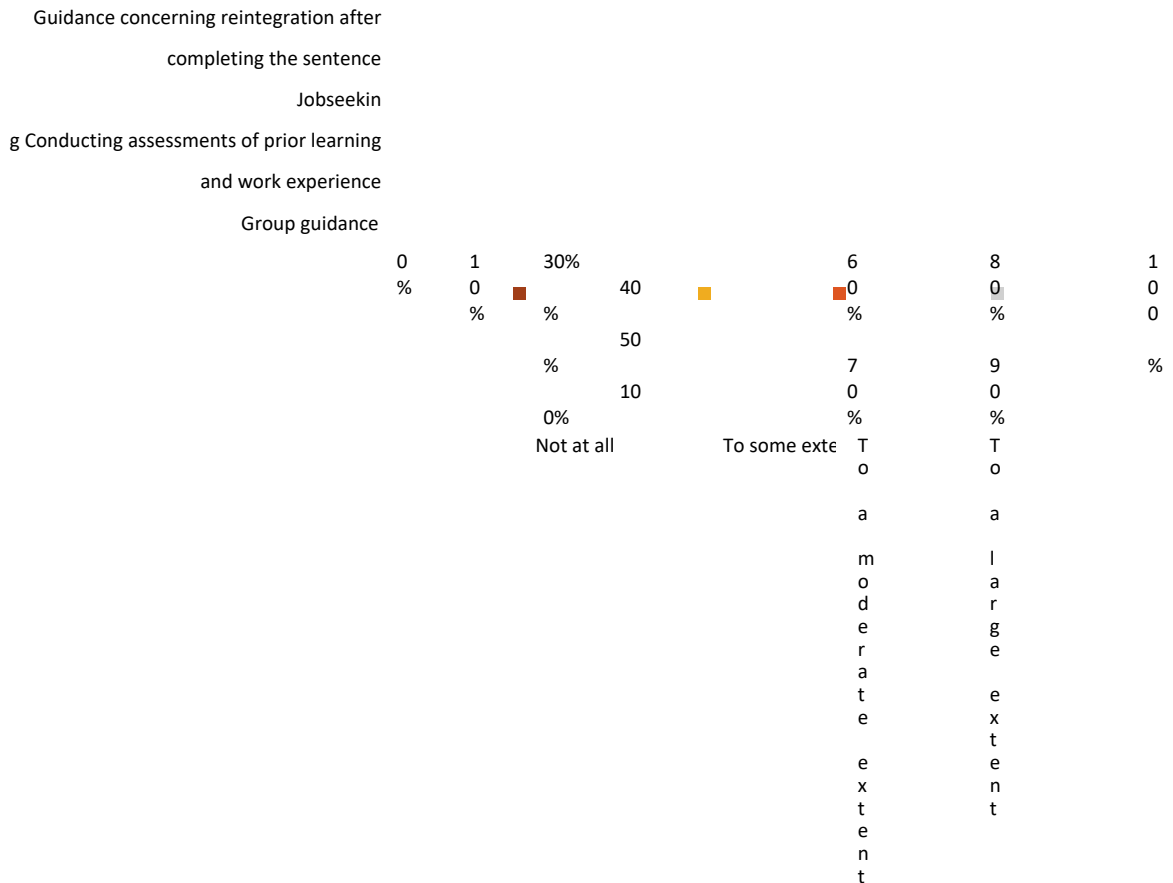
Roughly two out of three counsellors to a moderate or large extent provide information and guidance about the assessment of prior education and work experience, while only four out of the 34 counsellors state that they do not perform such duties at all.

As regards conducting assessments of prior learning and work experience, only one in three counsellors do this to a moderate or large extent. It is natural that the figures for conducting such assessments are lower, since such assessments are primarily the county authority's responsibility and are carried out outside the prison.

The situation seems to be that counsellors largely provide guidance on education, and only to a moderate extent on work and reintegration after inmates have completed their sentences. They help inmates to apply for further education or studies, but provide far less assistance with job applications. However, it is important to be aware that other groups, for example NAV counsellors, reintegration coordinators, the health, substance abuse treatment and psychologist services and teachers, also have guidance duties, so that these tasks may be attended to by other agencies.

FIGURE 9 The counsellors' work duties. N=34. Numbers and percentages.





The figure shows that the counsellors' concrete work duties differ greatly, and that there are duties that are an important part of some counsellors' jobs that other counsellors do not do at all. This variation can partly be explained by differences in the size and security levels of prisons, in addition to different groups of inmates. Other parts of the variation may be due to differences in the career guidance services offered to inmates.

3.3.2 MAPPING, METHODS AND TOOLS

The counsellors were asked about the extent to which they use different mapping tools. The results are shown in Figure 10.

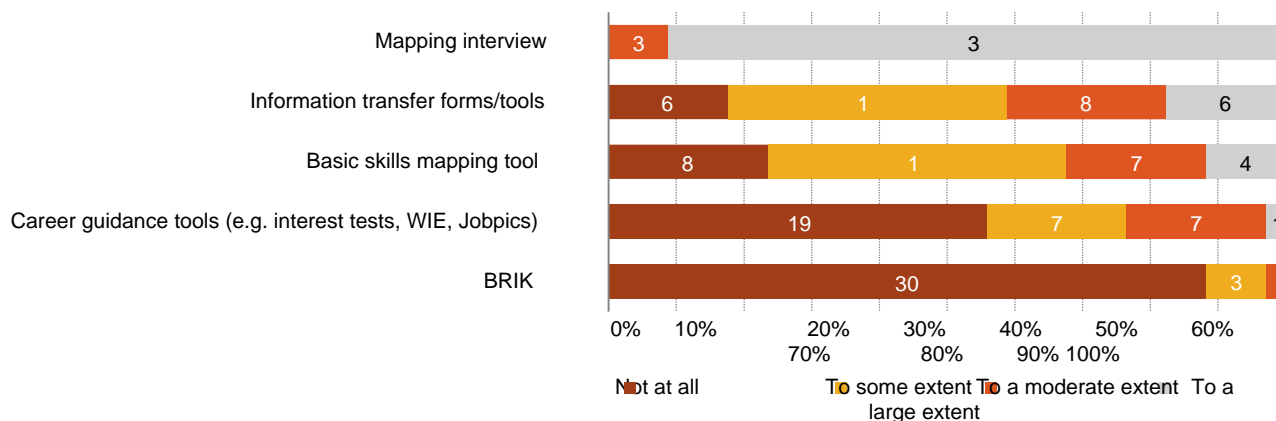
All the counsellors state that they use interviews as a mapping tool. Nine out of ten counsellors make use of this method to a large extent. Forms or other information transfer tools are the other most widely used mapping method. However, the use of such methods varies greatly.

The figure shows that eleven counsellors use tools to map basic skills to a large or moderate extent, while eight never use such tools. There is reason to believe that the prison education teachers also map basic skills.

The survey also asked about the extent to which the counsellors use different career guidance tools in their work. A career guidance tool is used to map a person's interests, abilities, values, attitudes and/or education and career wishes, among other things. Examples of different career guidance tools include interest tests (utdanning.no), Profråd (NTNU), WIE and Jobpics (Svensrud). The findings show that only one of the counsellors uses such tools to a large extent, and that seven use them to a moderate extent. More than half of the counsellors never use such tools.

The mapping tool BRIK is only used by a small minority of counsellors. One counsellor uses it to a moderate extent, while three use it to some extent. BRIK is a tool that is primarily intended for use by the Norwegian Correctional Service staff in their work on mapping the inmates' needs and resources. Prison education counsellors do not normally have direct access to this tool, which is probably why so few of them use it.

FIGURE 10 The use of tools and methods in mapping. N=34. Numbers and percentages.

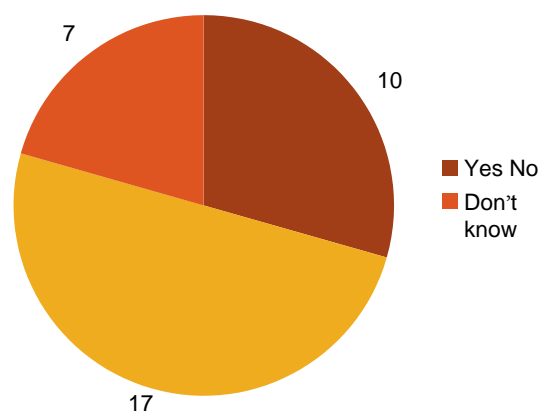


3.3.3 CAREER LEARNING

In the survey, we asked whether the counsellors use perspectives or activities from career learning. By career learning is meant that inmates develop knowledge about different ways of making choices, learn about the existing education and career options, develop the ability to cope with transitions and gain greater self-knowledge. The goal of career learning is for the individual to develop career competence (Thomsen, 2014).¹¹

Figure 11 shows that ten counsellors report that they use elements of career learning in the guidance they provide to inmates. Seven answered ‘don't know’, which could indicate that many are uncertain about what the concept of career learning entails and how to use career learning in a guidance situation.

FIGURE 11 Counsellors who use perspectives or activities from career learning. N=34. Numbers



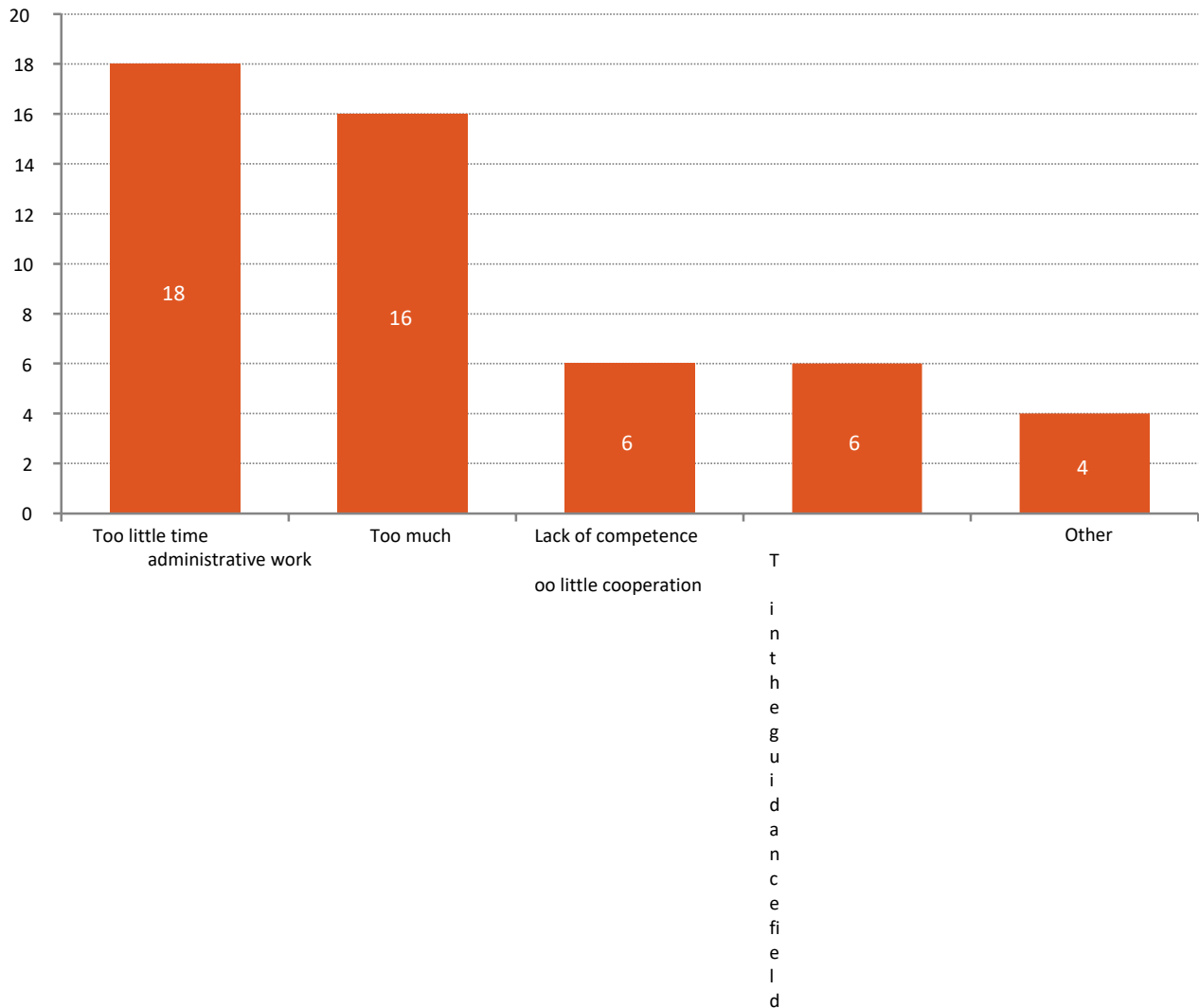
¹¹ 'In the Nordic countries, career competence is often referred to by its English name Career Management Skills, the CMS perspective or simply CMS skills.' (Thomsen, 2014) Here, career competence is defined as 'the competence to understand and develop oneself, explore life, learning and work, and to cope with life, learning and work during changes and transitions' (p. 4).

3.4 Challenges in the counsellors' work

The counsellors were asked to name the two greatest challenges they encounter in their role as counsellors in the prison education system. Figure 12 clearly shows that the alternatives 'Not enough time' and 'Too much administrative work' stand out. More than half of the respondents stated that one of the greatest challenges was lack of time, and just under half of them said that too much administrative work was a challenge. Six of the counsellors highlight lack of competence, and the same number point to too little cooperation in the guidance field as the main challenges.

Free text responses mention challenges related to short sentences, difficulties in interdisciplinary cooperation and few possibilities for practical training.

FIGURE 12 The challenges facing counsellors. No more than two answers. N=34. Numbers



3.5 Cooperation in the guidance field

As mentioned above, the Norwegian Correctional Service is responsible for facilitating cooperation with external parties on health, work and education services. The same applies to career guidance, as the Norwegian Correctional Service does not provide career guidance services itself.

The chief responsibility rests with the prison education counsellors, although the NAV counsellors also play an important part. In some counties, the career counsellors work at public career centres. Voluntary organisations, vocational rehabilitation enterprises and other service providers may also be involved in providing career guidance. In addition, several groups of correctional service staff perform duties related to guidance, for example reintegration coordinators, prison officers and social counsellors.

Prison education and the pertaining school counselling are imported services based in the ordinary upper secondary education system. NAV and health services are also based in the ordinary services outside the prison.

3.5.1 COOPERATING PARTNERS

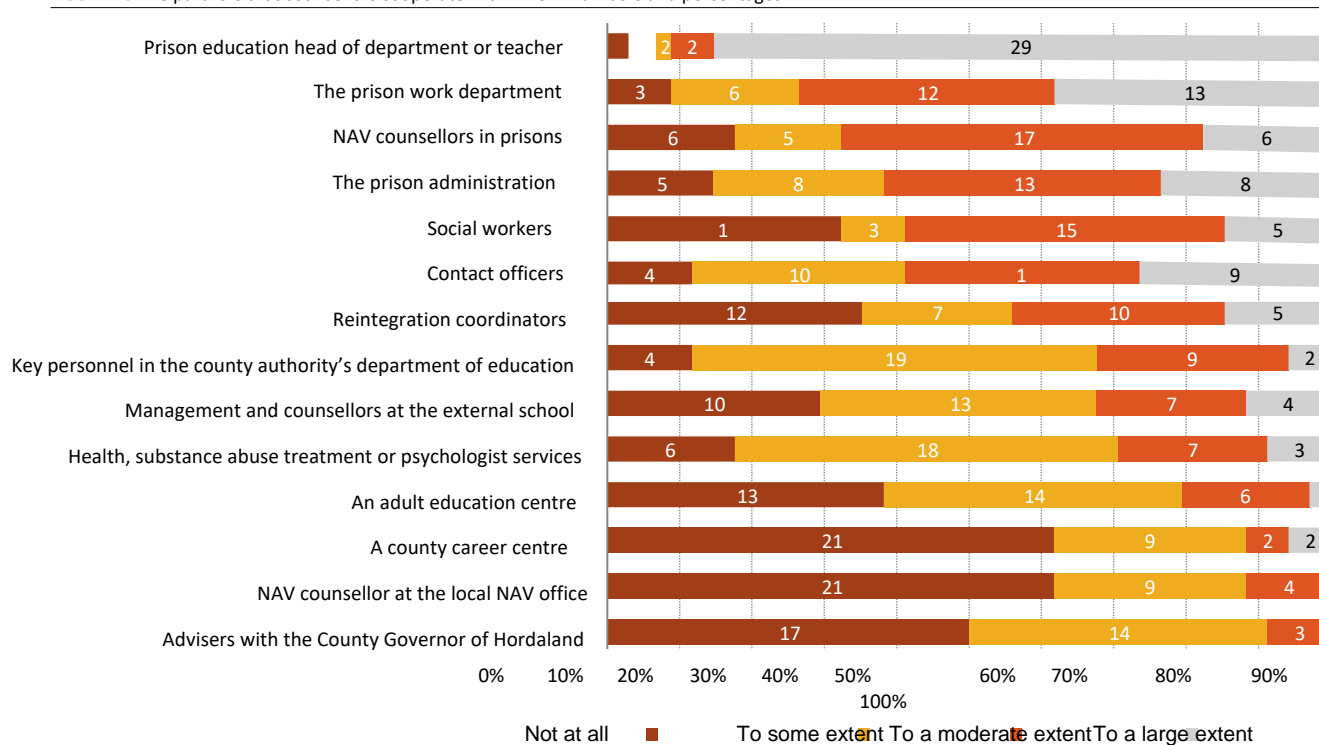
The counsellors were asked to what extent they cooperate with other parties in the guidance field. Figure 13 shows that the prison education counsellors cooperate with a variety of different partners, both internally in the prison and external parties. The extent of such cooperation and who they cooperate with depends on several factors, including the size of the prison, whether the prison has a dedicated NAV counsellor and whether the prison has a reintegration coordinator or social counsellor. Figure 13 shows considerable differences in practice between prisons.

Counsellors cooperate most closely with the head of department and teachers in the prison education system, and 29 of them report cooperation with these partners. Cooperation with the prison work departments also seems to be widespread, with 25 counsellors reporting cooperation to a large or moderate extent.

NAV counsellors based in prisons, with whom 23 counsellors cooperate to a large or moderate extent, come next on the list. When the NAV counsellors work at a local NAV office, on the other hand, only four counsellors cooperate to a moderate extent.

More than half of the counsellors also cooperate to a large or moderate extent with the prison administration, social workers and contact officers.¹²

FIGURE 13 The partners that counsellors cooperate with. N=34. Numbers and percentages.

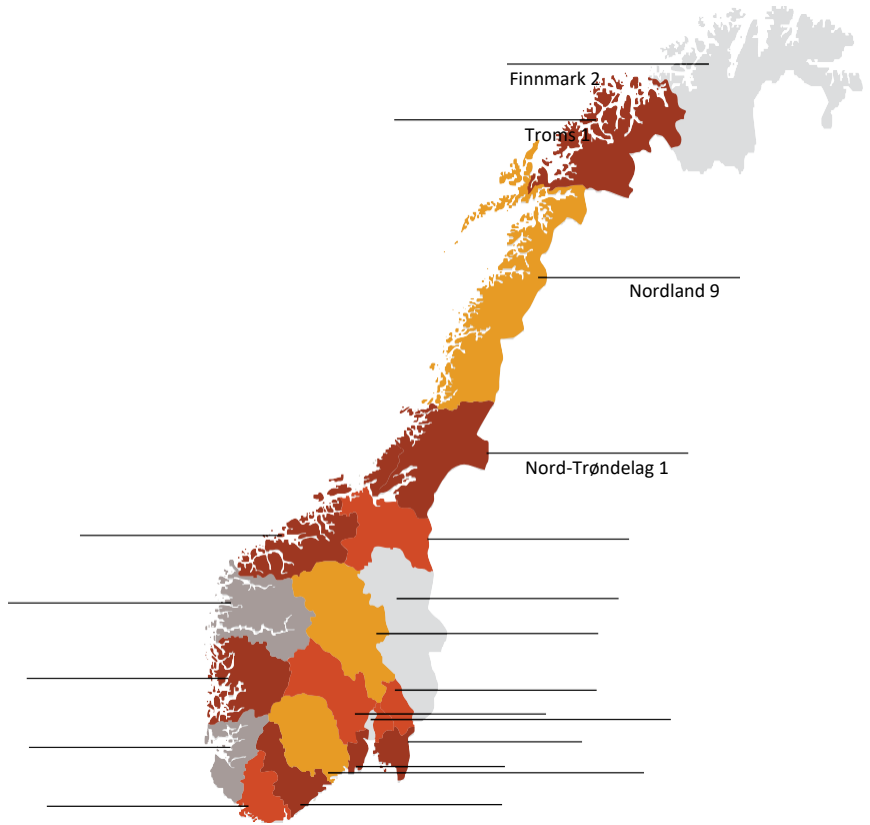


¹² A contact officer is a prison officer with particular responsibility for following up the individual inmate during his or her sentence

3.5.2 PUBLIC CAREER CENTRES

3.5.3 The public career centres offer free career guidance to adults over 19 years of age, either individually, as group guidance or in the form of various courses (Skills Norway, 2017). The centres are established by county career guidance partnerships comprising the county authority, NAV's county organisation and, in some counties, also individual municipalities, the social partners, and universities and university colleges. There are career centres in 17 of the Norwegian counties. At present, Oslo and Hedmark¹³ do not have career centres. Some counties have more than one centre, others only one. The size of the centres and how they are organised also vary. Regardless of these differences, the centres all:

FIGURE 14 Map of public career centres in Norwegian counties. Numbers as of June 2017.



¹³ Hedmark has decided to establish a career centre, which will open on 1 January 2018

- offer free career guidance to all adults over 19 years of age
- contribute to cross-sector cooperation and coordination between public providers of career guidance services
- help to raise the quality and level of professionalism in the career guidance services through competence-raising measures and by developing the quality of the career guidance provided in primary and lower secondary education and by NAV, among other things

Figure 15 shows that 13 of the 34 counsellors cooperate with a public career centre. However, most only cooperate with such a centre to some extent. Where such cooperation has been established, the counsellors state that the career guidance takes place either in the prison, at the career centre or as a follow-up class. Two counsellors report that the career centre offers inmates courses as well as career guidance. In chapter 4, we will discuss in more detail the cooperation with the career centres in three counties.

Of the 21 counsellors who do not cooperate with a career centre, eight would like to do so, while 13 responded that they do not know whether they want to cooperate with a career centre (Figure 14). This could indicate that many prison education counsellors do not know much about the services career centres have to offer.

FIGURE 15 The extent to which counsellors cooperate with a public career centre. N=34. Numbers

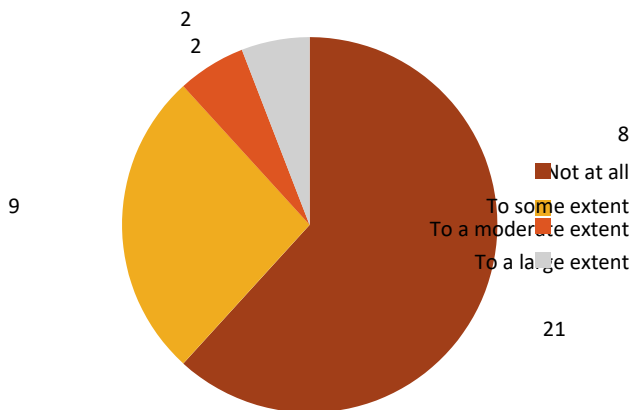
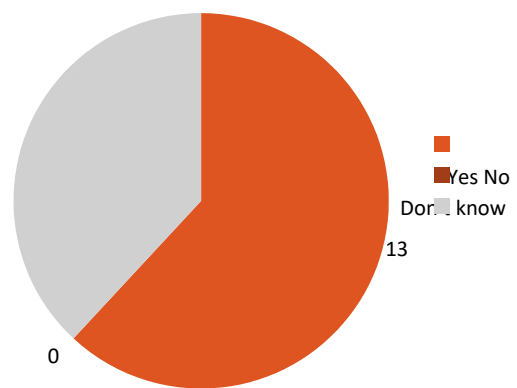


FIGURE 16 Wishes for cooperation with a public career centre among counsellors who do not cooperate with one. N=21. Numbers

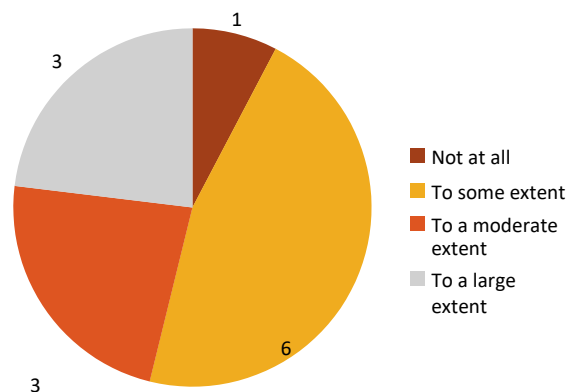


The public career centres offer competence-raising measures for counsellors working in the school system and for NAV.

When asked whether the public career centre provides competence support for counsellors, three answered that they receive such support, four that they do not, while six do not know whether such support is available.

Cooperation between the prison and the career centre is found to be useful in counties where such cooperation has been established (Figure 17). Just under half the respondents find the cooperation useful to a moderate or large extent. Only one in 13 answered that it is not at all useful.

FIGURE 17 To what extent do you find cooperating with a public career centre useful? N=13. Numbers



3.6 Competence needs

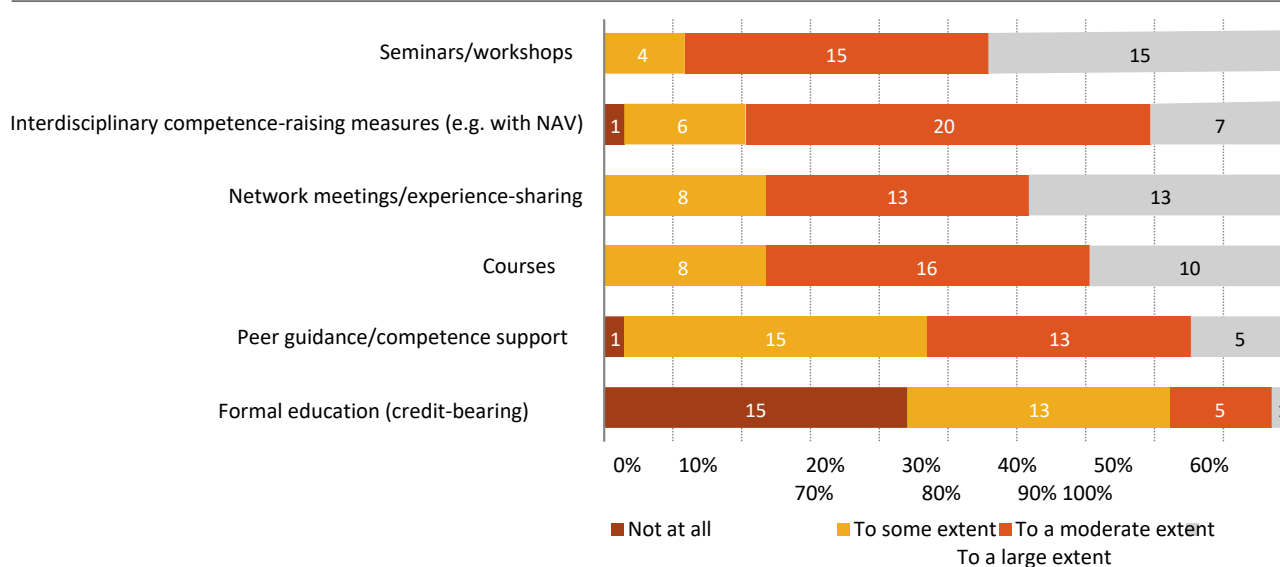
In order to learn more about the counsellors' competence needs, we asked questions about what topics and forms of training they need.

3.6.1 DESIRED COMPETENCE-RAISING MEASURES

Few counsellors want formal education. Figure 18 shows that only one respondent expresses a great need for competence-raising in the form of formal education, while five report a moderate need for such education. Two-thirds of the counsellors who responded to the survey have some form of career guidance education, and most of them have extensive experience of working in the field.

However, there is significant interest in informal education. Nine out of ten report a moderate or large need for seminars and workshops, and eight out of ten wants competence-raising measures to be interdisciplinary, for example in cooperation with NAV. Three out of four express a large or moderate need for network meetings, experience-sharing or courses. More than half would like peer guidance and competence support.

FIGURE 18 Desired competence-raising measures. N=34. Numbers and percentages.



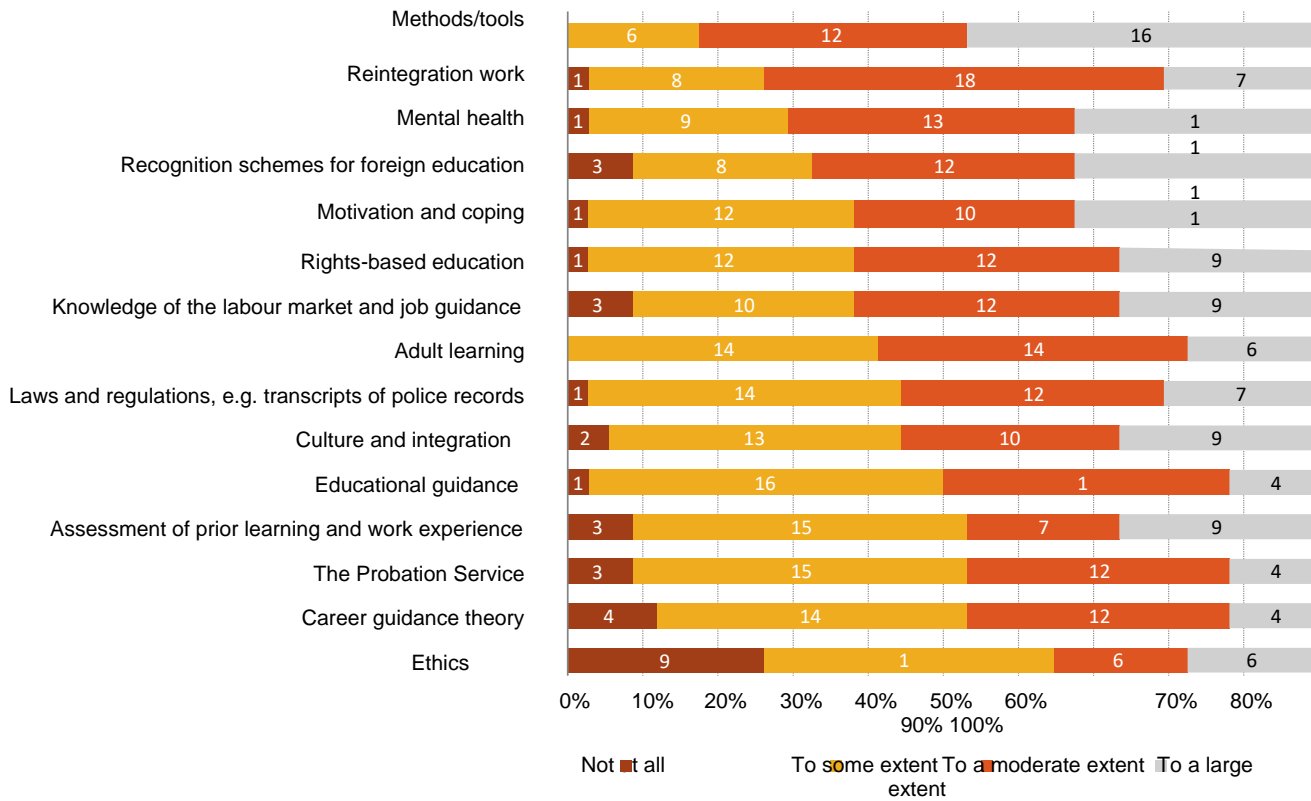
3.6.2 DESIRED COMPETENCE-RAISING CONTENT

The counsellors' wishes cover a broad range of topics. This is not unnatural, considering the wide-ranging duties that counsellors perform. Figure 19 shows how interested the counsellors are in different competence-raising measures chosen from a list of pre-defined topics.

All the counsellors wanted to learn about methods and tools, and more than eight out of ten wanted this to a moderate or large extent. Many also want to learn about reintegration work, mental health and recognition of foreign education. About seven out of ten want this to a moderate or large extent. Furthermore, about six out of ten would like training in motivation and coping, rights-based education, labour market knowledge and adult learning.

Ethics is the least popular topic on the list.

FIGURE 19 Desired competence-raising content. N=34. Numbers and percentages.



To sum up, we see that nearly all the counsellors express a need for competence-raising measures. Most of them would prefer informal events such as seminars, workshops, network meetings or short courses. A minority would prefer formal education.

The counsellors want professional input on a broad range of topics, and most of them want to learn more about the following topics: methods and tools, reintegration work, mental health and recognition schemes for foreign education.

The counsellors have also provided input on the form and content of a seminar for counsellors working for the Norwegian Correctional Service. This will be discussed in more detail in Chapter 4.

4

Comments and discussion

In this chapter, we comment on and discuss some of the most important findings from the survey and look at how these findings help to shed light on important topics in the field of career guidance in the Norwegian Correctional Service. The findings are quite unambiguous on some matters, while further research is needed on others if they are to function as a knowledge base for recommendations for further work.

We feel that the survey helps to highlight some main challenges in the counsellor's role relating to available time and the wide range of tasks. The findings that show the extent to which different groups of inmates receive adequate counselling services are more complex, and do not provide a complete picture. It is nonetheless clear that inmates in the school departments generally receive better career guidance services than inmates who are not in prison education.

We believe that offering group guidance and various career guidance activities to groups of inmates has a potential. We take a closer look at what such activities and services could comprise, and give examples of teaching and guidance resources in an appendix.

As regards cooperation on career guidance in the Norwegian Correctional Service, the findings show that practices differ greatly between prisons. We take a closer look at the possibilities offered by better and more expedient forms of cooperation in this field. How can the public career centres contribute?

The findings show that prison education counsellors primarily want informal competence-raising measures. Their wishes cover a broad range of topics. In free text answers, the counsellors elaborated on the form and content of a future career guidance seminar.

Several of them also make concrete proposals for improvements to the Norwegian Correctional Service's career guidance services. We have noted the comments and kept them in mind in the discussions in this chapter.

4.1 Challenges in the role of counsellor

The survey shows that the counsellors have a wide range of duties. They vary from prison to prison and depend on several factors, including the possibility of cooperating with others.

When asked what their two most important challenges were, a clear majority of counsellors responded ‘not enough time’ and ‘too much administrative work’. This could indicate that tasks that are not directly related to career guidance are eating into counselling resources, leaving too little time to provide guidance to inmates. In the words of one of the counsellors:

‘Give the counsellors more time to talk to and follow up inmates and pupils. At present, too much of the counsellor’s time is spent on administrative work.’

The survey shows that only two of the counsellors have a full-time position, while most work less than 50% of a full-time position. Whether they find this too little depends, among other things, on the size of the prison, cooperation in the guidance field, the type of inmates and how many inmates the counsellors work with in the school department. As mentioned above, the principal of the local upper secondary school has the authority to make decisions regarding the amount of counselling resources allocated to a prison. According to the County Governor of Hordaland, the level of counselling resources in the prison education system is higher than the norm for ordinary upper secondary schools.

In the survey, we did not ask whether the counsellors have a job description. The discipline coordinator for prison education counsellors states that many counsellors have no job description, and that when such descriptions exist, they tend to be in the form of a list of administrative and practical duties with little focus on the content of the counselling.

The free text responses show that many counsellors would like a clearer job description or a common minimum standard for counselling work. The quotes below come from some of the counsellors:

‘More time, a clearer remit for the counsellor in open and closed prisons’

‘Prioritisation is necessary to put this (counsellor) function higher on the agenda and to reassign any other duties a counsellor might have to other employees.’

‘Feel free to write a description that could serve as guidelines to how many per cent of a full-time position the counsellor function should have, for example per prison or per 10 or 100 inmates.’

Based on the survey, we believe that it is necessary to take a closer look at how counsellor resources can be better utilised to free up more time for guidance to inmates, for example by offering varied career guidance activities, such as group guidance.

4.2 Access to career guidance

The career guidance report (Official Norwegian Report NOU 2016:7 2016) strongly indicates that the career and job guidance provided by prisons’ school departments does not reach all inmates. We do not know enough about the extent to which groups of inmates who do not take education in prison have access to career guidance from the Norwegian Correctional Service or from other agencies that offer such services in prisons, such as NAV. Our findings seem to confirm this picture.

The survey shows that all counsellors provide counselling for inmates in the school departments. The survey does not form a basis for drawing firm conclusions as to whether each inmate receives sufficient counselling, however.

All the counsellors also state that they work with inmates upon admission/before starting prison education, but to a varying extent. We did not ask specifically about the counsellors’ role and contribution in connection with admission interviews. It is likely that practices vary between prisons. It is our impression that many prisons provide good information about the services available in the prison and have good procedures in place for mapping inmates’ skills and educational wishes.

Some counsellors find that inmates in the prison work departments are not offered adequate career guidance services at present. It is emphasised in the strategy for developing the Norwegian Correctional Service’s prison work system 2015–2018 (Norwegian Correctional Service, 2015) that, as far as possible, inmates participating in the prison work departments’ activities should be offered activities that can give them skills and qualifications that will enable them to participate in the ordinary labour market after serving their sentence. For this to succeed, inmates in the prison work departments must be given adequate guidance services, among other things on the right to education and to an

assessment of prior learning and work experience.

Counsellors point to three groups of inmates in particular who are not receiving adequate career guidance services: inmates serving short sentences, foreign inmates and inmates serving in special units. There could be different reasons why these groups fare badly. The survey did not ask detailed questions about this.

One of the measures in the prison work strategy is to endeavour to provide more activities for inmates who are excluded from the company of other inmates or placed in units without general access to work or school. Inmates in this group could perhaps also be offered career guidance as part of their activity and sentence plan to a greater extent than today.

One of the reasons why inmates serving short sentences are not offered career guidance in prison is that they only spend a short period in prison. We nevertheless believe that it is important to strengthen guidance services for inmates serving short sentences in order to ease their return to work and education after serving their sentence. This could also help more inmates to start an education while serving their sentence.

As regards foreign inmates, potential obstacles include both a lack of Norwegian language skills and that they do not have a right to education. We know that several prisons provide training in, e.g., cleaning to inmates who will be returned to their home country after completing their sentence in Norway. If these inmates are offered career guidance and training in Norway while they are serving their sentence, that could improve their chances of finding work in their home country afterwards.

Reports from the County Governor of Hordaland also confirmed that access to career guidance differs between inmates in and outside prison school departments.

The authors of the report *Norske innsette: Utdanning, arbeid, ønske og planar* ('Inmates in Norwegian prisons: Educational background, educational wishes and right to education') (Eikeland, Manger and Asbjørnsen, 2016) asked Norwegian inmates whether they receive the counselling they need. Only two out of ten inmates who did not participate in prison education (i.e. were not part of the school department) stated that they receive adequate counselling. By comparison, the proportion who state that they are satisfied with the counselling services is twice as high for inmates in the school department.

4.3 Cross-sector cooperation

As mentioned, administrative responsibility for the guidance field is divided between the school system, the health service, NAV and the Norwegian Correctional Service. Voluntary organisations and to a certain extent public career centres also contribute. This means that there is a great need for cross-sector cooperation in the Norwegian Correctional Service and for a better, shared understanding of groups of inmates with complex needs.

The four-party conference 'Sammen om god tilbakeføring' ('Working together for successful reintegration'), which was held on 8 and 9 November 2016 in cooperation between the Directorate of the Norwegian Correctional Service, the County Governor of Hordaland, the Norwegian Directorate of Health and NAV, is one example of a cooperation arena. Skills Norway attended the conference and gave a presentation on career guidance as an area for cooperation. The conference yielded useful input and examples of how procedures for cooperation on reintegration work can be improved and systematised.

The white paper *Fra utenforskap til ny sjanse* ('From outsider to a new chance') (Report No 16 to the Storting, 2015–2016) points out that cross-sector cooperation on education and work for marginalised groups is a major challenge for different levels of the public administration. This is confirmed by the national skills policy strategy *Nasjonal kompetansopolitisk strategi 2017–2021* (Ministry of Education and Research, 2017). This strategy focuses on learning in the workplace and cross-sector cooperation between the labour market and training and education authorities. The possibilities for increased participation in the labour market and society for adults with poor basic skills or Norwegian language skills and a low level of formal qualifications could be improved if different parties cooperated on career guidance and training for this group. It is necessary for different parties and agencies to cooperate on providing career guidance and education for inmates if they are to succeed in helping inmates to find work, get an education, find a place to stay and a social network after they have finished serving their sentence.

How are these challenges reflected in our survey? Our findings indicate that there is already extensive cooperation in the

Norwegian Correctional Service in the career guidance field, but that practice varies. Nearly all the counsellors believe that cooperation on career guidance is important to a large extent. Most of them have established cooperation with other internal guidance providers, but the extent to which they cooperate varies. Many more counsellors have not established cooperation with or only cooperate to a small extent with parties outside the prisons.

The strategy for developing prisons work departments emphasises the need for more cooperation between the prison work departments, the school system and NAV in order to offer education and training to more inmates. According to the strategy, the prison work system has been a driving force with respect to developing and strengthening cooperation with the school system and Skills Norway on competence-raising measures. The cooperation with NAV on work-oriented follow-up is another area that will be strengthened. In our opinion, the implementation of this strategy can help to strengthen cooperation in the field of career guidance for inmates in the prison work departments. The public career centres can also contribute.

The survey shows that the counsellors and NAV cooperate better if a NAV counsellor is present in the prison. There is far less cooperation with NAV counsellors based at local NAV offices.

We also see that prison/contact officers and reintegration coordinators are important partners for many counsellors. The County Governor of Hordaland's report *Vi er ganske gode i hverdagen* ('We do a pretty good job in our day-to-day work') (Westrheim, Eide and Jones, 2017) describes a qualitative study of how prison officers perceive their role in relation to the education and training system or workplaces. The report uses the term 'education actor' to describe the role of the prison officers. The report recommends that prison officers should be given sufficient training in the areas of responsibility of the school and other parties to be able to provide good guidance to inmates. This requires cooperation in the guidance field.

The survey did not contain detailed questions about the content of, or particular challenges encountered in, the counsellors' cooperation with different parties, but it would certainly be useful to know more about this.

Career centres as partners

The public career centres help people to see opportunities and make good choices about education, training and work. The parties involved in the national skills policy strategy highlight the career centres as crucial to the efforts to make career guidance services more accessible (Ministry of Education and Research, 2017).

The findings show that just under two-thirds of the prison education counsellors do not cooperate with a career centre. The reason for this could be that career centres differ in terms of capacity and organisation, or that the counsellors are not familiar with the services offered in their county.

Just over a third of the counsellors cooperate with a career centre, and a majority of them find the centre to be a useful partner.

We know that several counties have good procedures in place for cooperation between career centres and prisons. The nature of the cooperation varies between counties.

Some career centres provide individual guidance and offer courses for inmates, while some organise career days/fairs and hold information meetings.

Examples are provided in the fact box.

EXAMPLES OF COOPERATION BETWEEN CAREER CENTRES AND PRISONS

Nordland county: At Mosjøen and Fauske prisons, inmates' education is the responsibility of the school of which the prison school is a branch, while the career centre affiliated to the prison provides counselling and career guidance to the inmates. A career counsellor from each of the career centres in question works in 20% of a full-time position to provide career guidance services, and has weekly appointments in the prison to follow up, coordinate and provide guidance.

All new inmates in need of counselling are referred to the career centre. After receiving career guidance, the inmates who want education are handed over to the school department. An individual education plan is drawn up on the basis of the career guidance.

The career centres offer career guidance to inmates in the form of e.g.:

- mapping of abilities, interests and values
- reflection, raising inmates' awareness of their own situation and providing information about available options
- information about occupations/education
- help with mapping of skills/assessment of prior learning and work experience
- assessment of the right to primary and secondary education
- assessment of qualifications and information for inmates from a minority language background
- help with applications and filling in forms

Akershus county: In autumn 2016, Romerike career guidance centre started a collaboration with Ullersmo Prison to get to know the prison and identify areas where the centre and prison could cooperate. The centre plans to organise courses for inmates on topics such as how to write a CV and apply for jobs. Plans are also under way to establish contact between inmates and the career centre prior to release. The threshold for contacting a career centre after being released will be lower if the former inmate has an appointment with a career counsellor or a name and face he or she can relate to. This career centre is also responsible for career guidance services in Norgerhaven Prison, which is a unit under Ullersmo Prison.

Østfold county: Østfold career centre offers individual guidance to inmates on temporary release and inmates who book an appointment at the career centre.

In 2016, the centre held an information meeting in Halden Prison and two jobseeker courses for inmates in Trøgstad Prison. In addition, career guidance workshops were held for staff at Ravneberget Prison to improve their career guidance skills.

Skills Norway recommends that counsellors and the prison management contact their local career centres to look into the possibility of cooperating.

An overview of the career centres' websites and contact information is available on Skills Norway's website (Skills Norway, 2017).

4.4 The potential and importance of career guidance

Career guidance can help to motivate the inmates to develop skills that will help them to manage their careers, and give them hope for the future. Through conversations, assignments and activities the inmates are given an opportunity to experience mastery and become more confident and more capable of making good choices.

A career guidance interview typically consists of the inmate and the counsellor coming together to discuss a limited, but nevertheless important, aspect of life, namely training, education and work. The inmates' attitude to and experience of education and work depend on their highly individual experience as it relates to identity, meaning and sense of belonging.

For many inmates, contact with criminal milieus, mental health issues and substance abuse have affected what schooling and labour market attachment they have had before serving their sentences, and the future attachment they wish to achieve after being released. A career guidance interview can touch on issues that concern the inmate's life as a whole.

The content of a career guidance interview can vary, but one of its main goals will be to trigger questions, thoughts and reflection in the inmate on training, education and work. It will also be a natural part of the interview to help the inmate to discover different sides of him/herself and at the same time see what possibilities are realistically open to him/her.

Various other career guidance activities are carried out in addition to interviews, for example teaching activities, various career-related courses, training in writing CVs and job applications and finding and using information, the use of self-help resources etc. The survey does not go into detail on which activities are offered, but we believe that facilitating such activities has the potential to increase the benefit for the individual inmates and to make career guidance work more effective.

Providing career guidance for more than one person at a time can free up counsellors' time for other tasks, but it requires advance planning and organisation. The dividing lines between courses, teaching activities and group guidance may be unclear. While courses and teaching activities may contain some elements of reflection and personal development, these aspects will usually be at the core of group guidance. One of the distinguishing features of group guidance is that it takes place in 'a trusting fellowship that triggers the participants' thoughts and experience for the purpose of identifying sides of the participants that create growth and development' (Dovland, 2014). In addition, group guidance often takes place in smaller groups than teaching activities.

There are several good reasons for using group guidance. Carrying out different tasks, activities and exercises in small groups gives inmates' an opportunity to learn from each other by listening to each other's ideas, input and feedback. This method can also help inmates to gain a new understanding of their own challenges and see new possibilities.

Working together in groups also develops the participants' social skills and ability to cooperate.

Prison education counsellors do not use group guidance very much. Just over half of the counsellors state that they use group guidance to some extent. Just under 40% never use this method. There are many possible explanations for these figures. Perhaps the counsellors are not familiar with this form of guidance or do not find it suitable for the inmates they work with. Security considerations in a prison can also make group guidance more difficult.

The teacher, prison work department officer and contact officer are all important resources in the inmates' learning process. Through their relationships with individual inmates, they can help them to reflect on and gain insight into their own skills and wishes, and the requirements and expectations of the labour market, thereby contributing to career learning. The focus shifts from the choice itself (which school place/job will I get?) to the learning outcomes (how can better self-knowledge and understanding of myself and the opportunities that are open to me help me to get an education/job that I can master and will enjoy?).

The survey did not include mapping how inmates benefited from the career guidance. In an appendix to this report, we have included examples of resources that counsellors, teachers and others can adapt and use when providing guidance for inmates. When used in a prison context, the way in which different career guidance activities can be carried out must be adapted to the prison setting.

4.5 Competence-raising measures

More than three-quarters of the counsellors who responded to the survey stated that they would like to see more informal competence-raising measures in the form of seminars, workshops, network meetings and courses. This is one of the survey's clearest findings. A minority state that they need formal competence-raising measures.

We know that several prison counsellors are offered the opportunity to take part in the same competence-raising measures as counsellors working in schools. However, some prison education counsellors find these seminars irrelevant to their needs because the topics usually focus on the needs of pupils in ordinary primary and secondary schools, not adults or groups with very different and complex problems.

We therefore included a question in the survey about the prison education counsellors' wishes as regards the form and content of a separate seminar just for them. The free-text responses suggest that the counsellors envisage a varied seminar based on topics of relevance to their day-to-day work.

They want a combination of plenary sessions with speakers, experience-sharing, workshops and work in small groups. The counsellors also consider it important to allow time for socialising, networking, practical work and for testing tools and methods. The importance of interdisciplinary and cross-sector work is also emphasised.

The list of proposed topics is long, and it overlaps with several of the topics that counsellors want competence-raising measures in, for example:

'Rights (including foreign inmates' rights), cooperation between school and work departments that can lead to a craft certificate, mapping tools'

'Career guidance tips and methods'

'Information about external partners during the serving of sentences and in the reintegration process'

To sum up, we see that counsellors express a need for competence-raising measures, and that most prefer informal measures. The counsellors want professional input on a broad range of topics adapted to their target groups, and most of them want to learn more about the following topics: methods and tools, reintegration work, mental health and recognition schemes for foreign education.

5

Recommendations

On the basis of the findings from our survey, we have commented on and discussed some issues and topics on which we wish to make recommendations. This applies in particular to career-related topics and the role of the career centres.

We also see that several findings could be relevant for further follow-up and research.

1. Give more groups of inmates better access to career guidance

According to the career guidance committee (Official Norwegian Report NOU 2016:7, 2016), it appears that not all inmates in Norwegian prisons receive adequate educational and career guidance services. Our survey confirms this impression.

In the counsellors' opinion, inmates in the school department are best served, while inmates serving short sentences, foreign inmates and inmates serving in special units do not receive adequate career guidance services. Several counsellors are also of the opinion that inmates in the prison work department do not receive adequate guidance. The findings also show significant differences between prisons in the services provided.

Skills Norway recommends that the career guidance services offered to inmates be strengthened by making career guidance more available also to groups of inmates outside the prisons' school departments. We propose that special attention be paid to the groups of inmates whom the prison education counsellors believe are currently not receiving adequate services.

Official Norwegian Report NOU 2016:7 refers to examples of cooperation between prisons and career centres on career guidance. Our survey also mentions examples of such cooperation. Based on the above, we recommend that both the Norwegian Correctional Service and the career centres look into how the career centres can help to improve inmates' access to career guidance services. The services can be in the form of individual career guidance interviews or different types of courses and group counselling.

2. More time for career guidance for inmates

According to the prison education counsellors, the two most important challenges they are facing are too little time and too much administrative work. Many counsellors are employed in less than 50% of a full-time position as a prison education counsellor, and only a small minority have a job description. Our findings also show that many counsellors only offer inmates individual career guidance.

Skills Norway recommends that more time be freed up for career guidance for inmates, for example by making more use of varied career guidance activities in the teaching and guidance context. We refer to the career guidance resource sheet attached to this report and encourage establishing contact with a career centre.

We also believe that it would be possible to make more use of group guidance activities in prison education.

Good career guidance can help inmates to develop their knowledge about education and the labour market and make them better equipped to plan and deal with various choices and transitions in life. It can improve their chances of finding find work or starting an education.

Skills Norway also believes that it would be expedient to take a closer look at how the role of counsellor can be structured and define clearer guidelines for their work, preferably in cooperation between the school system and the Norwegian Correctional Service. Reference is also made to the recommendations made in the career guidance report (Official Norwegian Report NOU 2016:7, 2016, p. 214) to increase counsellor resources in primary and secondary education and training.

3. Explore the possibilities for interdisciplinary and cross-sector cooperation

The findings show that prison education counsellors cooperate with a number of parties in the health and education sectors as well as in the Norwegian Correctional Service. As we have seen, both the white paper *Fra utenforskap til ny sjanse* ('From outsider to a new chance') and the national skills policy strategy emphasise the importance of increasing cross-sector cooperation on education and work for groups of adults who fall outside the labour market.

Official Norwegian Report NOU 2016:7 highlights the need to coordinate the career guidance activities in the Norwegian Correctional Service, but it also points out that we do not know enough to make concrete recommendations as regards measures and organisation.

Skills Norway recommends making use of already established arenas and communication channels for cooperation and experience-sharing in the Norwegian Correctional Service. Better cooperation and coordination between different parties in the guidance field can help to free up more time to provide guidance for inmates.

Some counties have already established cooperation between their public career centres and prisons. In addition to career guidance and courses for inmates, the career centres can also offer competence-raising measures for prison education counsellors.

Skills Norway recommends that counsellors and the prison management contact a public career centre to explore the possibility of cooperating.

4. More competence-raising measures

The survey shows that prison education counsellors want competence-raising measures on a broad range of topics adapted to their target groups. Tools and methods for use in day-to-day work and reintegration work are the topics that most counsellors are interested in. We have also seen that the majority of counsellors would like to see informal competence-raising measures in the form of interdisciplinary courses or seminars, if relevant in cooperation with others.

We believe that such cross-sector competence-raising arenas contribute to greater shared understanding and clarify that some parts of the guidance field are important to several parties, even though they may have different roles and responsibilities.

Skills Norway recommends that the County Governor of Hordaland, the Directorate of the Norwegian Correctional Service, NAV and the Correctional Service of Norway Staff Academy look into the possibility of organising interdisciplinary courses and seminars on topics in the career guidance field for different groups of employees who carry out guidance duties under the auspices of the Norwegian Correctional Service. Skills Norway, the career centres and other guidance providers can contribute content to such events.

In our opinion, further and continuing education programmes should focus more on career guidance. Examples of such programmes include the Correctional Service of Norway Staff Academy and the course Correctional Service as an Educational Resource currently taught at the University of Bergen (University of Bergen, 2017).

5. Follow-up studies and research on career guidance

In Norwegian Official Report NOU 2016:7, the career guidance committee recommended strengthening the knowledge base on career guidance in the Norwegian Correctional Service. Based on this recommendation and our findings, we see that further studies and research are still needed on the field of career guidance.

Skills Norway recommends that studies and research be conducted on career guidance to learn more about career guidance in the prison education system, as well as guidance provided by other parties such as reintegration coordinators, prison officers, NAV counsellors and prison work department staff.

We are of the opinion that collaboration on relevant research in this field could be expedient, for example between the research environment at the University of Bergen and the Correctional Service of Norway Staff Academy. Skills Norway is willing to contribute as a content provider in the field of career guidance.

Appendices

APPENDIX 1: EXAMPLES OF LEARNING RESOURCES

Career guidance and career learning – resources for use in teaching

utdanning.no – a resource website for Selection of Education

This website contains exercises prepared by utdanning.no for use in the school subject Selection of Education. The exercises are primarily intended for lower secondary school pupils, but some exercises are suitable for or can be adapted for use by adults.

På vei mot karrierekompetanse

This is an inspirational leaflet containing questions aimed at supporting career learning (Skovhus, Poulsen, Buland and Svarva, 2016). The leaflet provides examples of questions that can be used by teachers in classroom conversations, by counsellors in career guidance interviews or by other parties who carry out guidance duties.

Several of the public career centres have produced good resources for use in career guidance and/or career teaching.

Sjef i eget liv

Karriere Buskerud (a partnership between Buskerud county authority and NAV Buskerud) has developed a course for adolescents and young adults that can also be used for immigrants (Papirbredden career centre). The course provides self-knowledge and knowledge about the effect one's own choices have on personal finances, and it teaches skills in how to choose an education and an occupation.

Ressurshefte for minoritetsspråklige

Akershus guidance centre has produced this resource leaflet for people from minority language backgrounds (Akershus county authority, 2016). The leaflet is intended for young people in primary and secondary education, but many of the exercises can be used by or adapted for use by adults. The leaflet consists of two parts: one section with exercises for pupils and one containing a guide for teachers.

Resource websites

Veilednerforum is a website for staff who provide educational and career guidance. The website contains articles, tips about methods and tools, lesson plans and resources. It also contains information about education in Norway and information, films and interviews about occupations, industries and the labour market.

Utdanning.no is a national web portal for information about education and occupations, and it provides an overview of education programmes available in Norway.

Articles and reports on career learning and career guidance

Utviklet faget «valgkompetanse» for innsatte

Ellen Øverlie is a counsellor and career guidance counsellor at Grønland adult education centre. She has developed a new subject called 'Valgkompetanse' ('Choice skills') that gives participants from the prison education at Oslo Prison an opportunity to develop their skills in making choices.

Karrierekompetanse – en introduksjon

Assistant Professor Erik Hagaseth Haug of Inland Norway University of Applied Sciences gives readers a basic introduction to the concepts of career competence and career learning (Haug, 2016).

Karrierekompetanse – et nordisk perspektiv

Associate professor Rie Thomsen of Aarhus University gives readers an introduction to the concept of career competence in a Nordic perspective (Thomsen, 2014).

Rapport om karrierelæring for personer utenfor arbeidslivet

Inspired by an Australian framework for career learning, seven rehabilitation enterprises have tested different approaches to career competence development. The report provides insight into how career learning can be used in relation to a specific target group (The Association of Vocational Rehabilitation Enterprises, 2016).

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