



THE NORWEGIAN
CORRECTIONAL SERVICE

2020 ANNUAL REPORT



Enriched

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PART 1

DIRECTOR GENERAL'S REPORT

2020 was a year in which the COVID-19 pandemic presented us with major dilemmas and significant challenges. Safeguarding life and health required rapid changes to how the Norwegian Correctional Service should accomplish its social mission. We had to think differently about how to achieve the objectives of convicted persons living a life free from crime after completing their sentences, that capacity is effectively adapted to the needs of the Norwegian Correctional Service and that security is maintained. On the whole, I am very pleased with the results delivered by the Norwegian Correctional Service in 2020. This is due to the fantastic manner in which employees at the Norwegian Correctional Service dealt with the pandemic.

In 2020, we made a quantum leap in the use of digital tools. When the pandemic required drastic restrictions on social interaction, the Norwegian Correctional Service introduced remote communication between inmates in prisons and their next-of-kin. 800 tablet computers were distributed across the country's prisons. This enabled inmates to remain in touch with the community which they will be returned to, and children were able to maintain contact with their caregivers. Digitization also provided us with new opportunities for both the control and follow-up of convicted persons in the community.

Digital solutions contribute to ensuring that, in future, even more people will be able to serve their sentences in the community in a manner that satisfies the need for security. This will allow them to fulfil their social and financial obligations while serving the sentence.

During the pandemic, the execution of sentences with electronic monitoring in one's

own home was also an important measure implemented by the Norwegian Correctional Service to manage the situation. By transferring convicted persons to execute their sentences with electronic monitoring, the prisons were able to reduce the occupancy rate due to infection control concerns, while convicted persons also had satisfactory conditions in their own homes. In 2020, the trend from previous years continued, with more sentences now being served in the community than in prison. This was primarily due to greater use of execution of sentences with electronic monitoring, however was also because new forms of executing sentences in the community, such as unpaid work in lieu of a fine, were further developed.

However, infection control measures have complicated some activities and this resulted in there being waiting lists for serving community sentences in 2020. We also had lower capacity utilisation in the prisons in 2020 than in previous years because infection control measures made it necessary to limit the occupancy rate. This resulted in convicted persons having to wait to serve their sentences in 2020. According to our forecasts, the waiting list will be reduced by the measures that are to be implemented in 2021.

While we are seeing increased growth in the execution of sentences in the community, we also require modern and suitable prisons. The new Agder Prison opened in 2020. This new prison provides satisfactory conditions for sentences to be executed in a beneficial manner. Modern prisons provide good conditions for activating inmates and reducing isolation. Agder Prison has pioneered digital solutions for both inmates and staff. In the long-term, these solutions will be adopted throughout the entire country

and will provide new opportunities in connection with the work of reintegrating convicted persons into the community.

In 2020, the Norwegian Correctional Service prioritised efforts to reduce isolation in prisons. However, a permanent and satisfactory solution to this problem requires investments in buildings and staffing beyond what the Service has at its disposal. Isolation was also a particular challenge in 2020 because the pandemic resulted in less activation and an increased level of exclusion in order to reduce the risk of infection.

In 2020, we continued our work on introducing body scanners to control inmates in high security prisons. This strengthens the Norwegian Correctional Service's focus on human rights. The technology enables us to maintain security in prisons by using less invasive methods of control.

Reduced recidivism to crime is about using the right measures for the particular individual. *BASIS* is a treatment programme for persons convicted of sexual offences who have a high risk of recidivism. This service was made available nationwide in 2020.

This is a collaboration with the Norwegian health authorities (helseforetakene) and is important for a group of convicted persons who are continually increasing in number.

In 2020, the Norwegian Correctional Service adopted a new operations strategy, new vision, and new values. These are methods for systematically developing the correctional service of the future. Organisational development shall take place within the framework of the values of transparency, security and innovation.

2020 was a very demanding year and employee representatives and safety delegates were important cooperative partners. Employees at the Norwegian Correctional Service deserve a big thank you for their resilience and creativity. They all made an extra effort to accomplish our social mission in the face of constant changes. Together we are working for a system with the goal of "punishments that make a difference".

Lillestrøm, 26 February 2021



Lise Sannerud
Director General

PART 2

INTRODUCTION TO THE AGENCY AND KEY FIGURES

The Directorate of Norwegian Correctional Service (KDI) was established in June 2013. The Directorate is the overarching professional and administrative body in the Norwegian Correctional Service and manages the Service through five regions. KDI is also responsible for managing the University College of Norwegian Correctional Service (KRUS).

KDI is headquartered in Lillestrøm and Horten, and is organised into six departments and two staffs. KDI has 119 employees (including employees on assignment and temporary employees), divided into approximately 117 full-time equivalents.

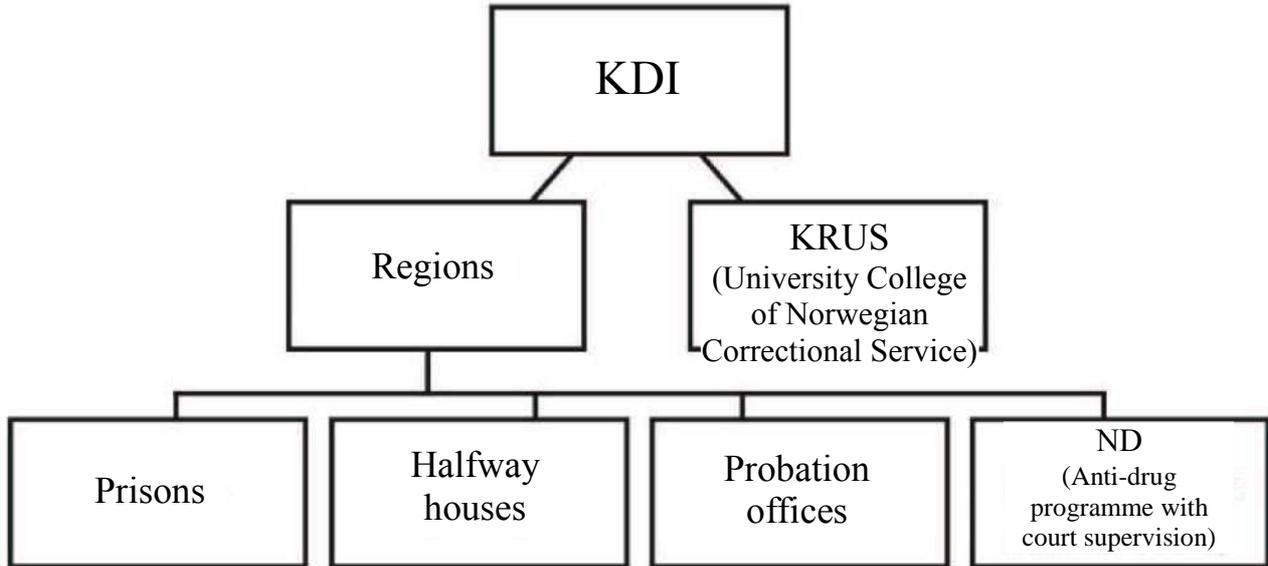
As of 26 February 2021, the management of the Directorate was as follows:

- Lise Sannerud, Director General
- Jan-Erik Sandlie, Deputy Director General and Director of the Department of Budget and Management
- Susanne Nor, Director, HR Department
- Tone Traa, Director, ICT Department
- Heidi Bottolfs, Director, Department of Execution of sentences - Content and Capacity
- Tom A. Enger, Director, Department of Regulations and Security
- Paal Hambre, Director, Communications Staff
- Kim Ekhaugen, Director, International Staff

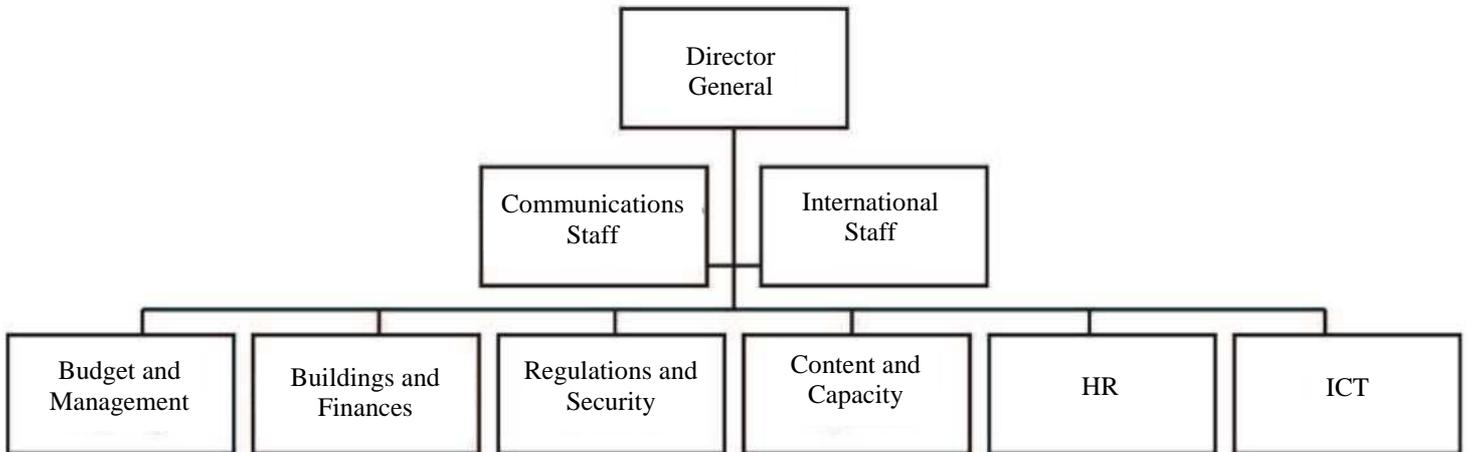
The regions and University College of the Norwegian Correctional Service (KRUS) are headed by the following employees:

- Torill Holsvik Høyem, Acting Regional Director for the Norwegian Correctional Service Region North.
- Ketil Evjen, Acting Regional Director for the Norwegian Correctional Service Region West.
- Tanja Rosså Ødegård, Acting Regional Director for the Norwegian Correctional Service Region Southwest.
- Stig Storvik, Acting Regional Director for the Norwegian Correctional Service Region East.
- Rita Kilvær, Regional Director for the Norwegian Correctional Service Region South.
- Kristina Læg Reid, Director of the University College of the Norwegian Correctional Service (KRUS).

Organisational chart for the Norwegian Correctional Service



Organisational chart for KDI



KDI will transition to a new organisational model on 1 March 2021.

Key figures from the financial statements

Some selected key figures from the financial statements in the period 2016-2020 (from the general ledger accounts report - appendix to the accounting report):

	2016	2017	2018	2019	2020
Operating revenues reported to the appropriation accounts					
Payments from grants and transfers	7,141,779	5,323,621	15,183,958	13,817,562	24,801,303
Sales and rental payments	98,150,379	99,667,333	101,389,703	111,959,581	100,369,100
Other payments received	15,670,480	14,541,550	6,760,326	19,216,459	7,345,071
Total payments received from operations	120,962,639	119,532,504	123,333,987	144,993,602	132,515,474
Operating expenses reported to the appropriation accounts					
Payroll expenses	2,829,295,048	3,301,315,564	3,408,923,766	3,430,239,113	3,494,737,615
Other outgoing payments for operations	1,573,491,180	1,651,109,420	1,624,531,459	1,482,058,058	1,572,932,811
Total outgoing payments for operations	4,402,786,229	4,952,424,984	5,033,455,225	4,912,297,171	5,067,670,426
Net reported operating expenses	4,281,823,590	4,832,892,480	4,910,121,238	4,767,303,568	4,935,154,952

Other outgoing payments for operations	2016	2017	2018	2019	2020
Rent	1,011,491,144	1,063,361,857	1,018,789,197	883,035,566	976,303,436
Maintenance and conversion of rented premises	10,045,478	7,458,021	7,926,322	6,231,947	13,504,554

Operating revenues reported to the appropriation accounts: This item decreased by NOK 12 million from 2019 to 2020 due to lower sales revenues from goods and services. The closure of several canteens for staff and deliveries of food for meetings in 2020 resulted in a reduction in sales revenues. Smoke-free prisons have meant a reduction in tobacco sales, and free telephone calls for inmates have resulted in lower revenues from telephone calls. Lower escorted leave also resulted in a reduction in reimbursements for patient travel.

The items *Payments of grants* and *Other payments received*: A grant from the Ministry of Foreign Affairs of approximately NOK 10 million for work in Ukraine was incorrectly recognised as *Other payments received* in 2019, while the grant in 2020 was correctly recognised under *Payments from grants and transfers*.

Operating expenses including payroll expenses: Payroll expenses increased by 2 per cent from 2019 to 2020. There was a 5 per cent increase in SPK (The Norwegian Public Service Pension Fund) expenses. Reimbursement income from sickness benefits increased by 9 per cent. This was primarily due to absenteeism caused by COVID-19. The salary part of total operating expenses decreased by 1 per cent.

Other outgoing payments for operations: These increased in 2020, primarily due to higher rental expenses paid to the Norwegian Directorate of Public Construction and Property (Statsbygg) for leasing Agder Prison.

Travel and meal expenses halved in 2020 when compared with 2019, which was due to less mobility caused by the COVID-19 pandemic and the fact that many physical meetings were replaced by digital meetings. There was also a decrease in energy expenses from 2019 to 2020.

Average expenses per prison place

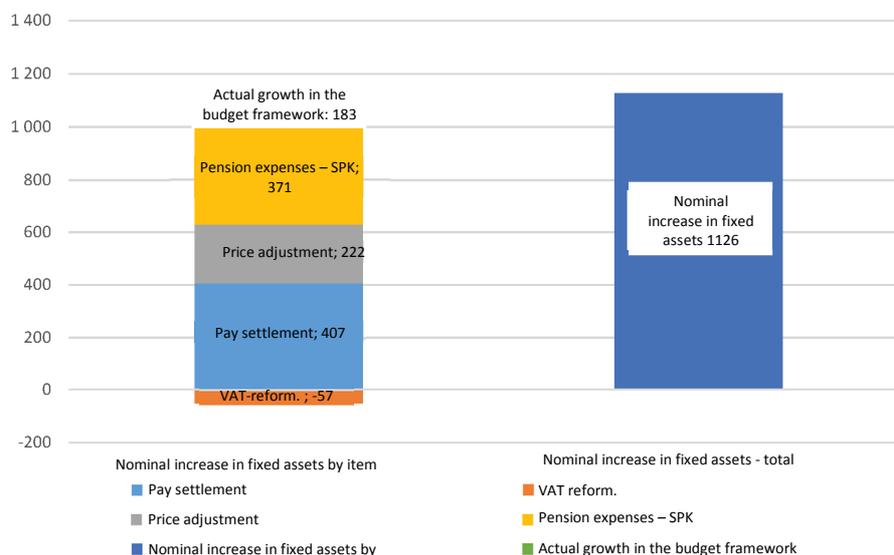
Operating expenses per prison place	2015	2016	2017	2018	2019	2020
High Security	948,000	968,000	1,107,000	1,132,000	1,140,000	1,161,000
Lower security	583,000	600,000	668,000	683,000	744,000	728,000

Average cost per place 2020	Salaries	Operation	Total	Average minus rent
Halfway houses	552,031	139,487	691,518	571,840
Prisons - Lower security	465,689	249,814	715,503	478,842
Prisons - High Security	757,240	300,665	1,057,905	783,851
Prisons – with both high/lower security	794,175	347,478	1,141,653	794,175
Youth units	6,051,285	1,539,634	7,590,919	6,051,285

Development in Chapter Item 01 from 2014 to 2020

From 2014 to 2020, the Norwegian Correctional Service experienced a nominal increase in the budget framework of approximately NOK 1.2 billion. Adjustments for salaries and prices accounted for about NOK 630 million of this increase. The requirement to record the employer's share of pension premiums in budgets and accounts represented approximately NOK 370 million of the increase. The introduction of the net transmission scheme in 2014/2015 enabled the Norwegian Correctional Service to save about NOK 50 million in costs related to VAT.

This means that the actual budget increase from 2014 to 2020 was approximately NOK 183 million.

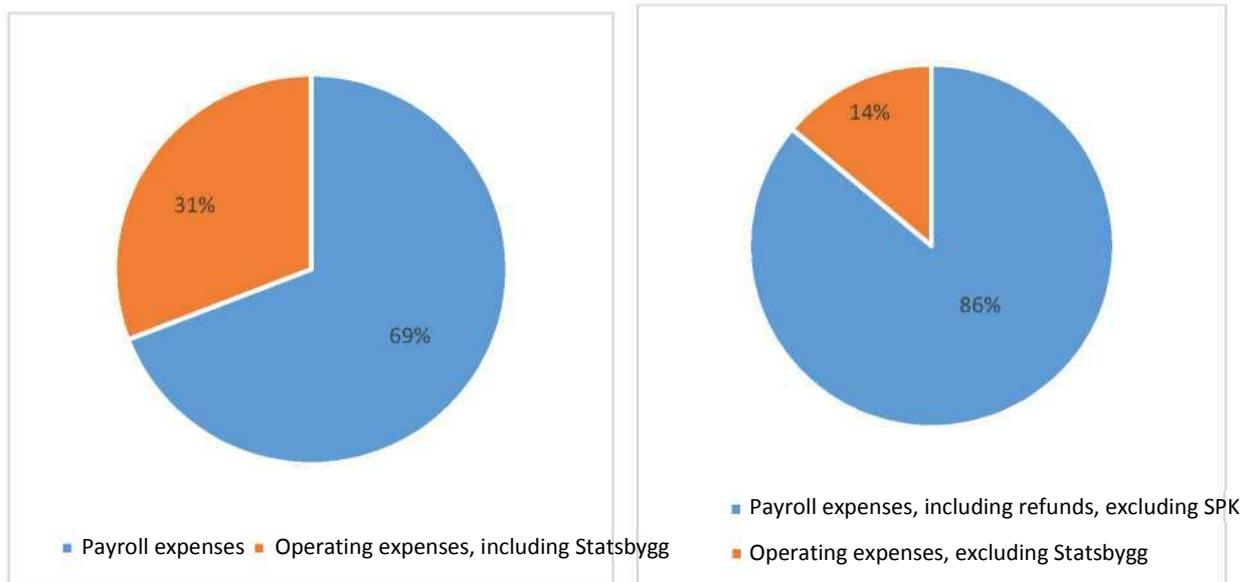


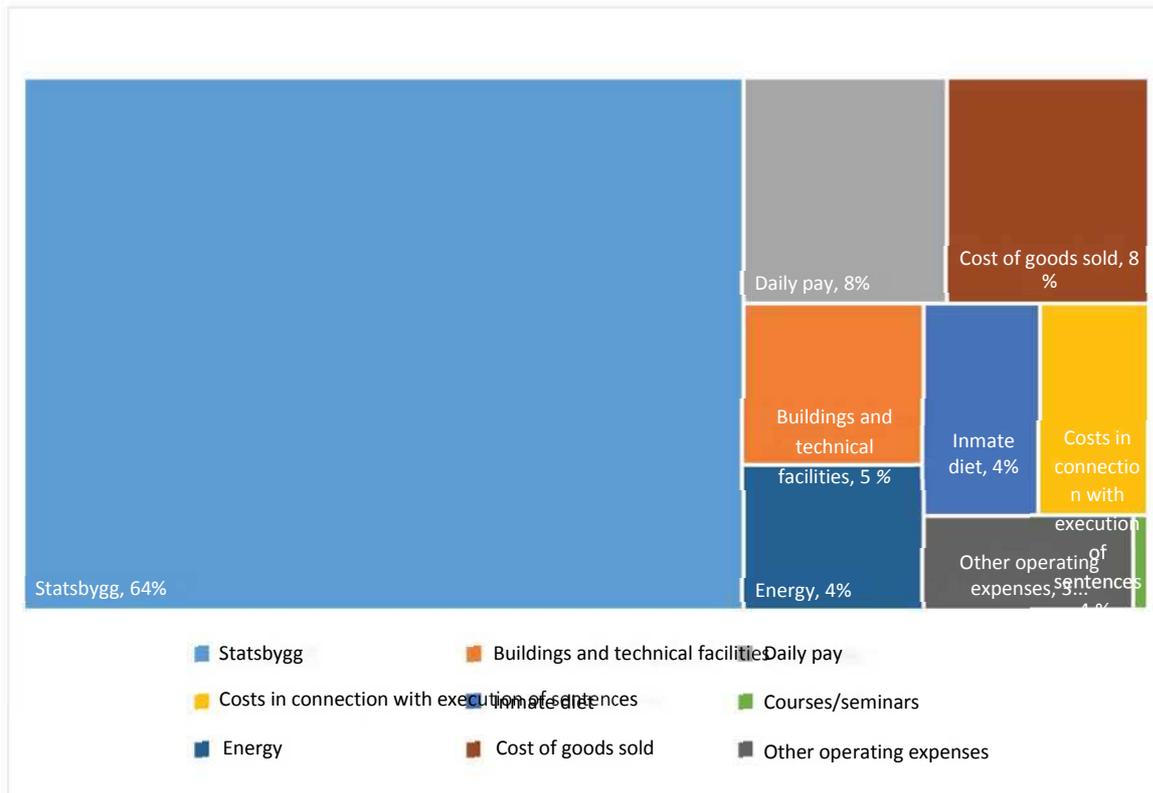
The Norwegian Correctional Service was assigned new tasks during the same period (2014 to 2020), including Agder Prison, nationwide unpaid work in lieu of a fine, national expansion of the anti-drug programme with court supervision (ND), establishment of Youth Unit East, expansion of electronic monitoring etc. These new initiatives and tasks added up to a cost of approximately NOK 430 million. Furthermore, during the same period, the Norwegian Correctional Service was subject to “debureaucratisation” cuts (ABE) totalling approximately NOK 150 million.

Development in salaries and operating expenses

The division of operating expenses between the execution of sentences in prison and execution of sentences in the community has remained relatively stable at 90/10 in recent years - i.e. that 90 per cent of the costs relate to execution of a sentence in prison. The primary focus moving forward will be on developments within the prison part of the Norwegian Correctional Service.

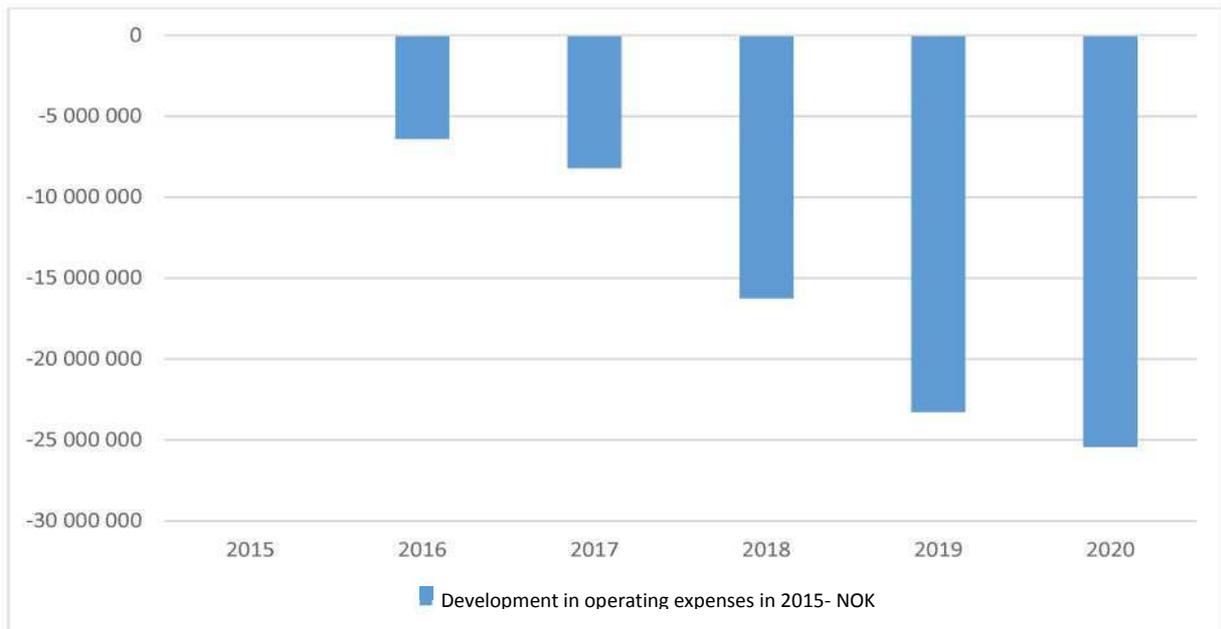
Operating a prison is a highly labour-intensive endeavour. In 2020, payroll expenses accounted for 69 per cent of the budgets, while 31 per cent went towards operating expenses. Of the operating expenses, the rent paid to Statsbygg was about 64 per cent. Rental costs to Statsbygg are costs that the Norwegian Correctional Service has no influence over, and these costs must therefore be viewed as a pure accounting transfer. When adjusted for the rent paid to Statsbygg, payroll expenses therefore accounted for 86 per cent of the budgets for operating the prisons.





Development in operating expenses

When compared with 2015, the Norwegian Correctional Service reduced the operating budgets of the prisons by NOK 25.5 million in 2020 (measured in 2015 NOK)¹. 2015 is used as a reference because the net transmission scheme that was introduced in 2015 makes comparisons prior to this difficult.

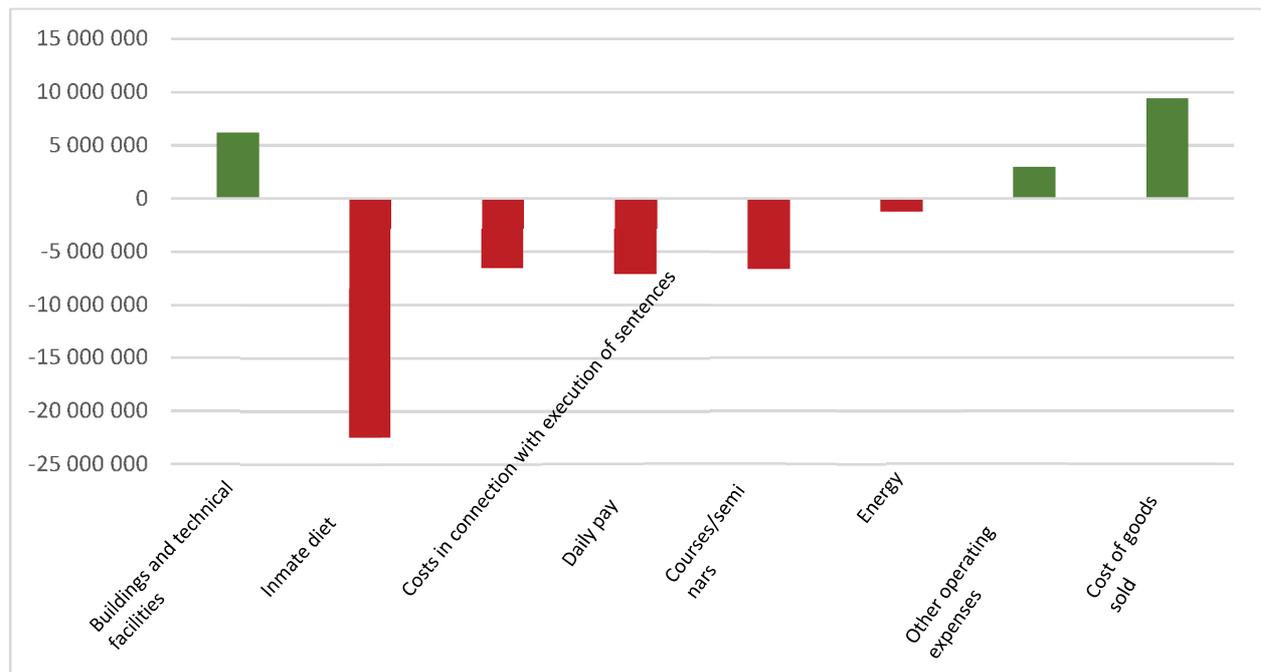


The reduction within the operating budget has primarily been in areas that have also been impacted by demand for capacity for executing sentences. Costs associated with food for the

¹ CPI- adjusted according to ssb.no/kpi.

inmates, daily pay and costs in connection with execution of sentences have been reduced by NOK 36 million since 2015. However, this is a reduction in costs that is not considered "permanent changes", since these costs will return once there is an increase in demand for capacity for executing sentences. Buildings and technical facilities saw an increase of just over NOK 6 million during the same period, while other operating expenses and cost of goods sold increased by NOK 11 million when measured in 2015 NOK. Expenses related to courses and seminars for employees amounted to about NOK 2.5 million in 2020, a reduction of NOK 6.5 million compared to 2015.

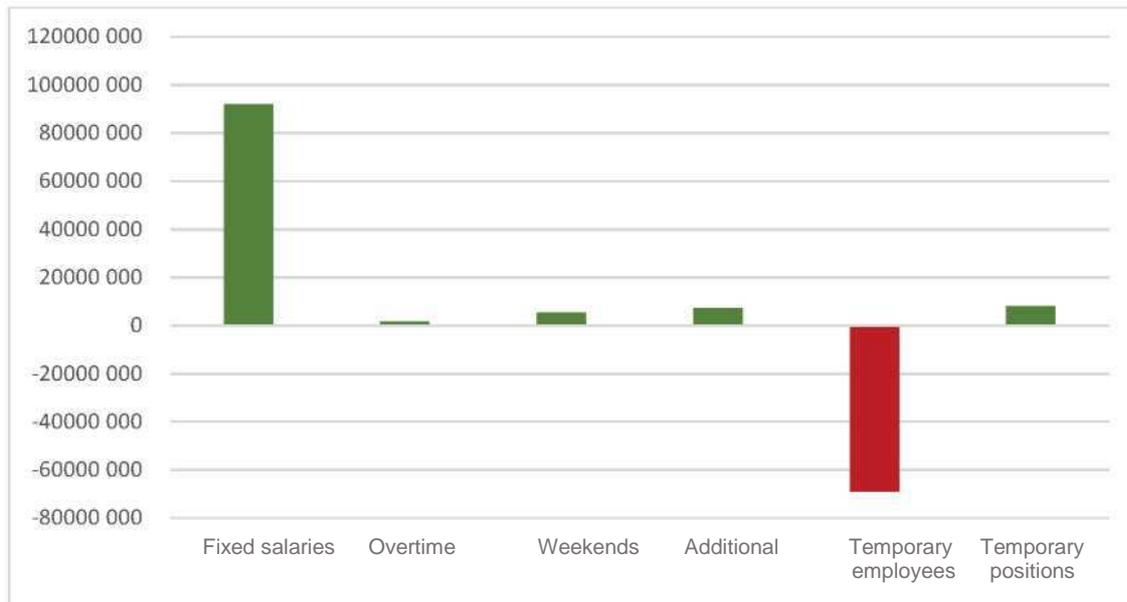
The figure below shows operating expenses in 2020 (measured in NOK 2015) compared to the same expenses in 2015.



Development in payroll expenses

When adjusted for rent paid to Statsbygg, payroll expenses account for 86 per cent of the total costs of prison operations. At a time when the focus is on savings and improving efficiency, it is therefore natural to take a closer look at payroll expenses.

When compared to 2015, there was an increase of NOK 56 million (measured in 2015-NOK) up until 2020. Payroll expenses relating to permanent positions increased by NOK 92 million, while costs related to the use of temporary employees were reduced by about NOK 70 million. There have only been minor changes in other pay categories.



The chart above shows payroll expenses in 2020, divided into the type of payroll expense (measured in NOK 2015), compared with the same expenses in 2015.

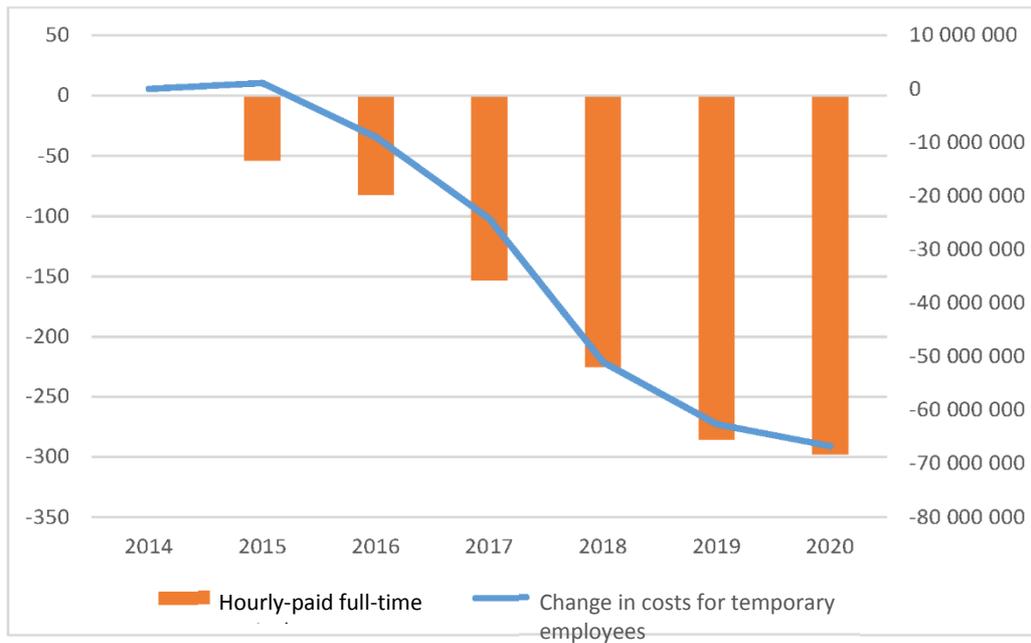
The increase in expenses relating to fixed salaries must be viewed in connection with several elements, all of which are linked to structural changes in prison capacity in recent years.

The closure of parts of Oslo Prison in 2017, with the associated creation of capacity at Romerike Prison (Ullersmo Unit) and Indre Østfold Prison (Eidsberg Unit) resulted in a permanent additional cost in the form of payroll expenses for 42 extra full-time equivalents. The establishment of Youth Unit East resulted in an additional cost in the form of payroll expenses for 40 full-time equivalents. These full-time equivalents collectively represent an additional permanent cost of approximately NOK 50 million.

Furthermore, 300 lower-security places were closed in 2019, which in turn were replaced by 300 places with a higher level of security when Agder Prison opened in the summer and autumn of 2020. Staffing levels at high security units are almost double that of units with a lower level of security.

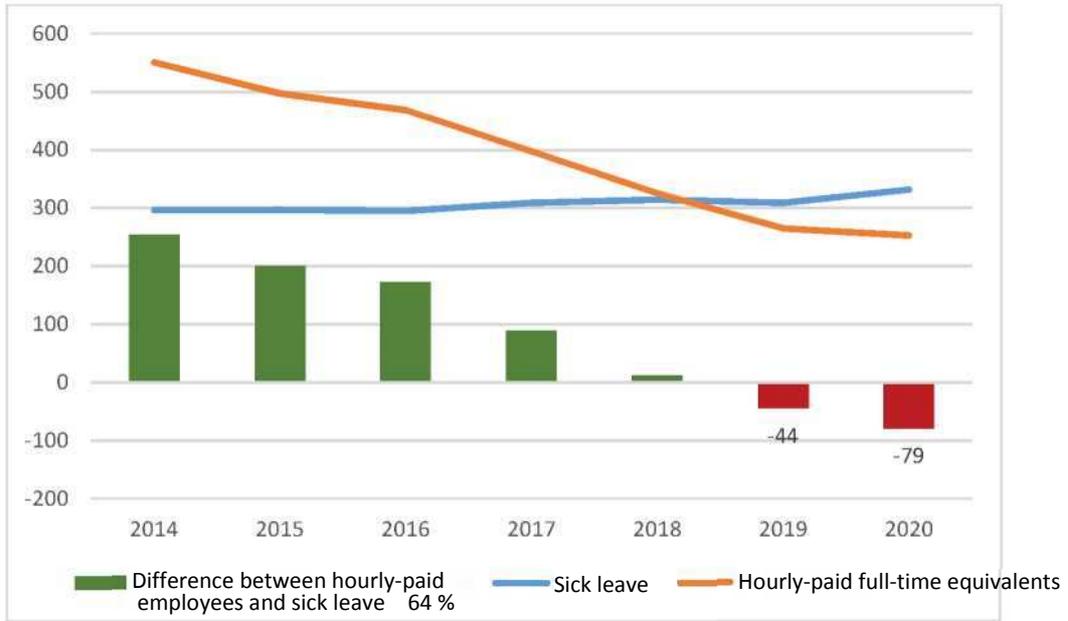
There has also been an explicit objective since 2013 to reduce the use of hourly-paid employees, including a reduction in the use of “1078 officers”, who are unskilled workers that are also included among the hourly-paid employees. Permanent employees are more expensive than employees who are paid per hour.

The reduction in payroll expenses has been entirely due to the reduced use of temporary employees, including hourly-paid employees. Since 2014, there has been a total reduction of about 300 full-time equivalents in connection with temporary employees paid per hour. This represents a reduction of about NOK 70 million. As shown by the figure on the next page, there has been a downward trend in the use of hourly-paid employees during the entire period.



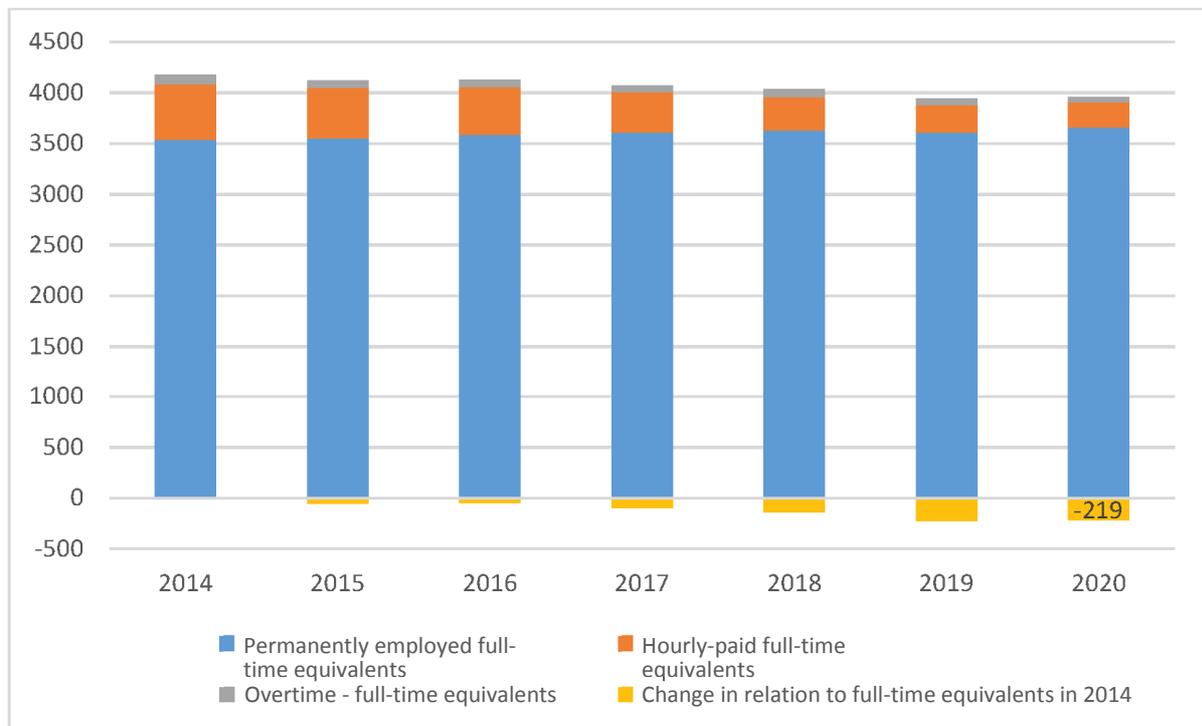
There is reason to assume that some use of hourly-paid employees/unskilled employees has been driven by financial motives. However, as a general rule, hourly-paid employees/temporary employees are only used to cover sick leave. The relatively large decrease in the use of hourly paid full-time equivalents in recent times would indicate that sick leave is no longer being covered. Sick leave in Norwegian prisons has been relatively stable at around 8 per cent since 2014. On average, this has accounted for approximately 300 full-time equivalents.

The figure below illustrates the continually decreasing trend of sick leave being covered by the use of hourly-paid full-time equivalents/temporary employees. In 2019, for the first time in the measurement period, the Norwegian Correctional Service did not cover sick leave with a corresponding number of hourly-paid full-time equivalents. This development continued in 2020, and when compared with sick leave, there was a shortfall of 79 full-time equivalents in relation to the total use of hourly-paid temporary employees. The challenge is greatest for high security units, where the shortfall in 2020 was 84 full-time equivalents.



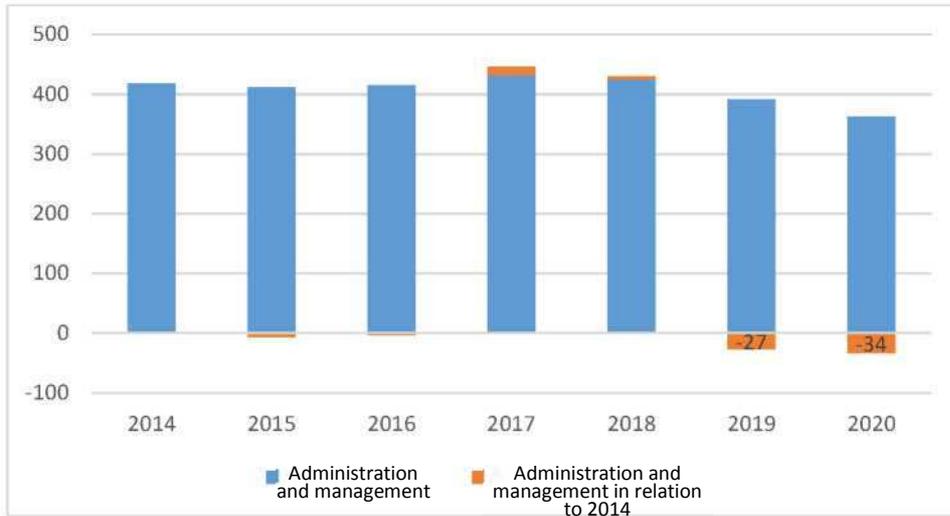
Compared to 2014, there were 121 more permanent full-time equivalents employed in prisons in 2020. The reason for this increase has largely been outlined in the sections above.

If we add together the development in the number of variable full-time equivalents (hourly-paid and overtime), the proportion during the same period was an overall decrease of 219 full-time equivalents.

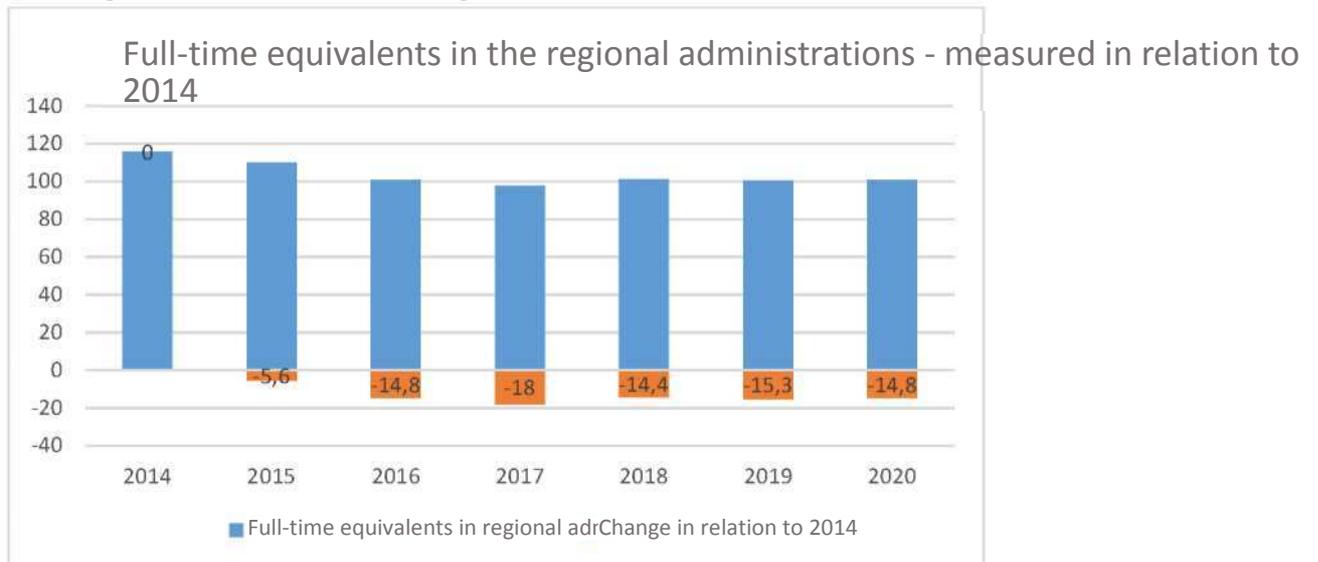


The decrease in the number of full-time equivalents correlates with reports from the prisons in connection with a review of the security status, which is described in more detail in Part 3. The reports point to fewer instances of staff interacting with inmates, and that the personal contact officer scheme, environmental work and recreational activities in which staff actively participate have been reduced. Many units reported that programme activities have been given lower priority, and that the perception is that there is less time and opportunity to work with the inmates and convicted persons. The inability to cover shifts impacts on the Norwegian Correctional Service's ability to increase the level of activation in the prisons and to deploy enough staff to reduce the extent of isolation. It is generally the case that reduced staffing levels in the prisons will weaken the possibilities of working purposefully towards the goal of reducing recidivism. Based on this, KDI has chosen to focus on the decrease in the use of variable full-time equivalents as the most important key figure that reveals the consequences of the budget situation.

In addition to the reduced use of variable full-time equivalents, in accordance with the State’s de-bureaucratisation and efficiency reform, there has been a reduction in the number of full-time equivalents in connection with administration and management in prisons. The figure below illustrates developments since 2014.



The figure below shows that there has also been a reduction in the number of full-time equivalents at the regional offices of the Norwegian Correctional Service.



Some key figures relating to developments in long-term sick leave and reimbursement of sickness benefits

An important contribution towards reducing payroll expenses has been the establishment of the central unit for payroll and accounting at KDI. By centralising work tasks, including the collecting of reimbursements in connection with sick leave, the Norwegian Correctional Service saved NOK 37 million in 2020 in comparison with 2015.

The Norwegian Correctional Service had approximately the same number of days of sick leave in 2020 when compared to 2015. Despite the number of days of sick leave remaining the same, the Norwegian Correctional Service collected NOK 37 million more in reimbursements from the Norwegian Labour and Welfare Administration (NAV) in 2020 than in 2015. This was an impressive improvement. This means that for every day of long-term sick leave in 2020, the Norwegian Correctional Service was reimbursed NOK 650 more in 2020 than in 2015.

	2015	2016	2017	2018	2019	2020
Reimbursement of sickness benefits - salaries	102,029,288	103,958,784	104,284,700	114,855,859	122,801,385	139,024,441
Number of days of long-term absence	56,049	47,864	49,045	55,629	53,691	56,152
Percentage of long-term absence	5.6%	4.6%	4.6%	5.1%	5.1%	5.4%
Reimbursement collected per day of long-term absence	1,820	2,172	2,126	2,065	2,287	2,475

Management of other budget cuts

Reference was made above to a budget cut of approximately NOK 250 million in 2020 compared with the allocation in 2015. The above sections describe how a substantial part of the cut has been managed. It is reasonable to assume that the remaining part has been managed through flat cuts.

PART 3

ACTIVITIES AND RESULTS FOR THE YEAR

Resource frameworks and resource use in 2020

The Norwegian Correctional Service's total budget allocation (Item 01-70) was NOK 5,529,923,000 in 2020.

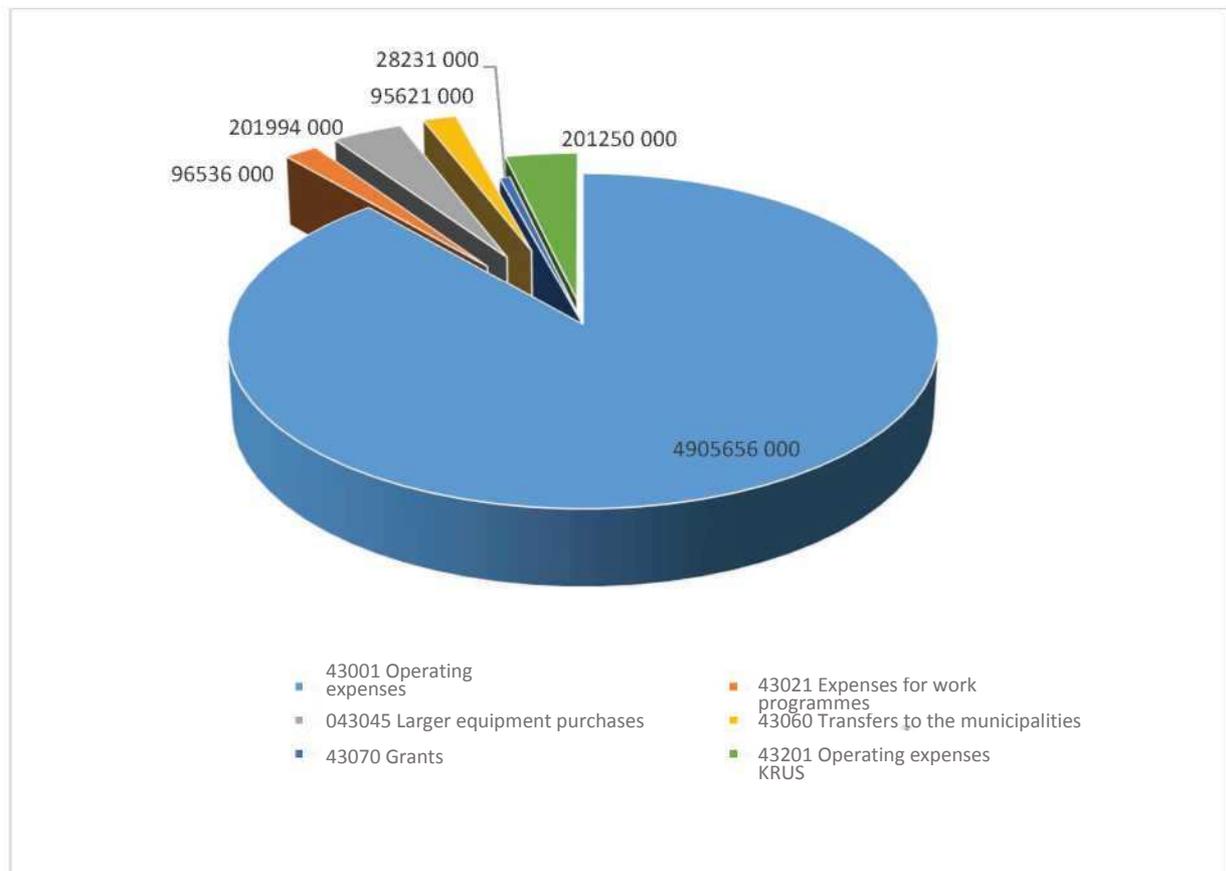
Allocation by chapter and item for the Norwegian Correctional Service:

Total allocation by chapter and item	Amount	Percentage share
43001 Operating expenses	4,905,656,000	88.7%
43021 Expenses for work programmes	96,536,000	1.7%
043045 Larger equipment purchases	201,994,000	3.7%
43060 Transfer to the municipalities	95,621,000	1.7%
43070 Grants	28,231,000	0.5%
43201 Operating expenses KRUS	201,885,000	3.7%
Total	5,529,923,000	100.0%

88.7 per cent of the total appropriation to the Norwegian Correctional Service is allocated to Item 01, Ordinary operating expenses. 3.7 per cent is allocated to the University College of Norwegian Correctional Service (KRUS). The budget framework for the work programmes was 1.7 per cent, Item 60 Transfers to municipalities (persons sentenced to preventive detention) was 1.7 per cent, while Item 70 Grants from NGOs was 0.5 per cent, and Item 45 Larger equipment purchases was 3.7 per cent.

Reference is otherwise made to the Management Remarks in Part 6 Financial Statements, for further explanation of important aspects of the Norwegian Correctional Service's accounts.

The figure below shows the total allocation per item:



KDI is of the view that the Norwegian Correctional Service was efficient in its use of resources in 2020 and that there is good budget discipline at the Service. On the whole, the Norwegian Correctional Service has successfully achieved its objectives and its activities were conducted within the budget framework. This is shown in the table below:

Item 01 (figures in 1,000)	2016	2017	2018	2019	2020
Total budget	4,181,704	4,661,459	4,717,166	4,644,945	4,905,656
Consumption	4,118,188	4,635,791	4,683,058	4,611,913	4,830,652
Transferred amounts*	69,510	27,756	36,240	33,032	75,004
Transferred as a %	1.66%	0.59%	0.77%	0.77%	1.5%
* In addition to this are reduced income in Item 03 and Item 04:					-1,795
result of Item 01/03/04 in 2020					73,209

The appropriation in Item 01 covers ordinary operating expenses for the Norwegian Correctional Service. Unused appropriations, including reduced income from Items 03 and 04, amounted to NOK 73.2 million, which was 1.5 per cent of the appropriation.

Unused appropriations must be viewed based on additional appropriations in the 2020 national budget that was approved in December. In 2020, compensation for the pay settlement was awarded in connection with the revised budget. This was also received in December. It was particularly difficult to calculate the consequences of the settlement in 2020. Among other things, this was because of seniority calculations and continuation of the previous year's pay settlement (2019). For this reason, and due to uncertainty about whether and to what extent additional

expenses in connection with the COVID-19 pandemic would be covered, it was necessary to manage finances very tightly in relation to the adopted framework before the additional appropriations in December 2020. This resulted in the Service having exercised caution in the event that compensation was not awarded.

The compensation was received in connection with the revised budget in December and will be part of the transferred amount. As was the case for the rest of society in 2020, the pandemic also resulted in lower levels of activity and therefore also costs savings from courses, seminars and travel activities. However, substantial additional costs were still incurred in connection with measures to reduce the risk of infection for inmates and staff, and for cooperative partners of the Norwegian Correctional Service. It is important that the appropriation granted for the specific purpose in December 2020 is used for this purpose in 2021. KDI has sought to transfer the unused appropriations in the item to 2021.

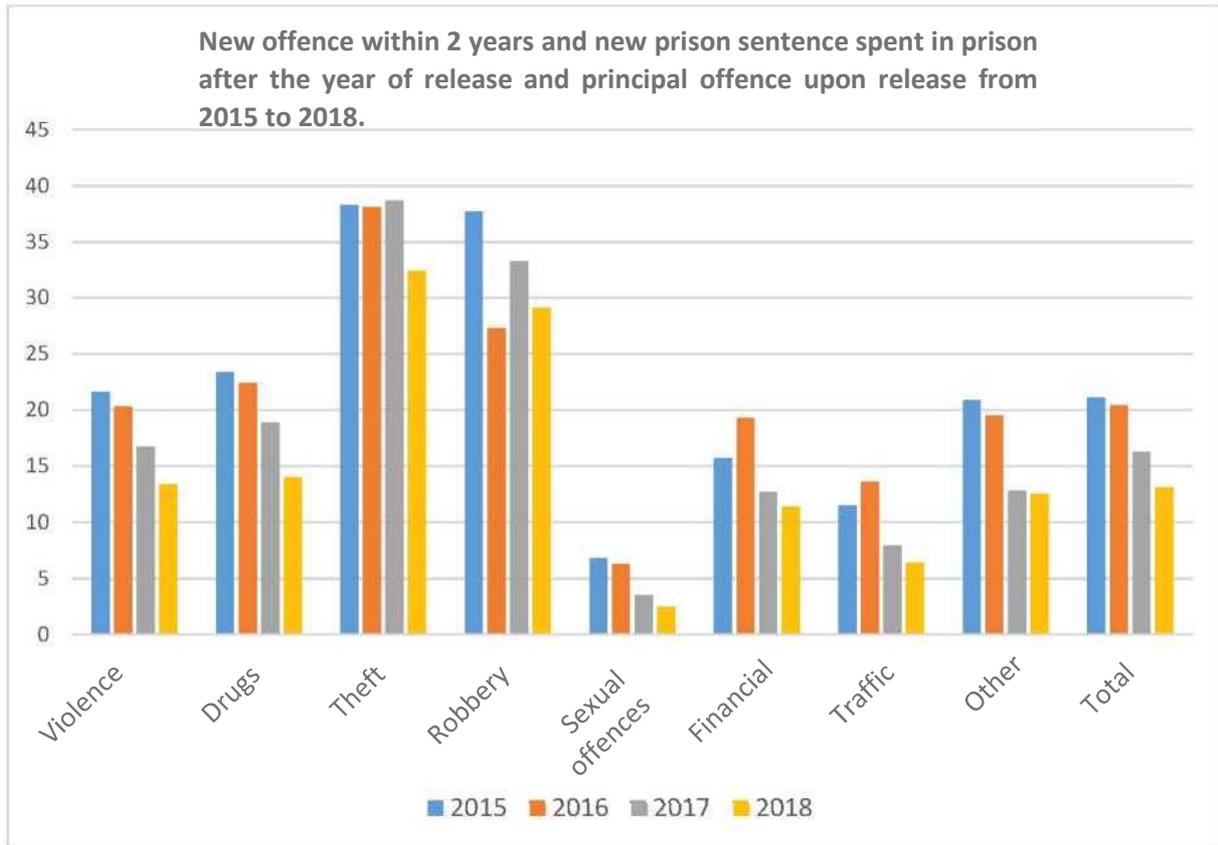
KDI acknowledges that, largely based on feedback from the regions, the view was expressed that the budget would not have been sufficient in 2020. It is unfortunate that an impression of the financial situation was created that did not resemble the final result. The Norwegian Correctional Service and KDI need to improve routines and the quality of assessments when discussing and reporting forecasts for developing budgets. KDI has therefore established a working group which will be tasked with investigating why the forecasts in 2020 were incorrect, and to submit recommendations for how the Norwegian Correctional Service can improve the forecasting work. Important topics in this work will include better budgeting and accruals, forecasts for reimbursements and calculation of pay settlements.

Goal 1: Convicted persons live a life free from crime after completing their sentences

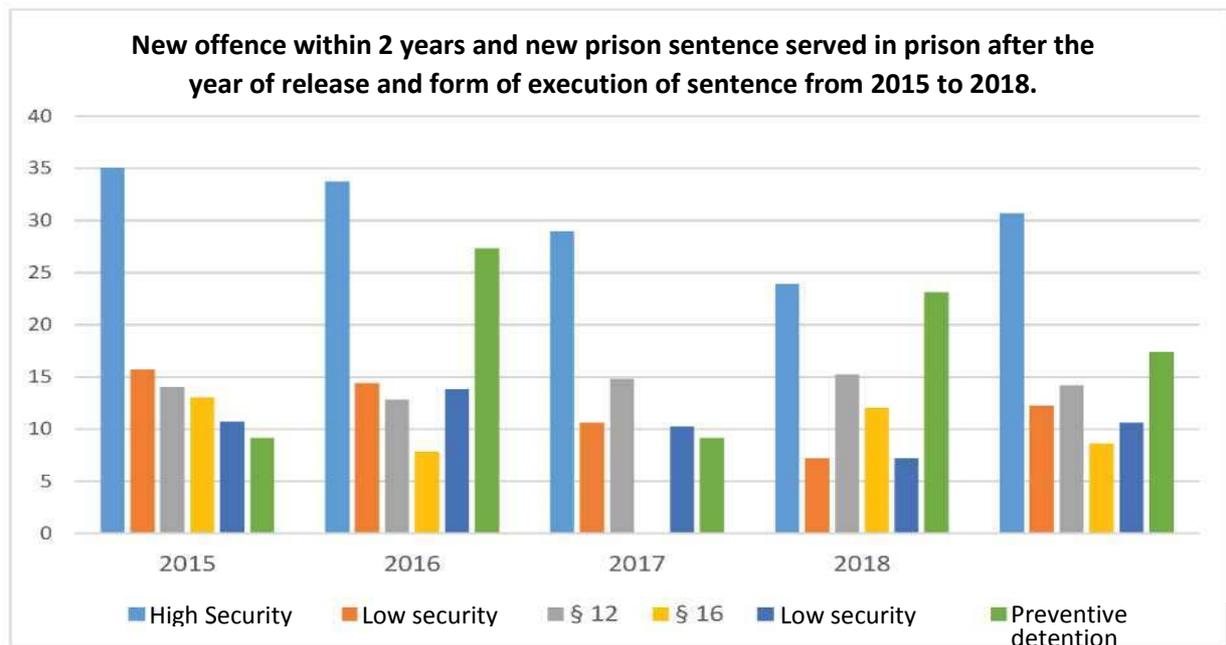
Status Indicator 1: Percentage recidivism

In 2020, an article with new recidivism statistics from 2015-2018 was posted on *tilbakefall.no*. These figures, which were collected and analysed by researcher Ragnar Kristoffersen at KRUS, show a clear decrease in recidivism for those who were released from prison in 2017 and 2018, when compared with the two previous years. Recidivism is measured as a new prison sentence for an offence committed within two years of release. Total recidivism of 16.4 per cent was measured for 2017. A further analysis of data relating to releases in 2018 shows recidivism of 13 per cent.

The development is illustrated by the figure below, which shows the percentage of released persons who committed a new offence within two years of their release from prison in 2015 - 2018, when the offence resulted in a new sentence of imprisonment that was served in prison, divided according to the principal offence upon release in the year of release.



The figure below shows the level of security or form of execution of sentence that the recidivism group was in at the time of release. The categories *Preventive Detention* and *Section 16* include a small number of releases per year, which probably explains the annual variation in recidivism.



The aforementioned article highlights several factors that can be assumed to be responsible for the decrease in recidivism. The article notes that a possible explanation may be changes to police priorities and routines in the Community Police Reform (Naerpolitireformen). Another factor that is assumed to have had an impact is that the proportion of former convicted persons among those released from 2017 to 2018 decreased by 54 per cent compared with the previous two-year period. Measurements have demonstrated that released persons with previous prison sentences have more than twice the risk of recidivism than people without a previous prison sentence. Furthermore, it has been noted that young convicted persons generally have a higher level of recidivism than those who are older, and that there was a reduction in the number of young people released in the period after 2016. There are also increasingly fewer people convicted of theft among those released. Measurements show a generally higher level of recidivism among persons convicted of theft than other groups of offences, something that was also evidenced by KRUS' study. In addition, part of the explanation for the decline in recidivism may be that some of those who were released from 2015 to 2018 received a new prison sentence that was converted to execution of the sentence with electronic monitoring, and that some of the released inmates who reoffended may also have received a deferral of their sentence with conditions for completing the anti-drug treatment programme with court supervision instead of an unconditional prison sentence. This is something that KRUS will investigate in more detail in connection with the ongoing work on analysing recidivism among convicted persons who serve their sentences in the community.

KRUS will continue to work on linking registry data from the Norwegian Correctional Service for the years from 2010 to 2013 with microdata from Statistics Norway. This study is likely to provide more knowledge about the link between socioeconomic factors and recidivism, and it may also shed light on the importance of measures that are under the direction of the Norwegian Correctional Service and cooperating agencies. This will provide a better knowledge base for challenges associated with the work on preventing recidivism.

The first results of the work are expected by the summer of 2021. It is also noted that the Office of the Auditor General of Norway is currently conducting a primary analysis of health, educational and welfare services for inmates in Norwegian prisons from 2016 to 2020. The results of this work are also expected to provide the Norwegian Correctional Service and administrative partners with a better basis on which to assess measures in the future.

Control parameter 1: Progression and good quality execution of sentences

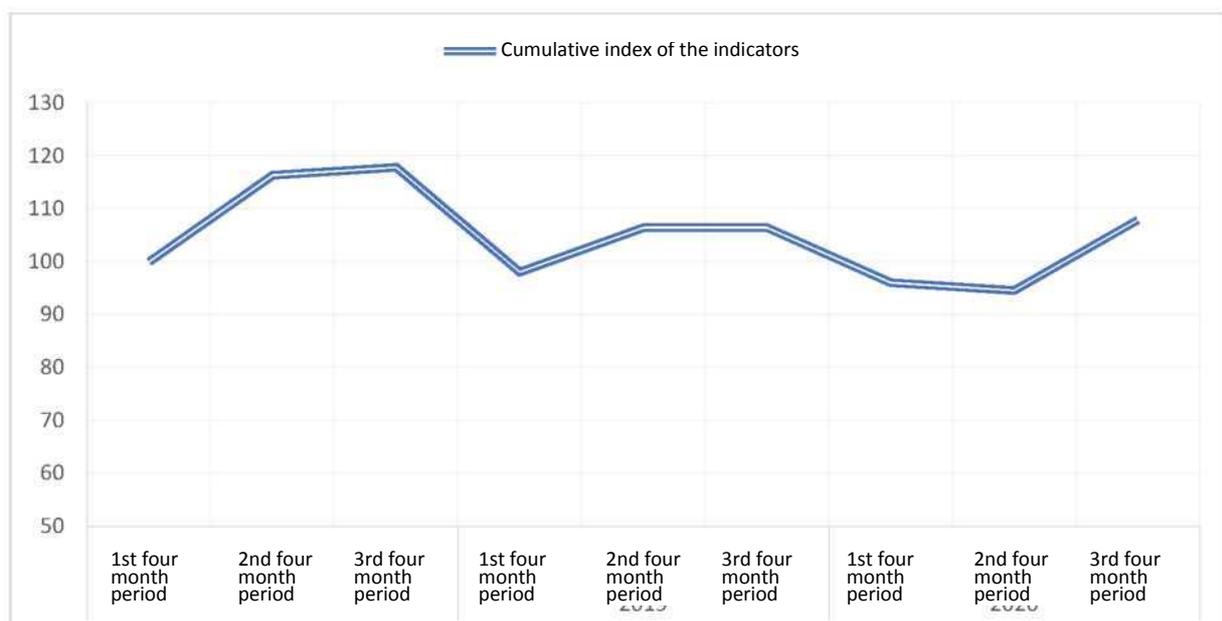
KDI has prepared an index that includes key performance parameters for progression and good quality execution of sentences, which is intended to provide a basis for describing the work on preventing new crime.

The index is based on data relating to the application of the assessment tool BRIK, programmes, and the use of substance abuse units. The number of convicted persons who serve the entire sentence in a treatment institution, data on the activation programme in prisons and the targeted content of community sentences are also included in the basis for the assessment. Furthermore, the extent of isolation in prisons is a key measure of the quality in the execution of the sentence.

Data relating to the work on progression in the execution of the sentence is also included. In connection with this, the proportion of new inmates who are transferred to execute their sentences in an institution and with electronic monitoring, the proportion of inmates released on probation and the proportion of inmates who have had information meetings at the end of their sentences have been included.

These factors are balanced against data on new incarcerations in prisons, occupancy in prisons, and on the execution of sentences with electronic monitoring. This also includes data on processing times for social inquiry reports. KDI particularly considers a reduction in the processing time for social inquiry reports for minors to be an important qualitative goal for the agency.

In 2020, KDI worked on a methodical approach to the design of an index, and this work will be continued in 2021. However, based on the work thus far, it is clear that a graphical presentation of the index is better suited to illustrating the overall development than acting as a reference to individual control parameters.



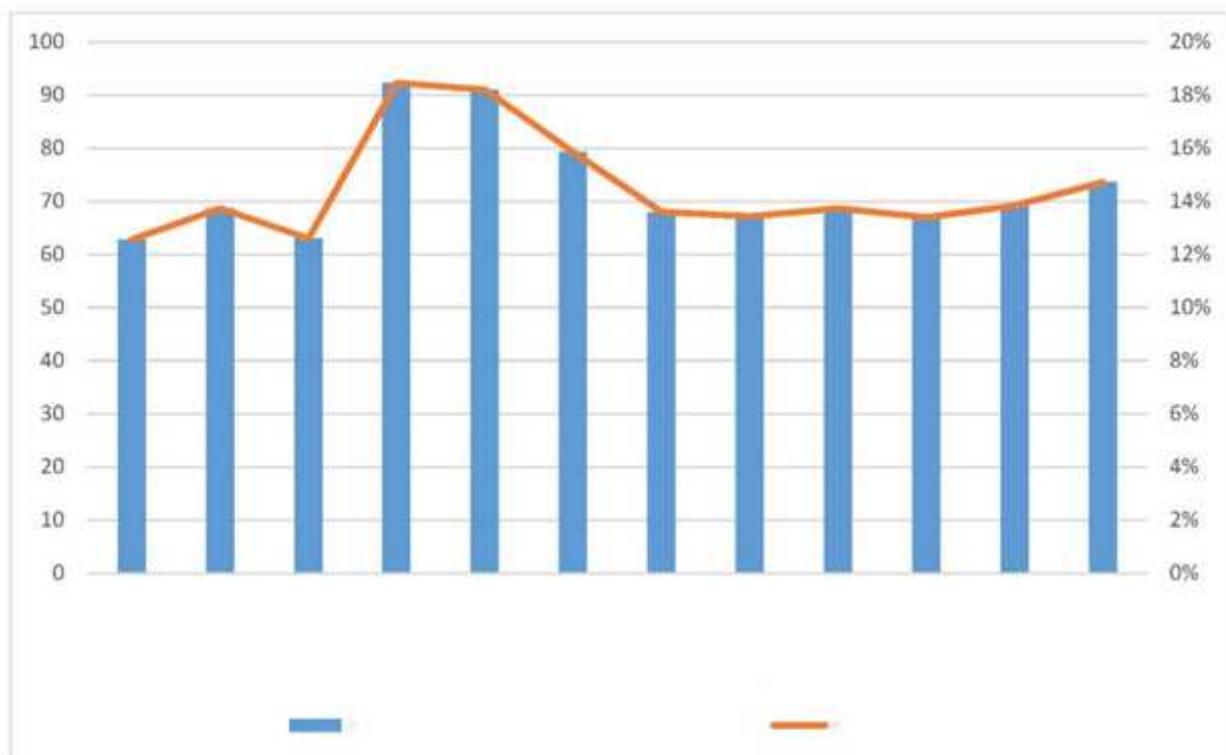
The figure above is based on the situation as of the first four-month period in 2018. The data included in the index is weighted and given a value of 100 points. The line shows the development in relation to this value.

It shows that there was a decrease in the quality of the execution of sentences from 2018 to 2019. This is assumed to have been in connection with the major restructuring process being undertaken at that time, which involved closing 250 places in prison units with a lower level of security. The units in question had high scores for the parameters linked to activation, which had a relatively large impact on the index. Following the restructuring process, there was a positive trend through 2019.

During the first four-month period of 2020, infection control measures caused a significant decline in the quality of the execution of sentences. Group activities were significantly reduced in both the prisons and at the probation offices, which had an adverse effect on programme activities. There was a particularly large reduction in activity in this area at the probation offices. The activities offered in the prisons were greatly reduced as a result of the schools having less of a presence in the prisons, cancellation of day-release from prisons for work and education, and the introduction of cohorts in the prisons. The extent of isolation in prisons increased, both as a result of inmates being excluded in connection with quarantine measures, and because of the reduction in the activities offered. Several of the measures were relaxed over the summer and there were better results during the third four-month period.

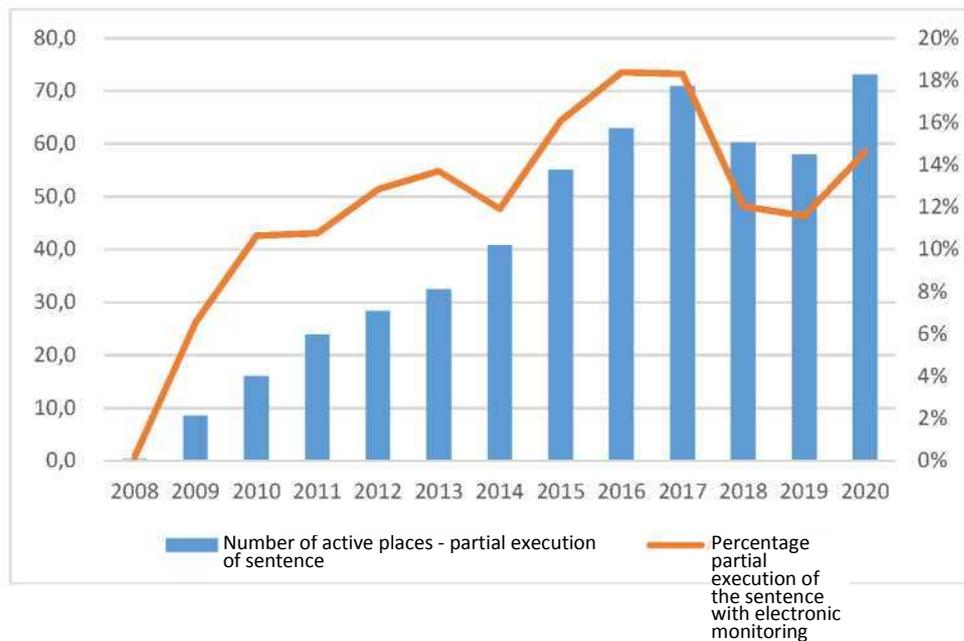
Control parameter 2: Proportion of convicted persons who serve parts of their sentences with electronic monitoring

A gradual adjustment to a life of freedom is an important part of the efforts to prevent new crime. Convicted persons sentenced to imprisonment being able to serve the final part of the sentence outside of prison through electronic monitoring (partial execution of the sentence with electronic monitoring) enables good quality reintegration, while also maintaining security.



Result:

In 2020, the proportion of sentences that were partially executed was around 15 per cent of the total capacity of 500, with an average of 73 cases at any given time. The increase from 2019 to 2020 was 15 cases at any given time, or an increase of 3 per cent. As shown in the figure below, this is the highest proportion achieved since 2018, when the capacity for electronic monitoring was expanded to 500.

*Assessment:*

KDI is pleased with this development. The increase began in April, when KDI set guidelines for simplified case processing and options for greater use of various digital control measures. This was to alleviate the capacity challenges in the prisons caused by the infection control measures. KDI has also had a particular focus on this area when conducting the governance dialogue with the regions.

The temporary extension of the execution period to six months entered into force on 1 April 2020, and has impacted on the result. In 2020, the average execution period for partial execution increased by ten days (from 72 in 2019 to 82 days in 2020). This extension is now permanent after the statutory amendment entered into force on 1 July 2020. It is expected that the positive impact of the increased execution period will continue.

New regulations have also resulted in changes in the target group. Electronic monitoring can now no longer be approved for convicted persons who have been convicted of sexual offences, or for serious or repeated violent offences, or offences where violence has been committed against children or someone with whom the offender lives or lived together with. It is expected that this change may result in a particular reduction in the number of convicted persons who are in the target group for partial execution of the sentence when compared with previous practices, which is something that must be assumed to have a negative effect on the proportion of partial execution of sentences in the future.

It is uncertain as to how the effect of an increased execution period on the one hand, and narrower target group on the other, will impact over time.

Measures:

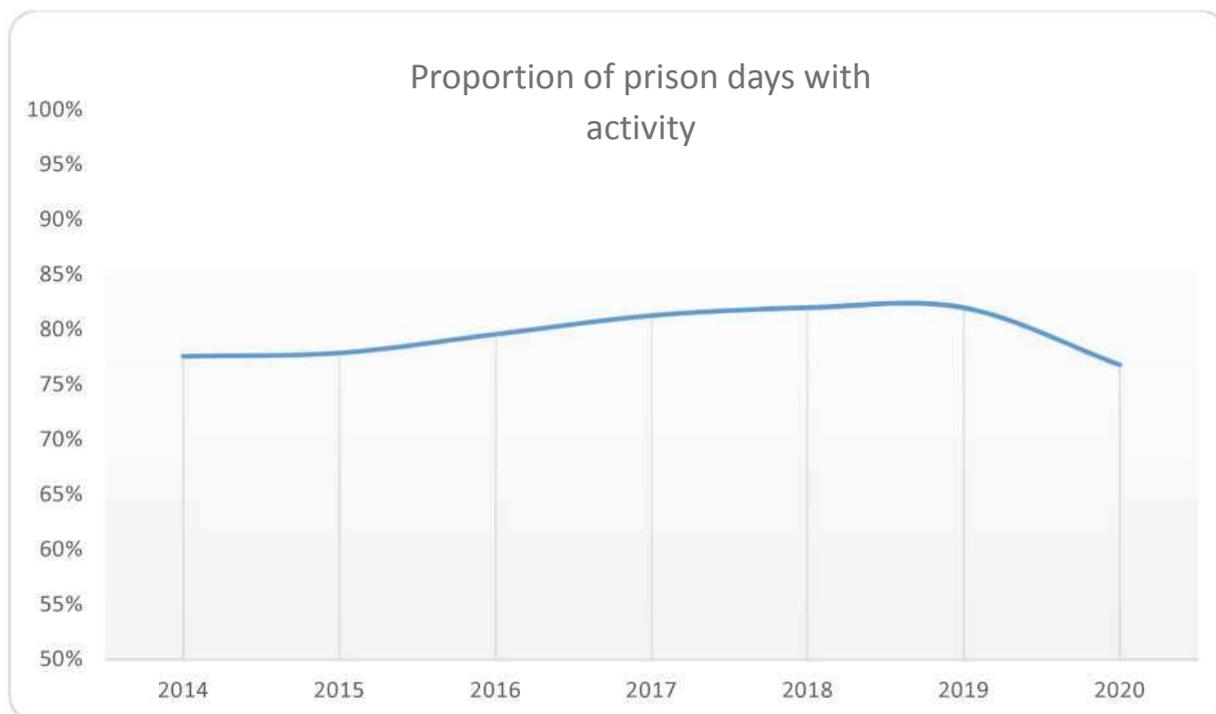
There was also a positive development in the period prior to the pandemic, which is assumed to have been due to a number of measures having been implemented. The effect of these measures is expected to continue:

- The guidelines for parole, which include that convicted persons who are denied parole after serving 2/3rds of their sentence shall be considered for partial execution of the sentence with electronic monitoring.
- The authority to hand down decisions to approve or reject partial execution of the sentence with electronic monitoring was transferred from the probation offices to the prisons from 1 January 2020.
- The conditional decision concerning partial execution of the sentence with electronic monitoring became nationwide from 1 January 2020.
- The four “seamless pilot projects” (which involve the organisational coordination of prisons and probation offices) that were established in 2019/2020 are expected to result in the increased use of progression-oriented measures, including transfer to partial execution of the sentence with electronic monitoring. It is still somewhat early to be able to identify all professional benefits, however a preliminary evaluation of “seamless” units shows increased use of progression and information meetings at end of sentences, and that there is greater motivation for professional development, cooperation and use of expertise across the unit.

In the governance dialogue with the regions, KDI has expressed a clear expectation that there shall be continued efforts to identify and motivate convicted persons who may be candidates for partial execution of the sentence with electronic monitoring, and that this is supported by targets for the number of assessments with the assessment tool BRIK, and information meetings at end of sentence.

Control parameter 3: Proportion of prison days with activity

The activities offered in the prisons, which consist of work, education, programmes and other initiatives, are intended to provide inmates with work training and qualifications, prevent isolation and lay the foundation for a crime-free existence after completing their sentences.



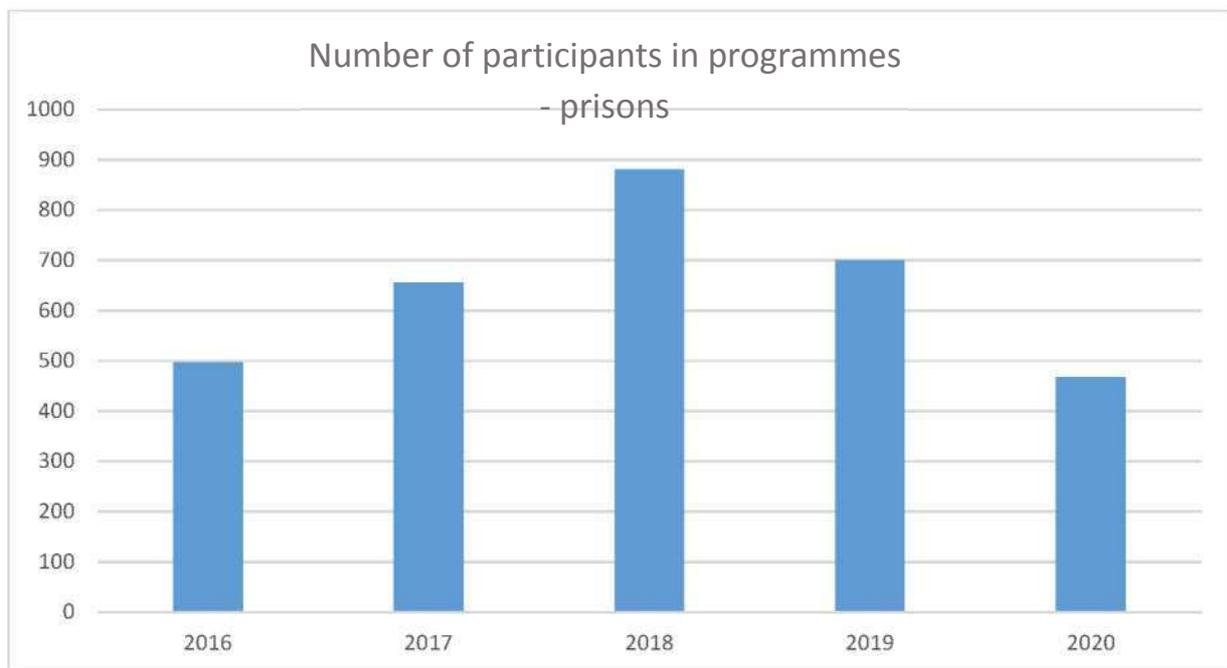
Result:

In 2020, the Norwegian Correctional Service achieved a result of 77 per cent of days with activity.

This percentage is lower than in 2018 and 2019, when the result was 82 per cent for this control parameter. The reason for the decrease was the implementation of necessary infection control measures in connection with COVID-19. In February 2020, the result was 84 per cent of days with activity, and was close to the performance requirement of 85 per cent. After extensive infection control measures were implemented in April, an activation rate of 69 per cent was registered, and this was only 71 per cent in the second four-month period of the year.

Teaching at the prison school normally represents about 20 per cent of days with activity, however in 2020 only 15 per cent of the days with activity were organised by the school. The proportion of prison days registered in the "Other measures" category also increased from 6 per cent last year to 9 per cent this year.

The figure below shows the development in programme activities in the prisons. The figure shows that from 2019 there was a decrease of 232 participants in programme activities in prisons in 2020.



Assessment:

The Norwegian Correctional Service has expended major effort in increasing and adapting the range of activities in response to the infection control regime by using smaller groups and cohorts, and the overall result in the pandemic year was 77 per cent. KDI considers this to be a relatively satisfactory result.

As a result of the 5 per cent decrease in days with activity organised by the prison school in 2020, it is positive that "Other measures", which include recreational activities, group activities and formalised conversations with inmates increased by 3 per cent this year. The increase in "Other measures" has also contributed to better activities being offered to inmates who would otherwise have been isolated. If the prison school had maintained a normal teaching programme, the overall results would have been the same as for the previous two years. This means that the Norwegian Correctional Service contributed a larger proportion of the total activation for this year than previously, while cooperative partners contributed less.

Most of the approved programmes require implementation in groups, and due to there being periods in which all group activities were cancelled as part of infection control measures, it has been difficult to maintain the programme activities at their previous levels. Considering the circumstances, KDI is satisfied that there were 468 participants in the prisons in 2020.

Doubts have previously emerged about the quality of the data that KDI uses as a basis for the assessment of the level of activation in prisons. In 2020, a new circular on activation and registration of activity contributed to more accurate and better quality registration of activity, and more similar practices between prisons. Among other things, specific requirements are set for the content of activities other than work programmes, school and programme activities.

Measures:

Prosjekt tilpasset arbeidsdag (Project Adapted Workday) had the aim of ensuring more and better adapted activities for inmates. The project was carried out from 2016 to 2020 at a total of eight high security prisons, and a relatively low proportion of inmates who were offered activities. In cooperation with recreation managers and the imported services, prison officers participated in activating vulnerable, mentally ill and isolated inmates who were unable to adjust to ordinary work operations and school. The prisons worked systematically with activity plans and weekly schedules for all types of activation, and made optimal use of premises and staffing. There were major variations between prisons in terms of the increase in activation levels, however experiences from the project prisons were generally very good. An evaluation of the project is currently being prepared. In 2021, this evaluation will provide the basis for further development of the activities offered in prisons. This applies both to methods for organising activation, and the use of adapted activities for inmates who are isolated, have mental disorders and/or mild intellectual disabilities, and are unable to function in the ordinary activity programme.

In 2021, activation teams will be established at selected prisons in all regions. These teams shall ensure that there is an activity programme for inmates who cannot participate in the ordinary programme due to, for example, psychological problems.

A number of digitization measures were initiated in 2020 with the intention of streamlining the work that the schools do in the prisons and to contribute to ensuring that inmates receive teaching if infection control measures restrict the school's access to the prisons. In 2020, a remote access solution called Desktop for skole (Desktop for School) was established for teachers, which is the software used by the prison schools. Teachers can now prepare lessons without having to be physically present in the prison. iPads are used for dialogue between teacher and student. In addition, inmates at the youth units were given access to a customized version of *MS teams for education* in order for them to receive closer follow-up and teaching. Furthermore, a preliminary project was initiated in collaboration with Vestland County Municipality and the County Governor in Vestland, which had the aim of establishing and piloting a modern digital platform for schools in the Norwegian Correctional Service.

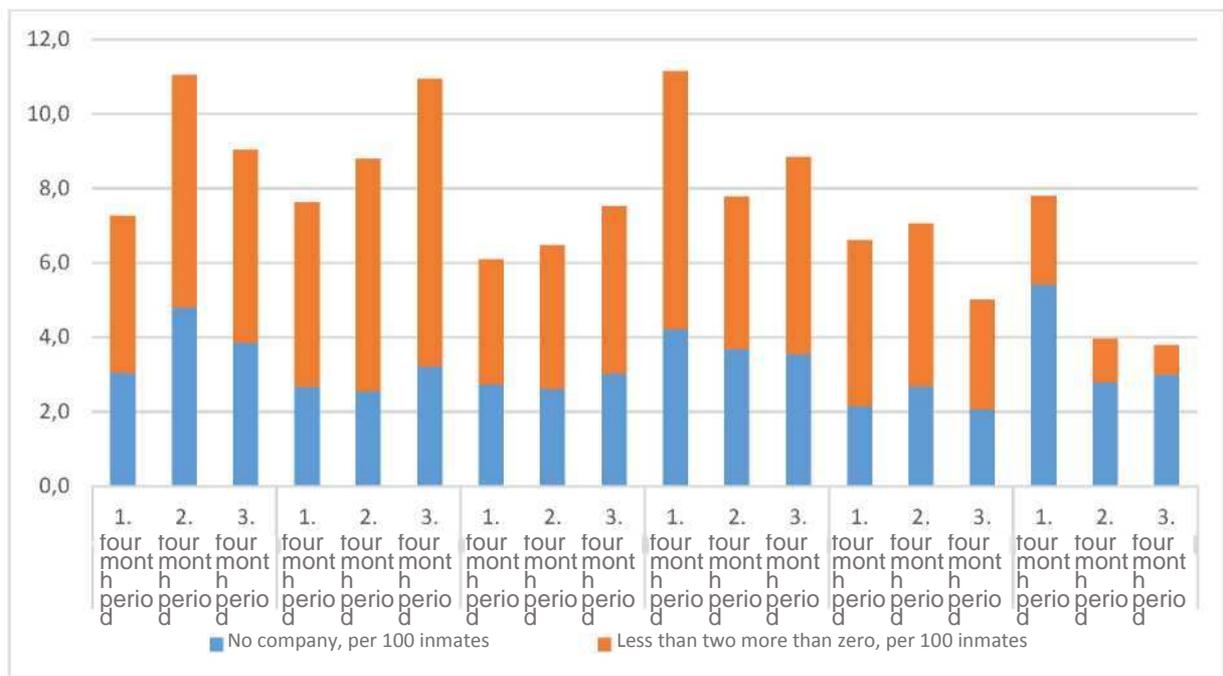
Increased sales of products from work programmes will enable the prisons to increase the level of activity. Therefore, in 2020 KDI continued to work with product development and marketing. The promotional website www.prisonmade.no was launched in September 2020. The website provides a public-friendly presentation of the work programme, what the prisons produce and sell, and the objective of activating inmates. There are plans in 2021 to further develop [prisonmade.no](http://www.prisonmade.no) into an online store for promoting the products produced by the work programme. A revised calculation template has also been prepared for pricing the work programme's products, as well as guidelines for the use of the template. There has also been work targeting product development, not only to

increase sales but also for production from the work programme to provide inmates with skills that are relevant for the workforce after they are released. Preliminary results demonstrate that increased sales have resulted in more jobs in the work programme, particularly within the production of services. The skills used in these activities are in demand in the community.

Control parameter 4: Time out of cell

Isolation of inmates in Norwegian prisons is a major challenge for the Norwegian Correctional Service, both in terms of being able to provide adequate services for the inmates, and in protecting their human rights. The severity of the situation is underlined by the fact that in June 2019 the Parliamentary Ombudsman submitted a Special Report to the Storting on Solitary Confinement and Lack of Human Contact in Norwegian Prisons. The Parliamentary Ombudsman's special report was followed up by the Standing Committee on Scrutiny and Constitutional Affairs, which held an open hearing in January 2020.

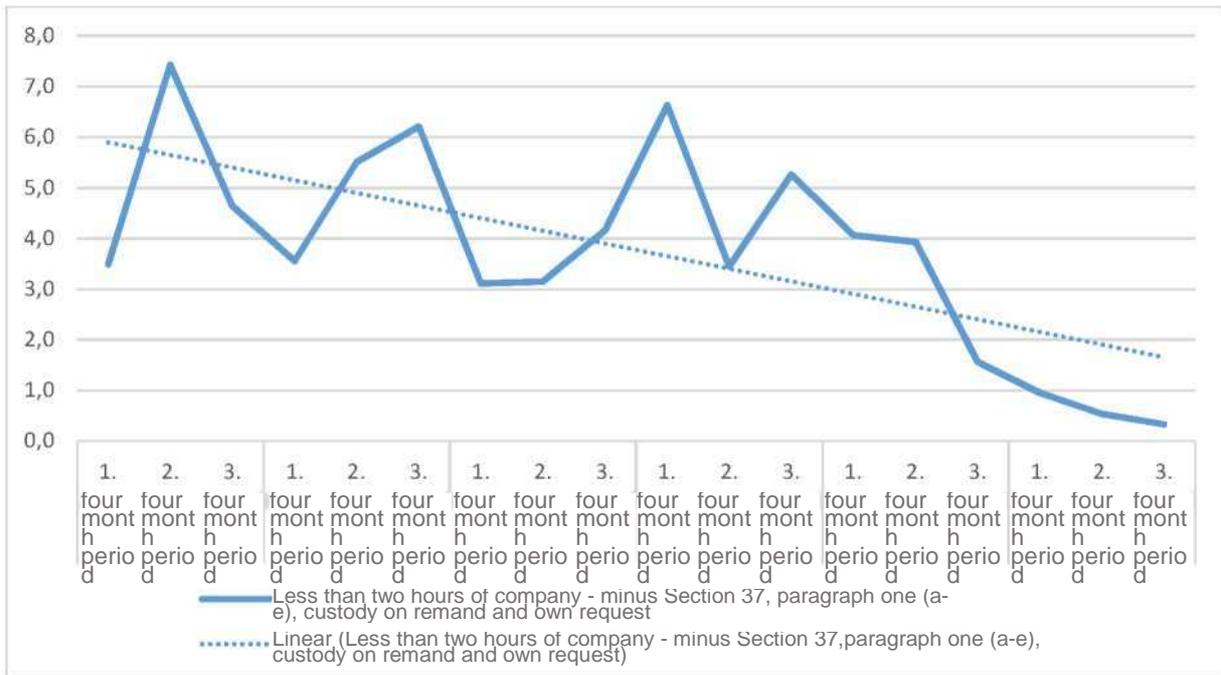
Efforts to reduce the extent of isolation were a high priority for the Norwegian Correctional Service in 2020. The focus was on the group of inmates who have less than two hours of company, which is the legal minimum standard for avoiding complete isolation.



The figure above is based on daily surveys in high security prisons and shows the proportion of inmates with no company and with less than two hours of company with fellow inmates. The proportion without company is fairly stable over time, despite the number of inmates with a high level of security having decreased by approximately 300 in 2020. A clear increase in the first four-month period of 2020 corresponded with the implementation of extensive infection control measures in connection with the outbreak of the pandemic. There was a marked decline in the proportion of inmates who have some company, but less than two hours.

There are various reasons for why inmates do not have company with fellow inmates. Part of the problem lies in the fact that some prison units do not have the areas and staffing levels to ensure that inmates have activation and company. The court can also impose restrictions in connection with committal to custody on remand. The Norwegian Correctional Service may also hand down a decision to exclude pursuant to Section 37, paragraph one (a-e) of the Norwegian Execution of Sentences Act, which authorises, among other things, exclusion to prevent criminal acts and to

maintain peace, order and security. There are also some inmates who themselves choose to isolate. It was also necessary in 2020 to completely exclude inmates from other inmates in connection with quarantine measures to prevent the spread of COVID-19.



The figure above shows the development in the proportion of inmates at high security prisons with less than two hours of company, adjusted for the number of inmates excluded pursuant to Section 37, paragraph one of the Execution of Sentences Act, the number of inmates excluded on the basis of custody on remand restrictions, the number of inmates excluded on the basis of quarantine regulations, and the number of inmates excluded at their own request. The remaining inmates who have less than two hours of company therefore make up approximately 0.6 per cent of the total number of inmates in high security prisons.



The figure above shows the development in the number of inmates with a high level of security with less than eight hours of company. In 2020, this included an average of approximately 850 inmates. The figure also shows the proportion of the total number of inmates in prisons with a high level of security (measured per 100 inmates) who have less than eight hours of company. Despite the fact that a number of measures have been implemented, the proportion remains relatively constant.

Assessment:

It is positive that the daily surveys show a decrease in the number of inmates with less than two hours of company. KDI considers it to be particularly positive that the decrease is barely noticeable if one removes the number of inmates excluded for security reasons, due to COVID-19, custody on remand restrictions and at the inmates' own request. One factor that has played a part in this development is the decrease in the number of inmates in prisons with a high level of security. A somewhat lower occupancy rate has enabled prison authorities to avoid using prison spaces in units that do not have communal areas. In recent years, a large number of places in prisons with a high level of security have also been replaced with places in new prison buildings which were constructed with the aim of ensuring that all inmates are offered activation and company. Finally, a higher level of awareness about the issue of isolation and targeted work at all levels of the Service are assumed to have made a positive contribution.

Another positive finding is that, in the most recent daily survey, a formal decision was made in all cases. This is an important step towards improving the legal rights of inmates.

However, the extent of isolation still poses a major challenge for the Norwegian Correctional Service. Isolation causes inmates to suffer psychological harm, and makes it difficult for the Norwegian Correctional Service to prepare inmates for a life free of crime following their release. Despite the measures that have been initiated, there has been no reduction in the number of inmates who have less than eight hours of daily company. The statistics also show that there are particular challenges associated with providing company on the weekends.

Measures:

In 2019, KDI prepared a report in which the mandate was to draft measures to reduce the extent of isolation and the harmful effects of isolation. Among other things, the action plan resulting from this report includes the development and implementation of new regulations, the development of common terminology, and the development of new management information, training and follow-up of inmates who are isolated.

The following is an overview of measures that were implemented in 2020:

In September 2019, KDI commenced a consultation process at the Norwegian Correctional Service for proposed amendments to the guidelines to the Execution of Sentences Act, as well as proposals for possible amendments to the Execution of Sentences Act and associated regulations. Based on input in connection with the consultation process, KDI submitted a proposal to the Ministry of Justice and Public Security in April 2020 which contained certain amendments to the Execution of Sentences Act that will contribute to reducing the use of isolation and increase opportunities for prison inmates to have company.

KDI has investigated the financial and administrative consequences of introducing rules for a minimum of two hours of meaningful human contact every day, as well as rules for eight, ten and twelve hours of company per day. On assignment from KDI, Oslo Economics has investigated the alternative costs of establishing a standardised time out of cell of eight hours, as well as ensuring two hours of daily, meaningful human contact for all inmates.

Management in this area has been strengthened by the establishment of new governance parameters, clarification of regulations and follow-up through registration of non-conformity. Examples include the introduction of monthly daily surveys, introduction of a requirement for the agenda in prisons to include a minimum of two hours of company for all prisoners, and the preparation of monthly national statistics on the extent of isolation. A coordination group has also been established with permanent representatives from all regions and KRUS, in addition to interdisciplinary regional isolation teams that follow up how the regulations are implemented in practice and the organisation of isolation-reducing measures at the local level.

KDI has also implemented measures to strengthen competence and raise awareness of the problem. These measures include holding a conference in collaboration with KRUS, preparing a multi-lingual information leaflet for isolated inmates, next-of-kin and staff, introducing a dedicated subject on isolation as part of prison officer training, and the assessment of an online course on the Mandela Rules, which is intended to be used in the basic and further education and training at KRUS.

In 2020, KDI held meetings with the Parliamentary Ombudsman and the Norwegian National Human Rights Institution on the issue of isolation. The Directorate has also prepared a comprehensive compilation of recommendations from the Parliamentary Ombudsman's Preventive Unit, and the regions have been issued with specific guidelines for conducting inspections based on recommendations from the Preventive Unit.

Finally, it is noted that measures to combat isolation were prioritised when allocating funds to voluntary and non-profit organisations through Item 70 of the national budget.

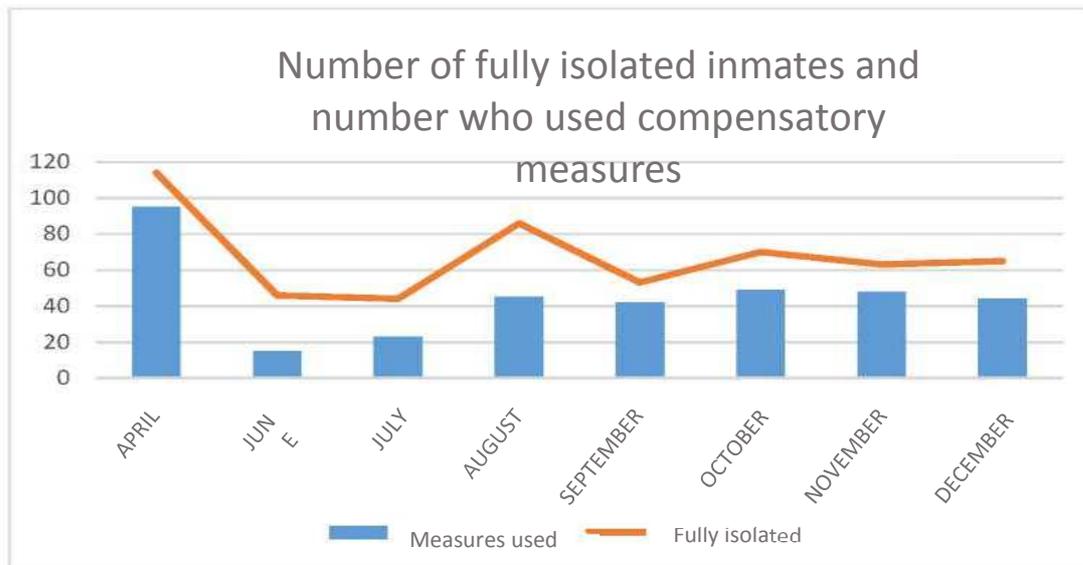
Planned measures for 2021:

In 2021, a key measure will be the further development of the activation programme for inmates, based on experiences from *Project Adapted Workday*. Furthermore, KDI has high expectations for the effect of the resource team that is to be established at Bredtveit Prison and Detention Centre, as well as for activation teams at Oslo, Romerike, Ringerike, Bergen, Åna and Trondheim prisons. Improving the provision of psychiatric health care to inmates through the establishment of an area function for the specialist health service in prisons is expected to reach more vulnerable inmates who are now isolated, often at their own request. In connection with this, it is noted that *the Prison Health Guide* shall be revised in cooperation with the Norwegian Directorate of Health. There is a general need to better utilise staffing resources, and in 2021 KDI will strengthen its expertise in shift planning within the Directorate as a first step in the work of negotiating shifts that contribute to staff having an increased presence at the times when isolation is at its greatest. KDI will also conduct quality assurance of previous calculations of costs associated with necessary improvements to communal areas in prisons. Another focus area will be to establish closer cooperation with NGOs. With regard to the further development of regulations, it is noted that KDI will prepare proposed regulations for prison buildings, and the introduction of provisions relating to maximum time spent at reception centres in the prisons. The isolation situation will also be a key topic in the governance dialogue between KDI and the regions in 2021.

These measures are expected to reduce the scope of isolation to some extent, however lasting and significant change in the situation will require changes to prison buildings and increased staffing levels that are far beyond what can be covered by the Norwegian Correctional Service's current budget framework. This assessment is supported by the evaluation that was recently carried out by Oslo Economics on behalf of KDI, which assessed alternative costs by establishing a standardised time out of cell of eight hours, as well as ensuring a minimum of two hours of meaningful daily, interpersonal contact for all inmates. Therefore, the conclusion is that implementing this within the current budget framework would have a significant negative impact on the ability of the Norwegian Correctional Service to achieve its objectives in other areas.

Control parameter 5: Offer of measures to reduce isolation

In 2020, KDI carried out daily surveys of the extent of measures to reduce isolation. These were measures that were implemented for inmates who had absolutely no company, including inmates who had been quarantined to prevent the spread of COVID-19, to reduce the harmful effects of isolation. Among other things, the services include conversations with staff at the Norwegian Correctional Service, staff at cooperating agencies, the offer of conversations via telephone or tablet, and recreational activities.



The figure above provides an overview of the extent to which isolated inmates made use of measures to reduce isolation. For example, the daily survey conducted in September shows that there were 53 inmates who had absolutely no company on the day in question, 42 of whom participated in measures to reduce isolation. Participation in these measures is voluntary, and KDI does not have data on the number of inmates who may have declined the offer. On average, each of the inmates in question used these measures for about 100 minutes per day.

Data from the daily surveys corresponds to data from activation programmes in the form of "Other measures". These measures are focussed on inmates who, for various reasons, cannot make use of the regular activation programme, and who would otherwise have been isolated. As stated above, an increase in the use of "Other measures" has been registered.

Assessment:

In 2020, the Norwegian Correctional Service worked purposefully towards ensuring that inmates who are completely isolated are offered measures to reduce isolation. As a result, a substantial proportion of completely isolated inmates participated in these types of measures. In 2021, further work must be done to ensure that all isolated inmates are offered this service.

Measures:

In 2020, activation teams were operating at Ringerike Prison and Romerike Prison. Among other things, the activation teams consist of prison officers, works officers and occupational therapists, and they work in close cooperation with the health services and other collaborative partners in the prisons. The purpose of the activation teams is to prevent isolation and offer activation to inmates who are not offered ordinary activation in the work programmes or school, or who are not able to participate in the standard programme. This includes both inmates who have been excluded by the courts or the Norwegian Correctional Service, and inmates who isolate themselves due to mental disorders or mild intellectual disabilities, or who have other reasons for avoiding the company of others.

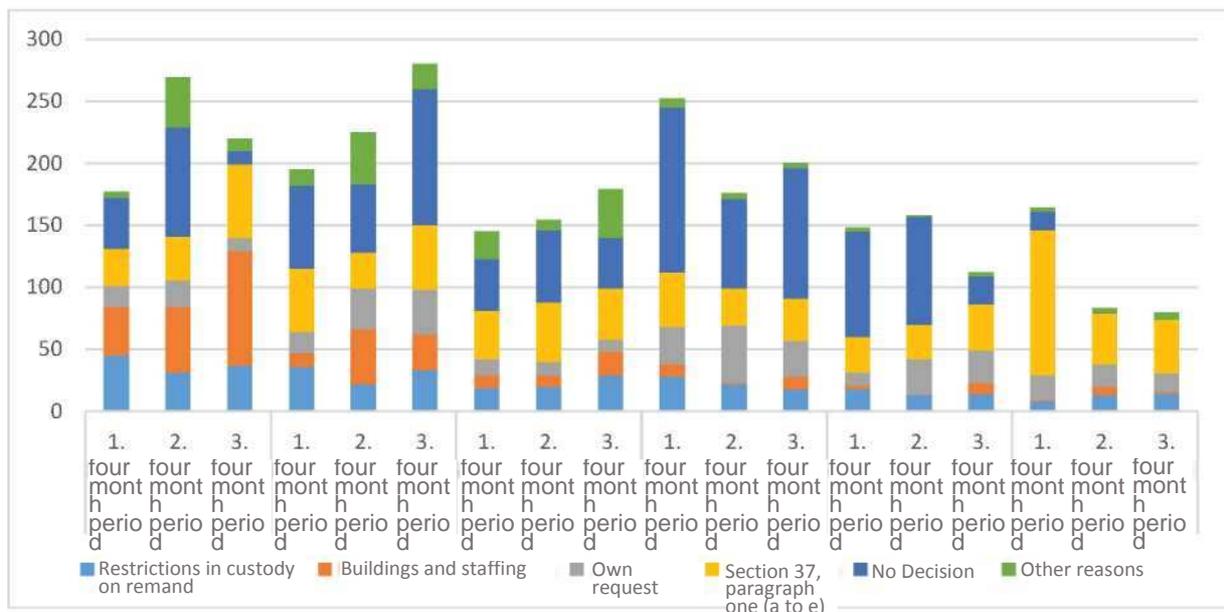
Experience shows that the activation teams offer suitable measures to the target group for reducing isolation, which includes group activities, physical activity and recreational activities. In the case of Ringerike Prison it is noted that the number of violent and threatening incidents decreased after the establishment of the activation team. Furthermore, the team's work is considered to have had a direct impact on the use of security cells. In 2021, activation teams will be established at selected prisons in all regions. KDI expects that this will contribute to increasing

the proportion of isolated inmates who are offered measures to reduce isolation.

KDI has now set the requirement that the prisons have to prepare a weekly plan for all inmates who are excluded from company. The weekly plan is intended to ensure that excluded inmates are offered at least two hours of meaningful human contact each day. A system for registering non-conformity has been created, and any non-conformity will be followed up in the management dialogue.

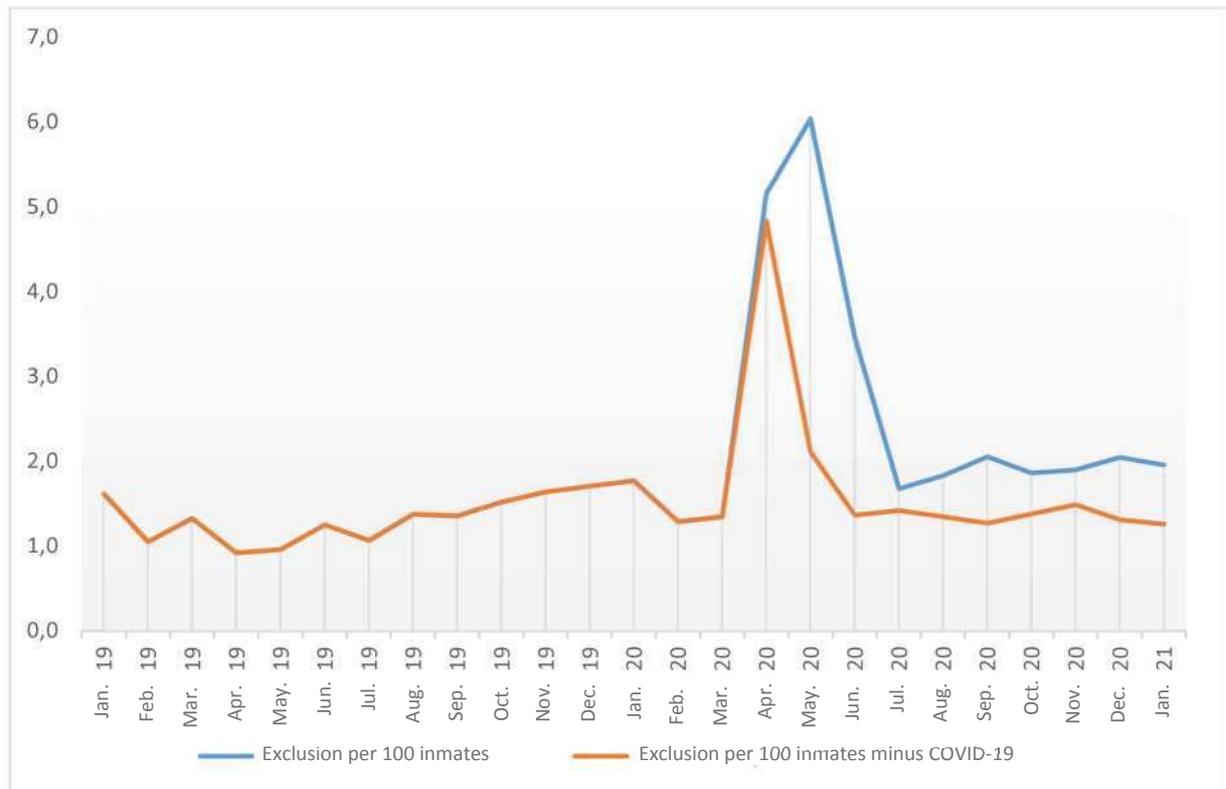
Exclusion from company, use of security cells and restraining beds, and use of other coercive measures

KDI closely monitors the extent of exclusion from company, including through regular daily surveys and monitoring of manual registrations of exclusion in the Norwegian Correctional Service’s offender management system (KOMPIS). At the start of each month, the Directorate publishes the number of exclusions implemented in the past month, both for inmates remanded in custody and convicted inmates, and the number of completely excluded inmates, on the final day of each month, divided according to the reason for exclusion. In connection with this, a separate reason has also been established in the Norwegian Correctional Service’s Offender Management System for registering isolation as a result of COVID-19. KDI also publishes the results of the daily surveys.

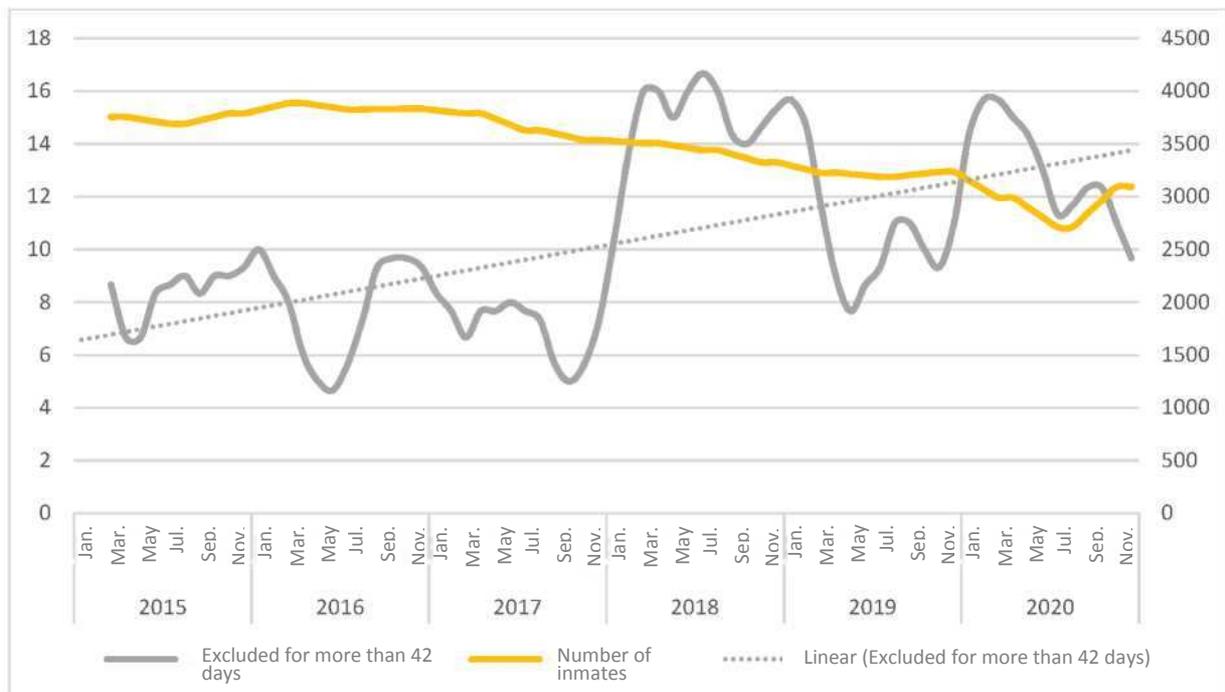


The figure above shows the number of excluded inmates in prisons with a high level of security, divided according to the reason for exclusion. The data is based on daily surveys. The figure also shows that there was a decrease in the number of exclusions in 2020. KDI is pleased with this development, especially given that it has been necessary to use exclusions as part of the infection control measures during the pandemic. KDI also considers it positive that the Service has followed up on management signals that decisions must be handed down in all cases where inmates are excluded. The most recent daily surveys conducted in 2020 revealed no cases of inmates having been excluded without a decision having been handed down. Furthermore, exclusions due to building and staffing reasons have been significantly reduced. This is part of a trend that started in 2017, and is assumed to be related to the decrease in the number of inmates in prisons with a high level of security. The extent of isolation on the basis of court decisions in rulings relating to custody on remand has also been reduced. This is probably due to a decrease in the number of people being placed in custody on remand during the pandemic. The category "Other reasons" includes exclusions due to illness.

The largest category applies to exclusions pursuant to Section 37, paragraph one of the Execution of Sentences Act, which also includes exclusions as a result of COVID-19.



The figure above shows the proportion of exclusions per 100 inmates in the last two years. It shows that the level remained relatively stable until March 2020. As a measure to prevent the spread of COVID-19 in the prisons, during the initial phase of the pandemic all new inmates were excluded in quarantine. This resulted in a sharp increase in the number of exclusions. Following a change in practice, there are now no routine exclusions of new inmates, and an individual assessment is made. The chart shows that this resulted in a marked reduction in the number of exclusions, however it also shows that exclusions effectuated to prevent the spread of COVID-19 caused the proportion of exclusions to be at a higher level than before.



The figure above provides an overview of the development in long-term exclusions (defined as exclusions of more than 42 days). In 2020, an average of 13 exclusions with a duration of more than 42 days were registered per month. This means that there was a slight increase in the number of long-term exclusions from 2019, when there was an average of 11 long-term exclusions per month.

A substantial proportion of exclusions that had a duration of more than 42 days were at the inmates' own request. At the end of 2020, five out of eight decisions concerning long-term exclusions applied to inmates who themselves requested to be excluded from fellow inmates. Five of the eight were remanded in custody, two were serving sentences of preventive detention, and one was serving an unconditional prison sentence.

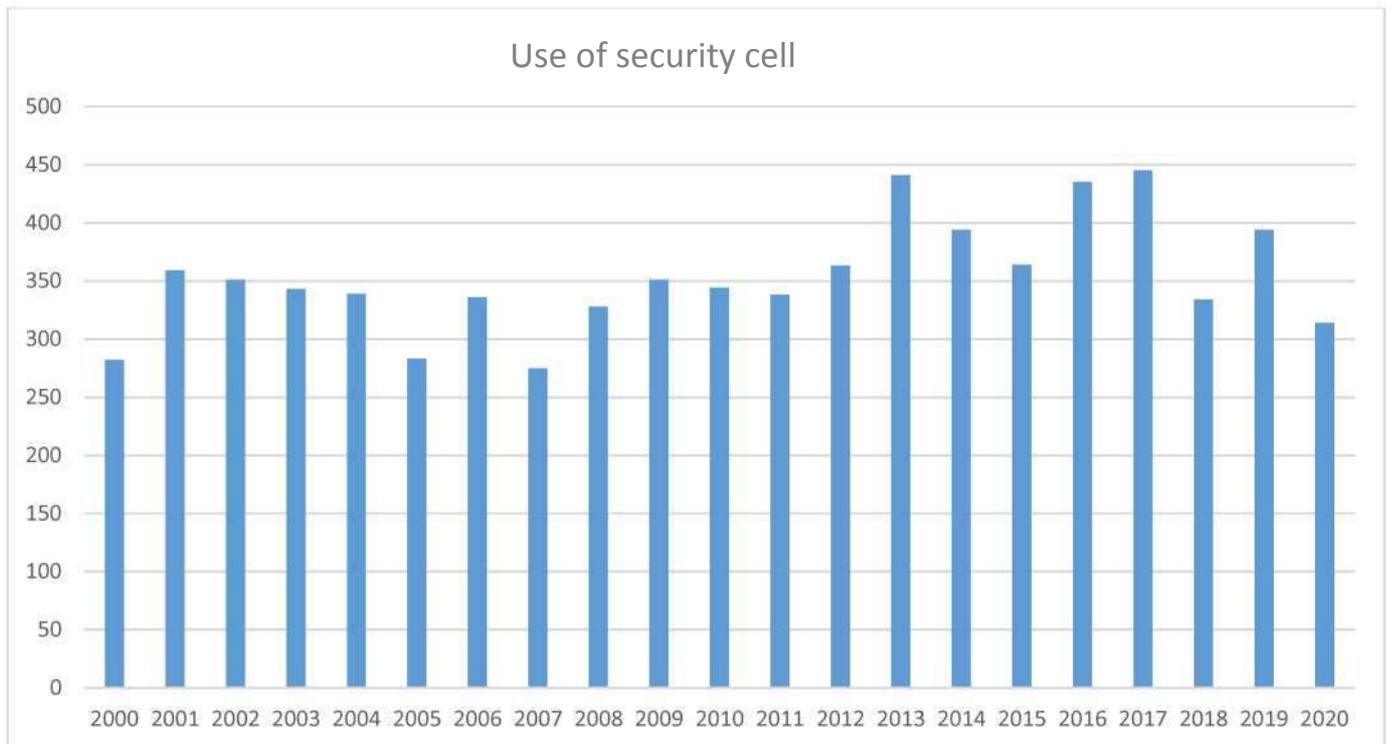
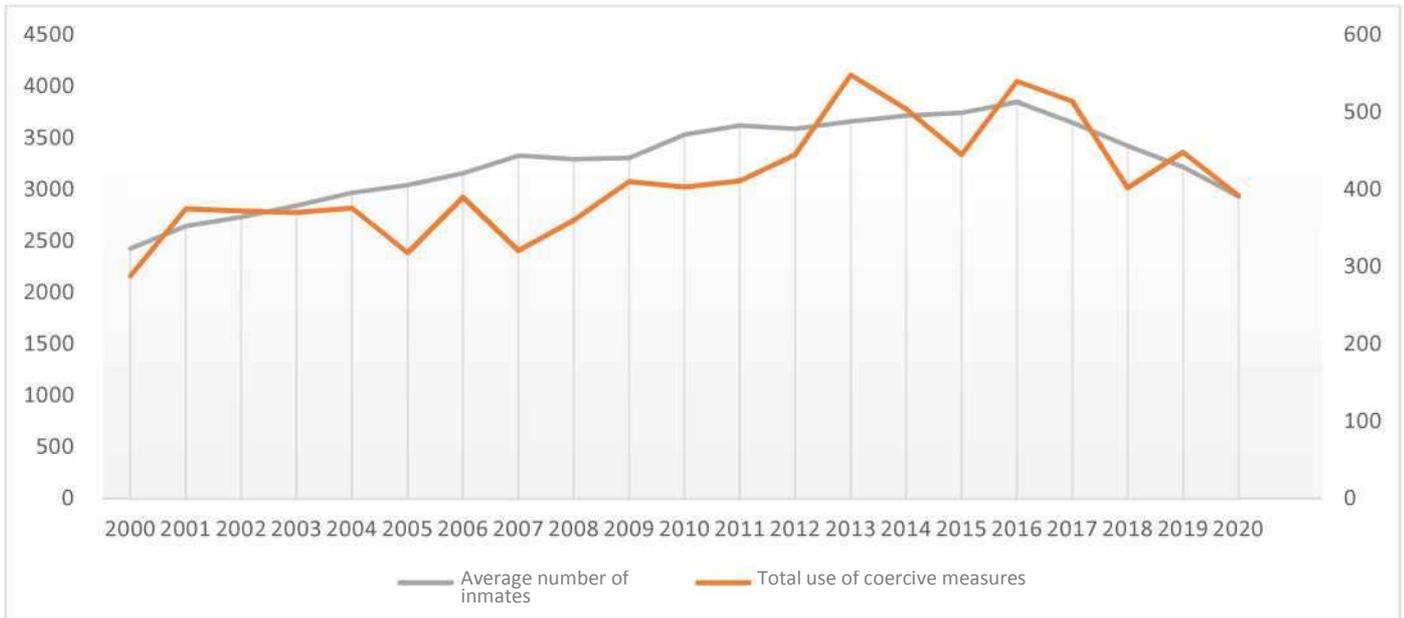
The statistics show that, on average, inmates who are excluded at their own request generate longer periods of exclusion than inmates who are excluded due to factors relating to peace, order and security. Exclusions of more than 42 days constitute only one per cent of exclusions, but around 40 per cent of the total number of hours of exclusion. This therefore involves a small but very demanding group, and experience often shows that this group exhibits behaviour compatible with mental disorders.

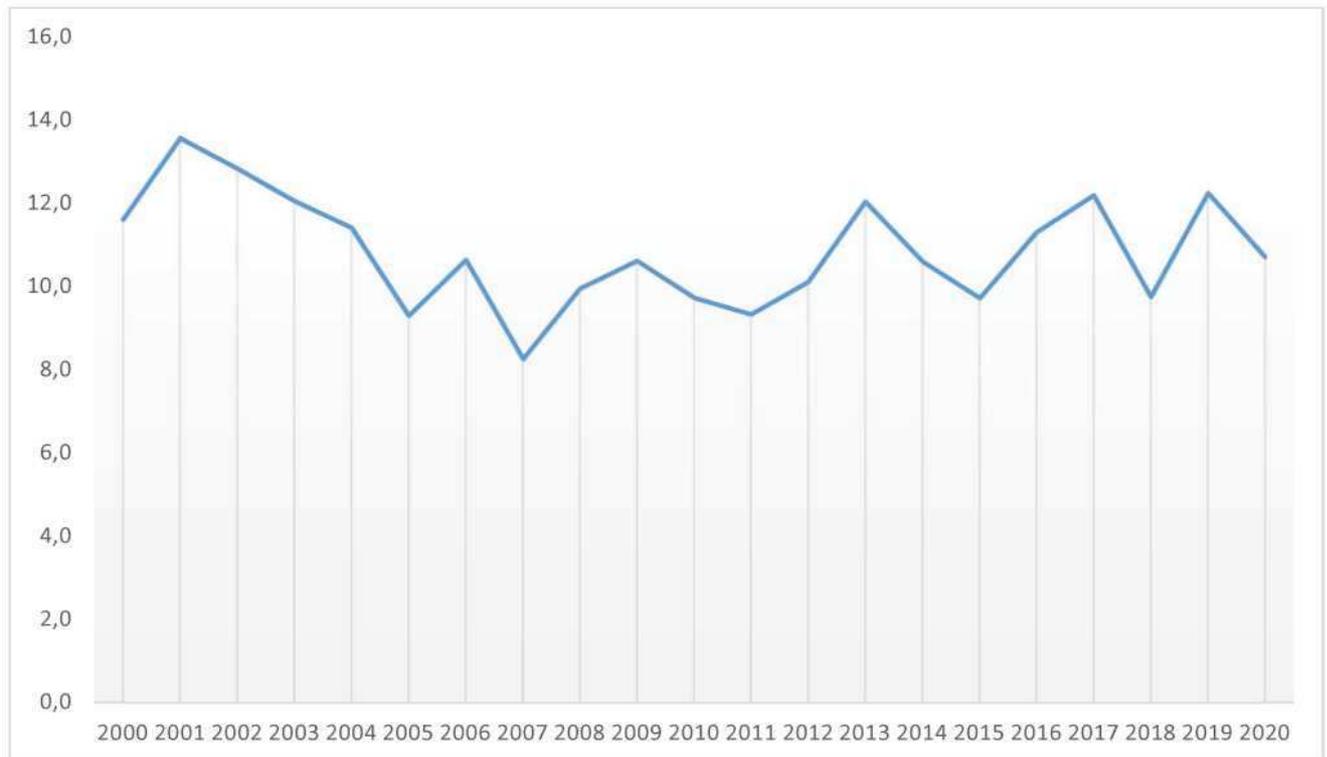
In its ongoing efforts to reduce the extent of isolation, KDI also considers it important to maintain a particular focus on the group of inmates who themselves request to be excluded from company. KDI also expects that establishing area functions for specialist psychiatric health services in all prisons will reveal more inmates who are in this group.

Year	Security cell	Restraining bed	Gas	Pepper spray	Baton	Shield
1998	292	14	2		0	
1999	302	18	1		0	
2000	282	6	0		0	
2001	359	16	0		0	
2002	351	21	0		0	
2003	343	21	0		0	6
2004	339	15	4		0	18
2005	283	15	2		1	17
2006	336	16	3		5	30
2007	275	15	0		1	30
2008	328	10	2		0	20
2009	351	15	6		1	37
2010	344	5	7		3	44
2011	338	8	10		6	49
2012	363	12	5		3	62
2013	441	8	13		7	79
2014	394	17	9		21	63
2015	364	11	7		9	54
2016	435	10	14		5	76
2017	445	14	18		7	30
2018	334	13	16		1	38
2019	394	9	6		4	35
2020	314	17	11	21	0	29

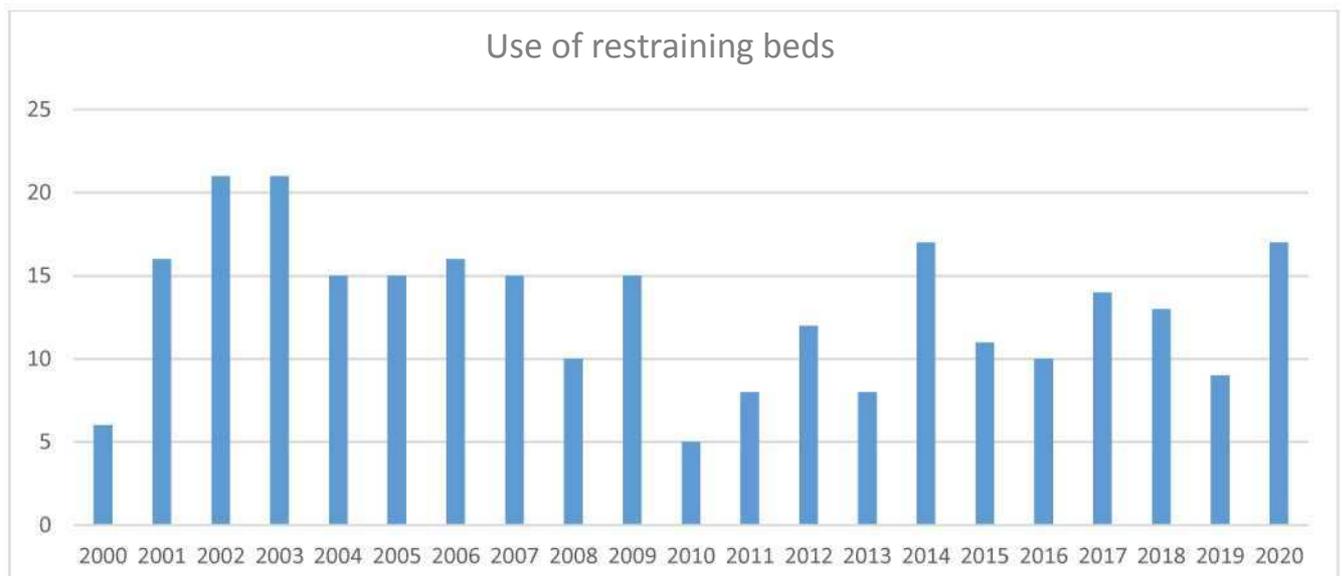
The table above provides an overview of the use of coercive measures, including the use of restraining beds and security cells. The Norwegian Correctional Service started using pepper spray in 2020.

The figure below shows the development in the use of all forms of coercive measures, compared with the development in the average number of inmates. The graph above shows the use of security cells. In 2020, the number of instances in which security cells were used was at its lowest since 2007.





The graph above shows the use of security cells, measured per 100 inmates in prisons with a high level of security. Over the past ten years, the level has been between approximately 10 and 12 instances per 100 inmates. In 2020, 10.7 security cell incarcerations per 100 inmates were registered.



The use of restraining beds increased from 2019 to 2020. It is noted here that the numbers are small and that percentages will appear high when changes occur, and that individual inmates are responsible for multiple decisions concerning the use of restraining beds. Restraining beds were used at six prisons in 2020.

In 2020, the State reached a settlement with a former inmate at Bredveit Prison and Detention Centre who had been subjected to degrading treatment in connection with the use of a restraining bed. In addition, the Parliamentary Ombudsman published a report in 2020 on the use of restraining beds in Norwegian prisons, which recommended that use of these be abolished.

Based on the Parliamentary Ombudsman's recommendations, KDI has commenced work to investigate the possibility of abolishing restraining beds as a coercive measure used by the Norwegian Correctional Service, and to assess whether persons of risk can be treated in a more humane manner. In connection with this, KDI will investigate the possibilities of designing security cells in a manner that will make restraining beds redundant as a coercive measure for preventing serious self-harm/ suicide.

Management of the Directorate Committee for the Reintegration Strategy

KDI chairs the Directorate Committee for Reintegration, a coordinating body that ensures the coordinated follow-up of the *National strategy for coordinated reintegration after served sentences (2017-2021)*.

In order to prevent there being backslide zones between prison and the community, the directorates cooperate on the regulatory design and development of digital services. In 2020, in cooperation with the County Governor of Vestland, KDI worked on a review of Circular G1/2008 (circular on administrative cooperation between the educational sector and the Norwegian Correctional Service). The Norwegian Labour and Welfare Directorate (AVDir) and KDI are working with a circular/guide for clarifying responsibilities between NAV and the Norwegian Correctional Service and KDI/Norwegian Directorate of Health (Hdir) are in talks with the Ministry of Justice and Public Security and Ministry of Health and Care Services regarding the need for a review of Circular G-8/2006 *Co-operation between the municipal health service, specialist health service, municipal social service and Norwegian Correctional Service on drug-dependent inmates and convicted persons*.

In 2020, the County Governor of Vestland and KDI established a project for the digitization of the school programme within the Norwegian Correctional Service. Together with the health authorities, KDI is working on establishing an area function for mental health care and specialised interdisciplinary substance abuse treatment which ensures that there are permanent local services in all prisons. Reference is also made to the more detailed discussions of several of the measures in other parts in the annual report.

Enclosed is the *Joint status report from the Directorate Committee to the Reintegration Committee 2020*, which provides a comprehensive overview of the Directorate Committee's work.

Assessment of inmates' care needs

The Norwegian Directorate of Health and KDI have tasked the Centre for Care Research with conducting a study on the care needs of the inmates. The study will include inmates with physical disabilities, mild intellectual disabilities, and inmates with mental disorders who cannot care for themselves. The study shall form the knowledge base for determining a clearer interface between the responsibilities of the health and care services and the Norwegian Correctional Service when following up inmates who require care services and practical assistance. The Centre for Care Research is conducting in-depth studies in two prisons and is also carrying out a questback in all of the country's prisons regarding the care needs of inmates. The assignment will be concluded in June 2021.

Implementation of the Housing for Welfare (2014-2020) strategy

In 2020, KDI provided considerable resources in the collaboration with the welfare directorates covered by the strategy. The priority measure was a collaboration to establish work processes for being able to provide comprehensive housing and follow-up services for people with substance abuse addictions and mental disorders without a home, or who are at risk of losing their home, as well as suitable housing for disadvantaged families.

Together with the other directorates, KDI is represented on the editorial board that develops the website *veiviseren.no*. *veiviseren.no* provides practical guidance in connection with strategic and operational social housing work, and is primarily aimed at the municipalities, however is also relevant for the Norwegian Correctional Service and other administrative bodies. It describes work processes in the social housing work carried out by relevant service providers, and describes the routines of the Norwegian Correctional Service at the prisons, probation offices and in preventive detention. It also describes the different forms in which sentences can be executed. *veiviseren.no* had 282,600 views in 2020. The website will be further developed and continued, and KDI will also contribute resources in 2021.

veiviseren.no has provided support for the development of the Norwegian Correctional Service's website *Tilbakeforing.no* which was established in 2018. Among other things, the focus in 2021 will be on how the Norwegian Correctional Service can inform the municipalities of the needs that released inmates will have when they are returned to the community.

Oslo Economics evaluated the strategy in 2020 and among their findings was that the living situation for people with substance abuse problems and/or mental disorders generally improved during the strategy period. In the case of young disadvantaged people, available statistics show that there has been an increase in the use of temporary housing services for this group. The Norwegian Institute for Research on Youth, Welfare and Aging (NOVA) conducted an assessment of the homeless in prisons and probation offices in autumn 2020. A report will be published in spring 2021.

Implementation of measures under the parental support strategy

The Norwegian Directorate of Correctional Service is responsible for assessing/implementing the following three measures in the *Safe parents - safe children* strategy. *The Government's strategy for parental support (2018 - 2021)*:

Measure 19 - The "Pappa Programme" adapted for mothers in prison

The University College of the Norwegian Correctional Service (KRUS) has been tasked with developing a "Mamma Programme". A partnership has been established with the Church City Mission (Kirkens Bymisjon) and the work is scheduled for completion in spring 2021.

Measure 22 - Cooperation between the Norwegian Correctional Service and family counselling offices in connection with parental support shall be considered

In 2020, KDI and the Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) entered into a partnership to further assess how the services offered by the family welfare service can be more accessible to inmates and convicted persons, and has the aim of enabling the child to be looked after as best as possible both during and after the mother/father has served his/her sentence. In 2021, a survey will be conducted at the Norwegian Correctional Service to assess the need for family conversations.

KDI is of the view that the measures under the strategy will assist inmates and convicted persons in being better equipped to establish and maintain positive relationships with family and others, which, according to research, is something that will reduce the risk of recidivism

Establishment of reinforced communal section at Ila Prison and Detention Centre

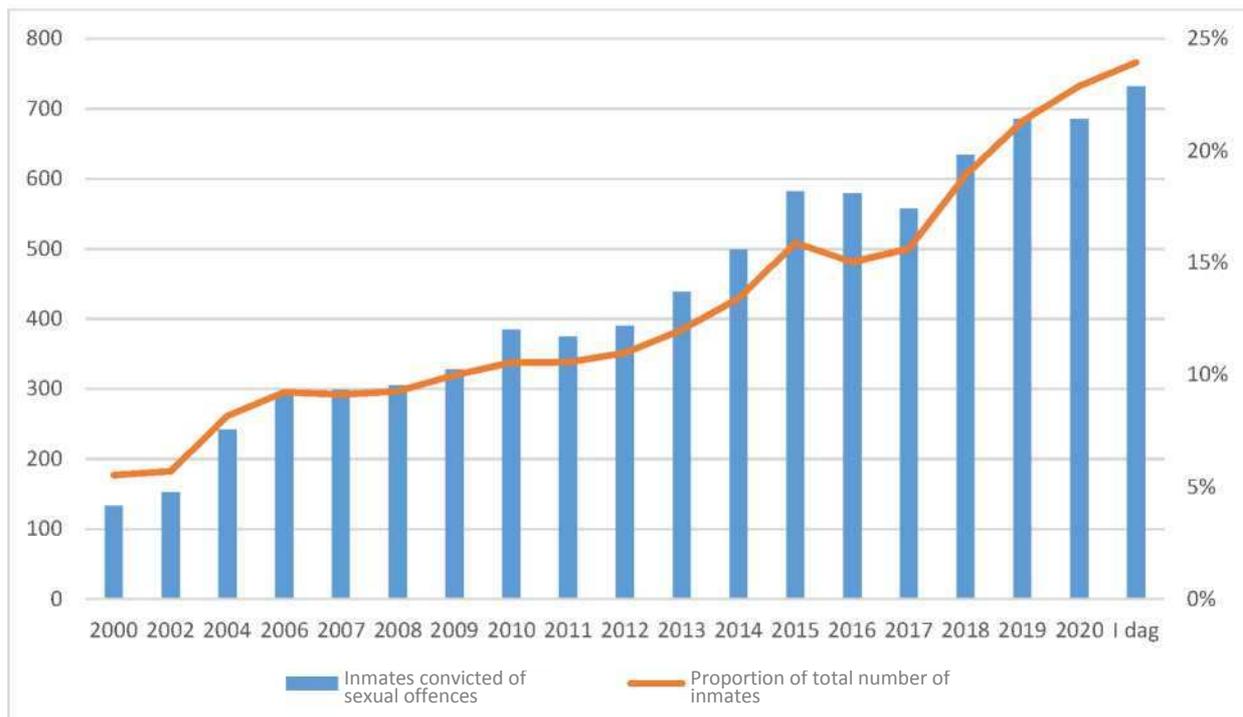
The National Reinforced Communal Section at Ila Prison and Detention Centre was opened at temporary premises on 2 January 2020. The section will provide a service to mentally ill inmates who may pose a risk to themselves and others, and who have therefore been isolated for an extended period. The objective is to create a section that prevents isolation and the subsequent harmful effects, as well as to enable individual inmates to serve their sentences in a dignified and meaningful manner. The section will have capacity for six inmates, and will be a national service for inmates who meet the acceptance criteria. Acceptance criteria and application procedures have been prepared and sent to all prison units in the country.

The South-Eastern Norway Regional Health Authority (Helse Sør-Øst RHF) will provide health personnel, and hired two employees to work in management and administration in 2020. Recruitment of health personnel to serve in the section is now underway. The Norwegian Correctional Service had its staff in place at the section during all of 2020.

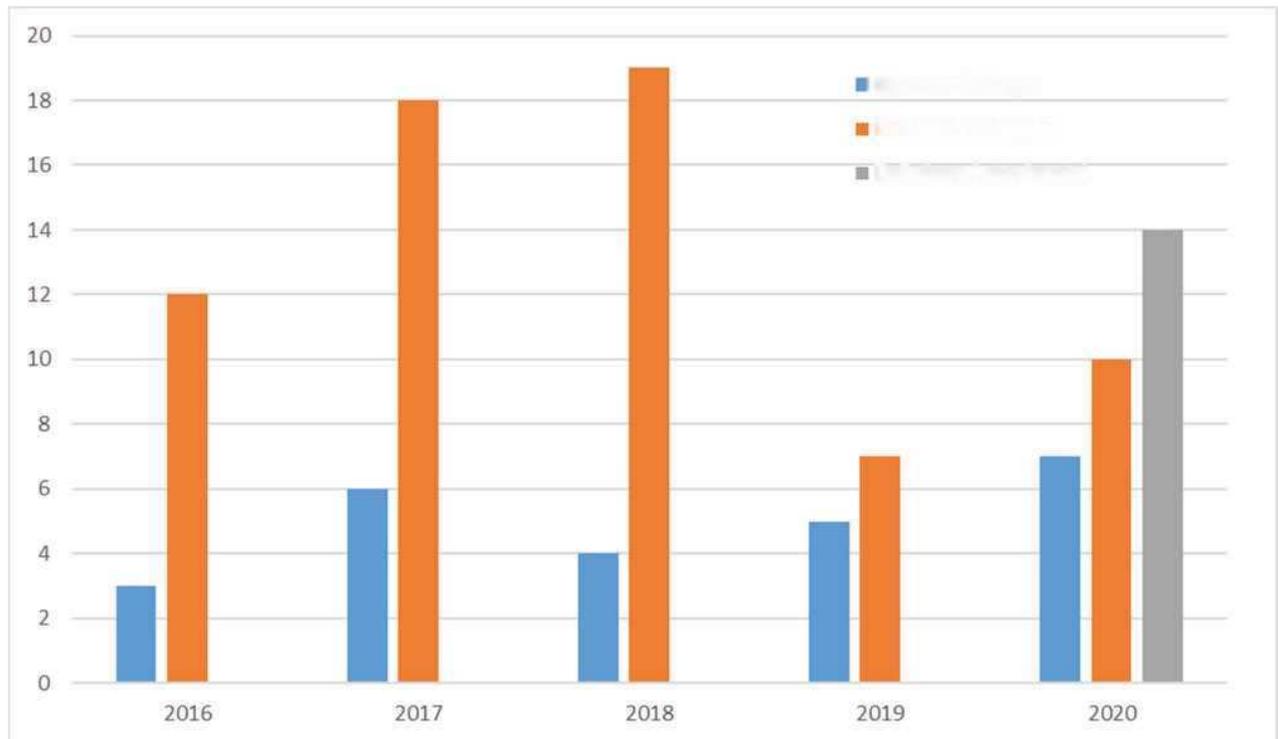
The section had four inmates for most of 2020. This is considered a maximum figure during the initial period and before health personnel are in place. The specialist content and relevant forms of approach have been established in good and constructive cooperation between the Norwegian Correctional Service and the health services.

The plan is to locate the National Reinforced Communal Section in a new building at Ila Prison and Detention Centre. Statsbygg has announced a competitive tender process for this building, which will be constructed at the same time as technical rehabilitation work is carried out at the prison. The building will be used when the rehabilitation project has been completed. The specific date for this has yet to be determined, however will most probably be in the first half of 2023.

Nationwide service for inmates convicted of sexual offences



The figure above shows the development in the number of prison inmates convicted of sexual offences. The axis on the right shows the development as a percentage of the total number of inmates, while the axis on the left shows the development in absolute numbers. BASIS (Treatment of sexual related offences in the specialist health services) was rolled out nationwide in 2020. BASIS is a voluntary treatment programme offered to convicted persons who are assumed to be at a greater risk of recidivism due to their case history. The treatment takes place at 11 selected prisons, and is completed under the direction of the probation offices in the instances in which convicted persons are released on probation before the necessary treatment is completed. During 2020, the Norwegian Correctional Service assessed almost all inmates convicted of sexual offences in the prisons. In instances in which the result indicated an elevated risk of recidivism, this led to a referral for further assessment and treatment. This treatment process has now commenced at all treatment units and new assessments and reviews are taking place on an ongoing basis.



Treatment in BASIS or other treatment by the specialist health service is only suitable for convicted persons who are at a higher risk of committing new sexual offences. Medium or lower risk cases must be handled by the Norwegian Correctional Service. It is therefore of vital importance that the Norwegian Correctional Service can offer various cognitive programs, discussion groups and other services that are focussed on this group. The figure above provides an overview of activities in this area in recent years. It is positive that a service was established in 2020 for those in the target group who are serving their sentences in the community, however, KDI generally considers there to be a need to improve the service. This particularly applies to young offenders who have either been convicted of sexual offences or have shown deviant sexual behaviour.

In 2021, KDI will finalise a strategy for the work with people who have been convicted of sexual offences.

Measures for following up inmates with mental disorders and/or substance abuse problems

Inmates and convicted persons have a higher frequency of mental disorders and substance abuse problems. This was demonstrated in a nationwide representative survey of convicted persons in Norwegian prisons that was conducted by the *Competence Centre for Security, Prison and Forensic Psychiatry for South-Eastern Norway Regional Health Authority (Helse Sør-Øst)* (Cramer 2014). An entire 92 per cent of the sample had signs of mental disorder. The survey suggests that lifetime rates of mental disorders among inmates are also far higher than in the general population. The survey showed that:

- 73 per cent had a personality disorder
- 42 per cent had an anxiety disorder
- 23 per cent had a depressive disorder
- 18 per cent had ADHD
- 3.3 per cent had experienced symptoms consistent with ongoing psychosis
- 12 per cent of the sample were diagnosed with one or more risk factors for suicide

The findings are consistent with findings from equivalent surveys of prison inmates conducted in other countries.

In 2020, KRUS published the report *"Inmates with intellectual disabilities - a descriptive examination of the work of various agencies with identification and facilitation"*. The report states that an estimate of 10 per cent of inmates in Norwegian prisons being intellectually disabled appears reasonable based on available knowledge. The review of the literature suggests that people with intellectual disabilities have a higher prevalence of mental disorders, but that the intellectual disability may mask the mental disorders.

The higher prevalence of mental disorders among the inmate population is a contributing factor to the isolation problem in prisons, especially the instances in which inmates are excluded over a long period. Experience shows that the mental health status of inmates is also the reason for a large proportion of incidents involving violence and threats, both against staff and fellow inmates. In order to prevent instances such as serious personal injury, the Norwegian Correctional Service can initiate the use of security cells or restraining beds, with the resulting stress this entails for inmates. The Parliamentary Ombudsman noted in a number of visitor reports and in the *Special Report to the Storting on Solitary Confinement and Lack of Human Contact in Norwegian Prisons (2018/2019)* that isolation can increase the risk of suicide, self-harm and the development of mental disorders. It was noted in the Parliamentary Ombudsman's report on the use of restraining beds (2020) that several of the instances of medical restraint appear to have been a consequence of suicidal inmates being isolated in a security cell and then starting to harm themselves.

The survey conducted by Cramer in 2014 shows that 65 per cent of inmates were substance abuse addicts before being incarcerated in prison. In 2020, Oslo Economics completed the report *"Assessment of overall services for people with substance abuse problems while serving prison sentences"*. This report states that there is a need for improving the services offered to substance abuse addicts who are serving prison sentences. Only 20 per cent of the target group is estimated to receive an offer from one of the 18 substance abuse units and/or is transferred for treatment in an institution, while up to 40 per cent of inmates are considered to have the motivation to undergo rehabilitation and substance abuse treatment. Only a minority are offered substance abuse programmes, and only 3 out of 10 prisons without a substance abuse unit have a permanent programme for substance abuse treatment.

Reference was made above to studies carried out regarding the prevalence of mental disorders, intellectual disabilities and substance abuse problems among the inmate population. It is important to remember that, in the vast majority of cases, prison inmates should serve part of the sentence in the community under the control of the probation offices, whether this be through electronic monitoring, release on probation, or stays at a 24-hour institution. The probation offices are also assigned responsibility for the execution of two criminal sanctions for substance abuse addicts, i.e. the anti-drug programme with court supervision and driving while under the influence prevention programme.

The Norwegian Correctional Service shall facilitate cooperation with the convicted person's municipality of residence and welfare agencies responsible for providing services to the target group. A prerequisite for this cooperation is that the Norwegian Correctional Service is able to use a systematic assessment to identify the convicted person's need for assistance. In addition, staff at the Norwegian Correctional Service require the necessary specialist knowledge in this field. The Norwegian Correctional Service must also ensure that a suitable activation programme, environmental work, social contact and other measures to reduce isolation are offered to this group.

Establishment of detoxification unit at Bjørgvin Prison

The Storting has decided that a detoxification unit will be established at Bjørgvin Prison, where health personnel will conduct detoxification programmes in the same manner as elsewhere in the community. A better detoxification programme in prison can motivate inmates to seek further treatment, and contribute to inmates being better able to live a life without returning to drugs and crime after they have finished serving their sentences. The work on establishing a detoxification unit at Bjørgvin prison is ongoing, however has unfortunately been significantly delayed. Among the reasons for the delay is that the municipality's processing of the building application has taken longer than anticipated. Use of the new detoxification unit is expected to commence in the final four-month period of 2021.

The substance abuse units

The work done in substance abuse units and “pathfinder units” is a significant contribution to the Norwegian Correctional Service's work on providing convicted persons and inmates with a targeted service that can prevent substance abuse and new crime. In 2020, there were a total of 798 applicants for a total of 110 places in the 18 substance abuse units. The number of applicants was thus relatively similar to the number in 2019. A total of 401 inmates were offered places in one of the substance abuse units, which was a decrease compared to the previous year, when 440 inmates were granted a place. The reason for the decrease was a slight reduction in the number of admissions to some substance abuse units due to factors such as changes in capacity, infection outbreaks and quarantine during the pandemic.

The report from Oslo Economics shows that the services at many of the substance abuse units are of good quality, but that improvements are needed at other units. In cooperation with the regions, KDI will follow up the recommendations in the report in this area in 2021. The regions are required to ensure compliance with the instructions in the *Guidelines for substance abuse treatment units from the Norwegian Directorate of Health and KDI* from 2016.

Prevention of deaths from overdose

The risk of death from overdose is particularly high in the first few days and the first week following release from prison. The Norwegian Correctional Service's Overdose Project (2016-2022) is based on the Norwegian Directorate of Health's national overdose strategy (2019-2022). The project is a collaboration between the Norwegian Correctional Service and the health services in prisons, and is partly funded by the Norwegian Directorate of Health. The project involves five knowledge-based measures: admission interview, information about the risk of overdose and cardiopulmonary resuscitation (CPR), naloxone as an antidote, release interview and the “time i hånden” (appointment in the hand) initiative.

The prisons that participated in the overdose project in 2020 had reduced training as a result of the pandemic. These prisons will again participate in 2021 together with new prisons, which means that a total of 11 prisons will receive training and follow-up in the overdose project in 2021. All of the country's prisons will have undergone training by the end of 2022. In parallel with this, all prisons that have participated in the project in previous years will continue their work on the five knowledge-based overdose measures at a local level.

Establishment of area function - psychiatric and substance abuse treatment in all prisons

Inmates and convicted persons have a higher frequency of mental disorders compared to the rest of the population. The Norwegian Correctional Service must ensure that it provides appropriate

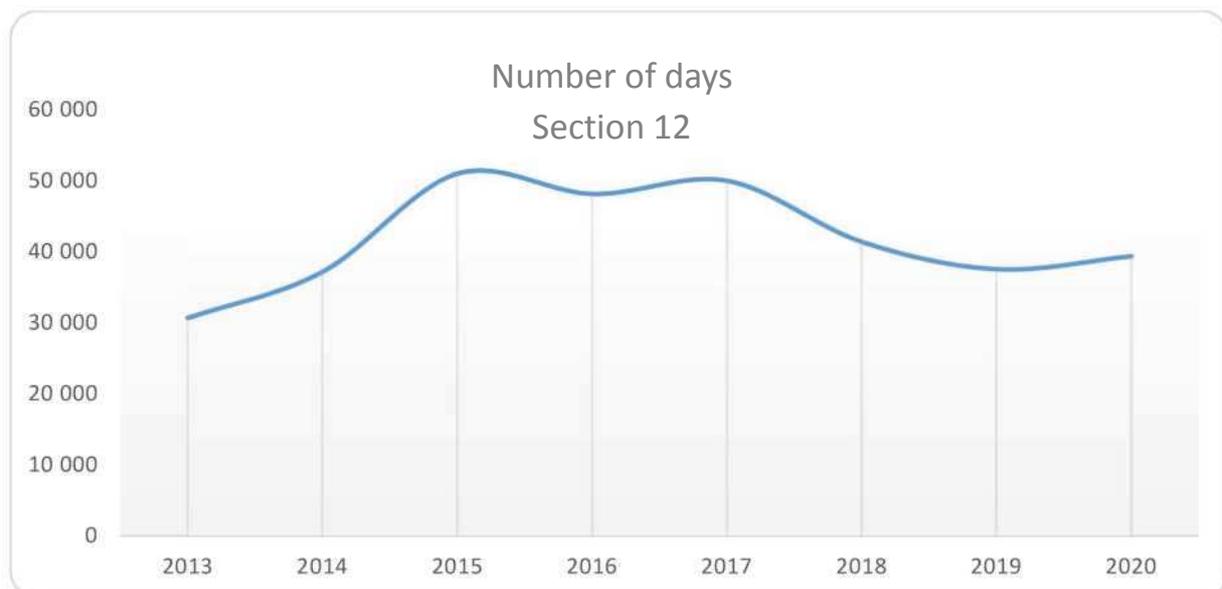
activities, environmental work, social contact and other measures for reducing isolation for this group. There is good central, regional and local cooperation between the Norwegian Correctional Service, the health and care services and health authorities.

The Norwegian Correctional Service has assisted the regional health authorities in drawing up a comprehensive plan for establishing an area function for mental health care and specialised interdisciplinary treatment (TSB) for health authorities that are responsible for prisons. The assignment is from the Ministry of Health and Care Services (HOD) in cooperation with the Ministry of Justice and Public Security, based on a report from SIFER (Research and Education in Forensic Psychiatry in Norway) - "Area functions for specialist health services for inmates with mental disorders and/or substance abuse problems" 2018, and recommended by the Norwegian Directorate of Health.

The regional health authorities have primary responsibility for the plan for strengthening the specialist health services, which is prepared in cooperation with KDI and the Norwegian Correctional Service regions. The status of the presence of substance abuse and psychiatric treatment was assessed in all prisons in 2020, and local specialist health services in prisons will be strengthened in all health regions in 2021. The Norwegian Correctional Service is responsible for facilitating cooperation, and has assessed whether the prisons can offer suitable premises.

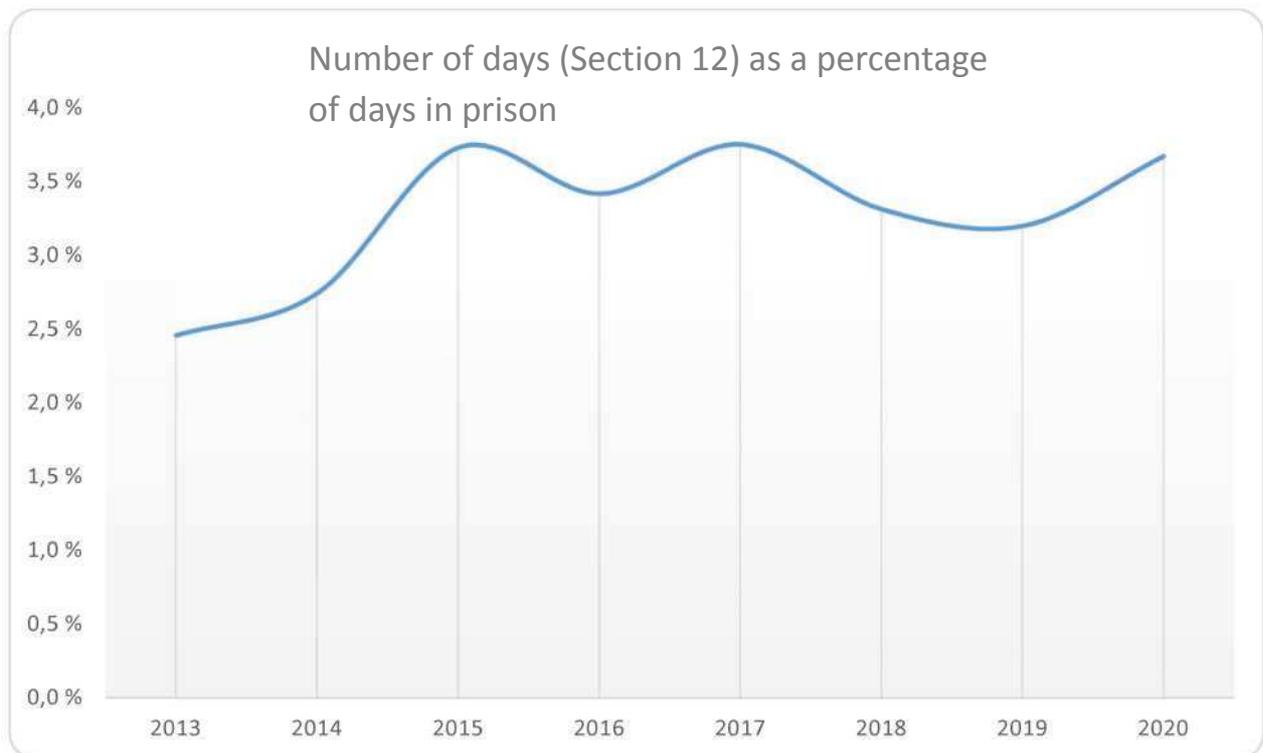
The cooperation between the regional health authorities and KDI on the implementation and further strengthening of the specialist health services will continue in 2021.

Execution of a sentence in the form of 24-hour detention in an institution

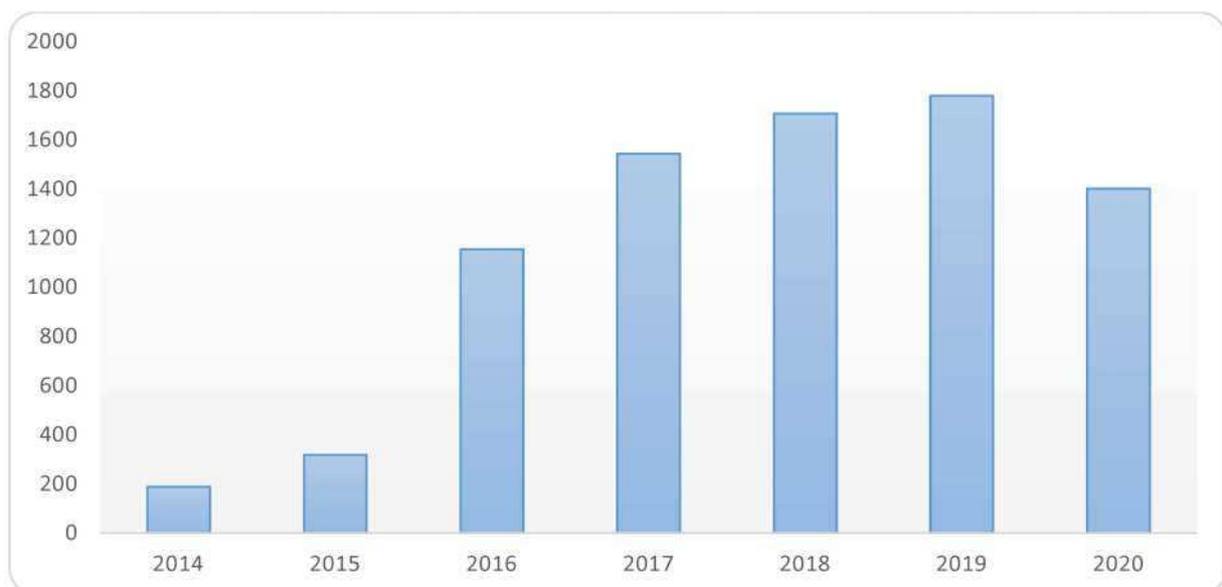


Section 12 of the Execution of Sentences Act states that prison sentences may be wholly or partly executed in the form of 24-hour detention in an institution if such detention is necessary for improving the convicted person's capacity to function socially and in a law-abiding manner, or there are other compelling reasons for doing so. The execution of sentences pursuant to Section 12 is a measure that applies to many convicted persons with substance abuse problems who serve all or part of their sentences in a substance abuse institution. The figure above shows that there was an increase in the number of prison days spent in institutions in 2020, when compared with the result in 2019. A total of 39,897 days were spent in institutions. As shown by the figure on the

next page, prison days spent in institutions accounted for a larger proportion of the total number of prison days than what has been the case in recent years. In KDI's view, this demonstrates that systematic efforts are being made to assess and motivate convicted persons. KDI finds the results particularly satisfactory given that many institutions had to stop admitting patients due to the risk of infection during the year.



Number of BRIK assessments

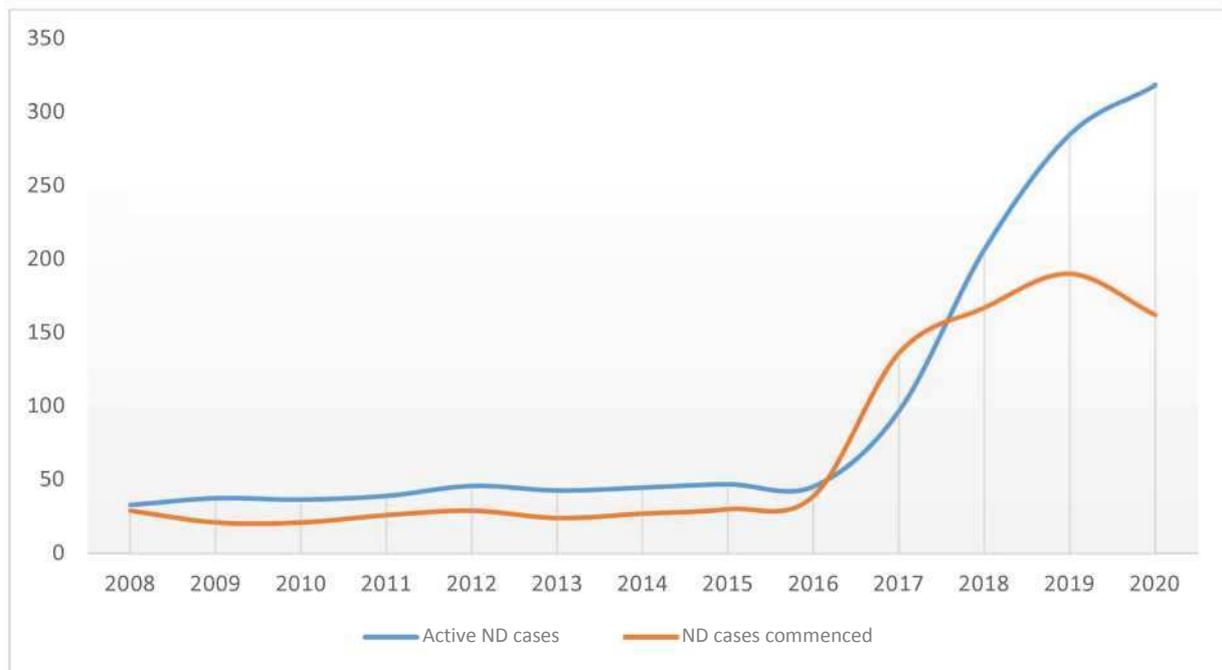


The Norwegian Correctional Service assesses convicted persons using BRIK (*tool used to assess needs and resources*). The assessments are intended to provide a basis for targeted work with the problems faced by convicted persons. In 2020, there was a decrease in the number of assessments carried out when compared with 2019. Part of the reason for this was a decrease in the number of sentences that were commenced. When measured as a proportion of sentences that were commenced, activity in this area was also at a relatively high level in 2020.

Strengthening of expertise in mental disorders and substance abuse

In 2020, KRUS arranged events such as conferences and the exchanging of experiences regarding substance abuse treatment units and isolation. Courses were also held in motivational conversations, isolation issues, substance abuse conversations, knowledge about substance abuse, suicide risk and overdose prevention.

Anti-drug programme with court supervision (ND)

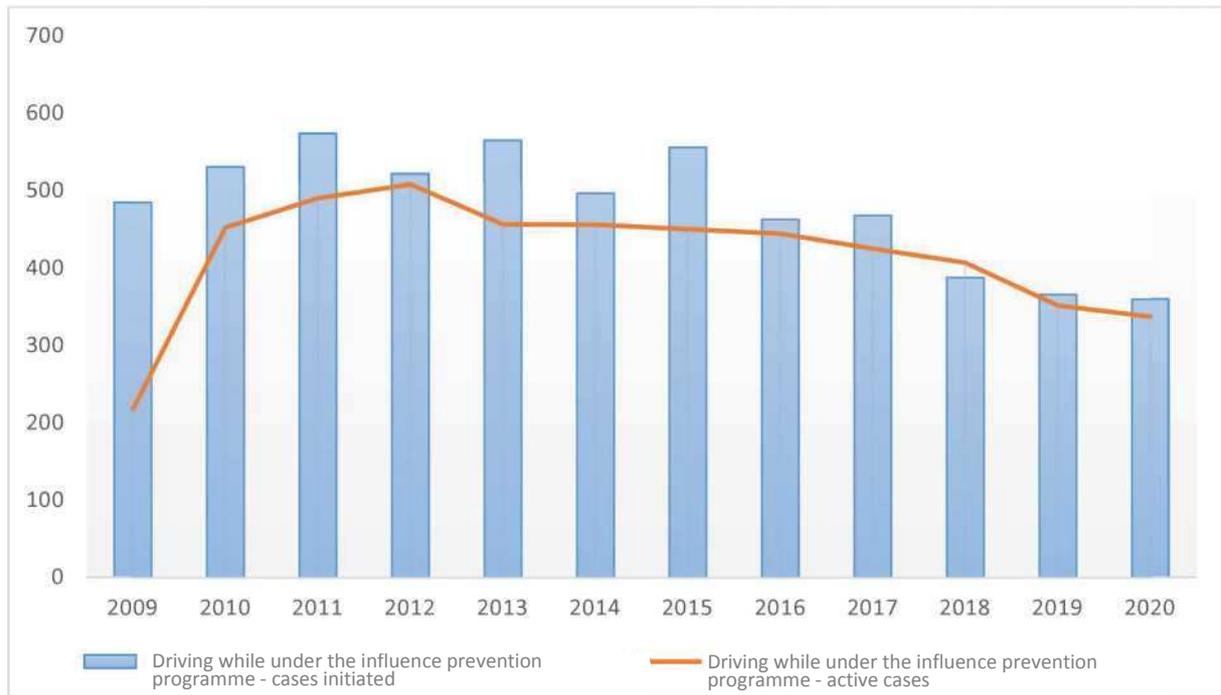


157 new ND sentences were commenced in 2020. This was a reduction in the number from 2019, when 183 new sentences were commenced. There was a total of 318 active cases at the end of 2020.

Most convicted persons who undergo ND receive treatment for substance abuse problems. In 2020, 132 of the convicted persons attended outpatient treatment, 66 received 24-hour treatment at institutions, and 64 received medically assisted substance abuse treatment (LAR). There is generally extensive cooperation with other agencies in the form of cooperative meetings and supervisory group meetings, and a large proportion of the convicted persons receive municipal services. 50 of the convicted persons have been offered schooling/training, and 133 have been in work/work programmes.

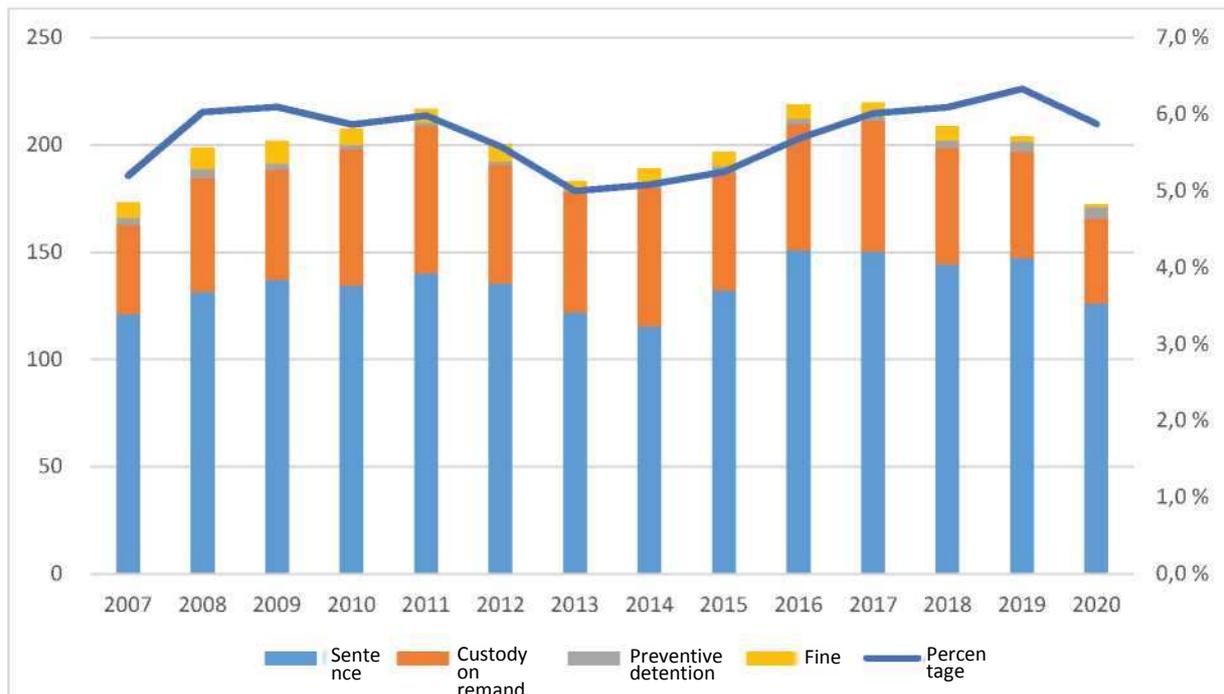
In 2020, there were 12 cases in which implementation of the programme was interrupted and the sentence converted to imprisonment due to new crimes being committed. This must be considered a low number, given the extensive problems faced by this group of convicted persons.

Driving while under the influence prevention programme

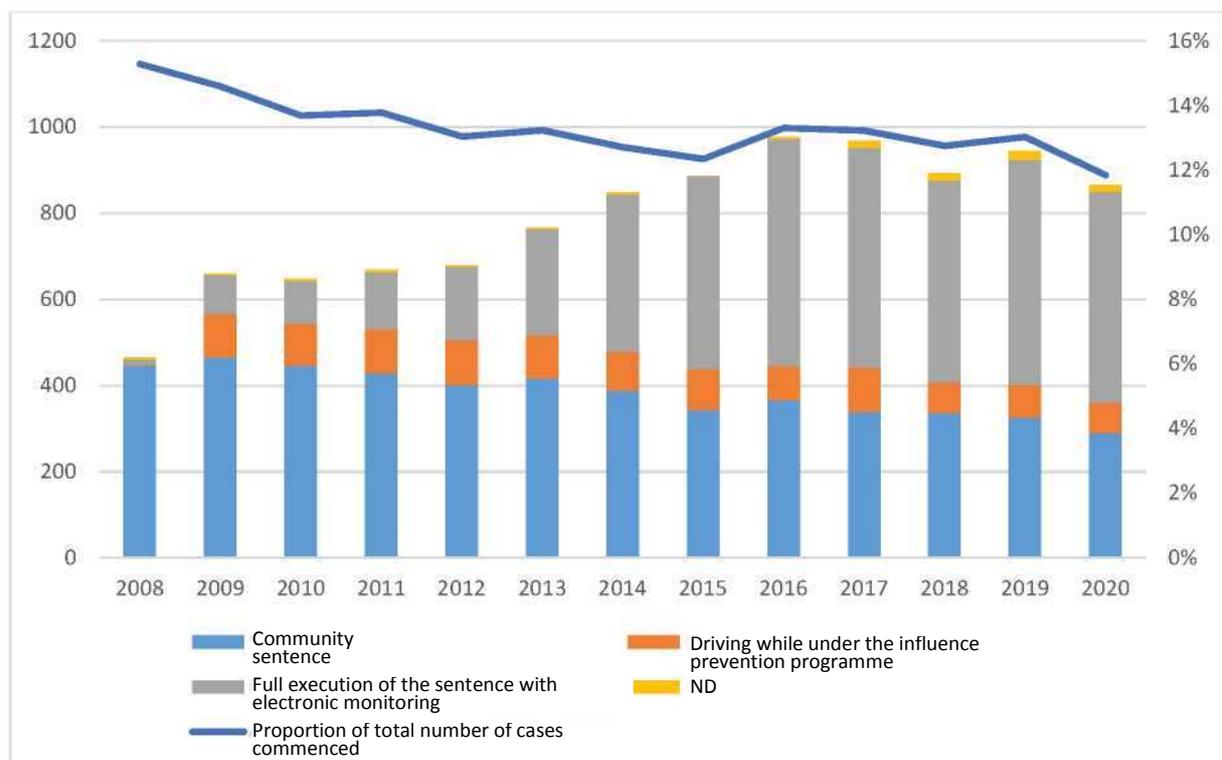


There has been a decrease over time in the number of sentences to undergo the driving while under the influence prevention programme (RK) that the Norwegian Correctional Service is given to execute. The report from Oslo Economics notes that, in many cases, the RK programme provides a better and more adapted service for people with substance abuse problems than, for example, prison sentences executed with electronic monitoring, and that better and more information for stakeholders in the criminal justice chain may assist in increasing the use of this response in cases involving driving while under the influence. In 2021, KDI will seek to establish a partnership with the Norwegian National Police Directorate and Norwegian National Courts Administration for participation in training measures which will include both the driving while under the influence prevention programme and other forms of executing sentences in the community. The Norwegian Correctional Service has the capacity to execute several such sentences.

Strategy for women who are in custody on remand and executing a sentence



The figure above shows the development in the number of women who are incarcerated in prisons. The axis on the right specifies the number, and the axis on the left specifies the proportion of women as a percentage of the total inmate population. 172 women were incarcerated in prisons as of 31 December 2020.



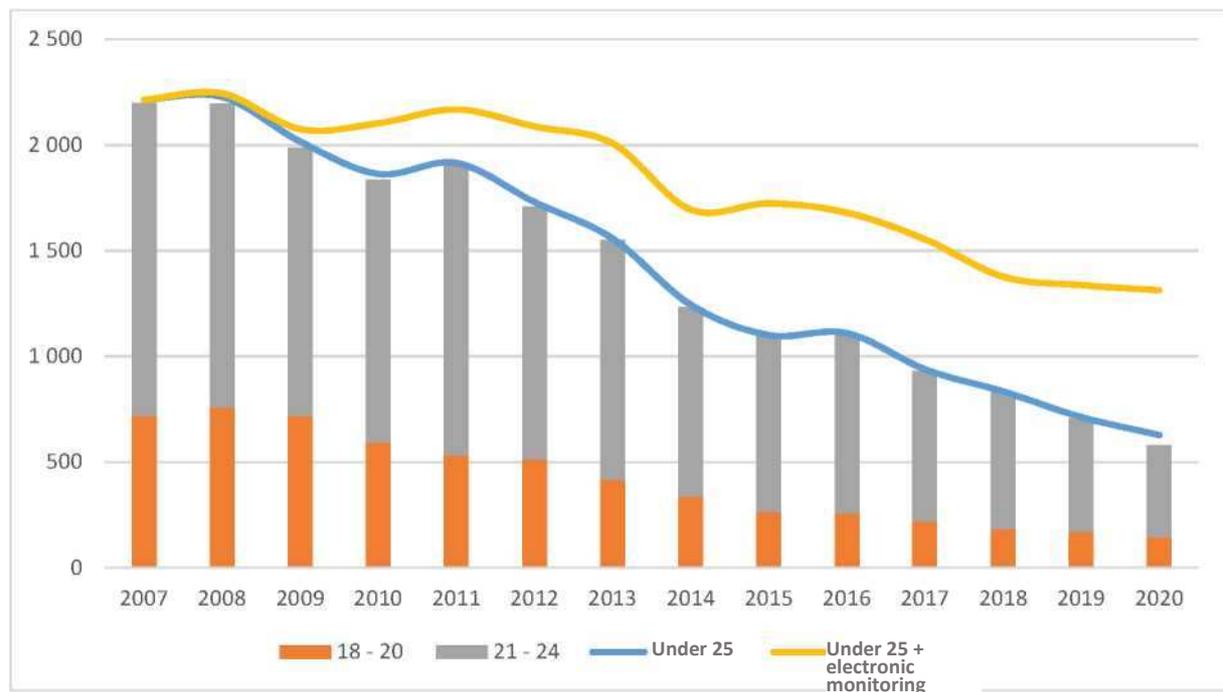
The figure above shows the development in the number of women serving sentences in the community, and the proportion of women out of the total number of convicted persons who are serving sentences in the community.

Women make up about 6 per cent of the inmate population, and there are few prisons with places for women. This means that many women serve prison sentences far away from family and other support networks. The situation regarding the prison capacity for women in Region North can provide an illustration of this. Trondheim Prison is the northernmost prison in the country with a high level of security where there are separate places for women. The services offered to women in prisons with a lower level of security in Region North are inadequate. This has resulted in a scheme whereby almost all women who will be summoned to serve sentences in prisons with a lower level of security in Region North have been transferred to Ravneberget Prison. This situation is unsatisfactory, and KDI has commenced work on a national plan for women. Among other things, the plan will specify the measures the Norwegian Correctional Service needs to initiate in both the short and long term to ensure that men and women are segregated in prisons.

In the *Strategy for women in custody on remand and serving sentences (2017-2020)*, KDI highlighted the objective of women in prisons being segregated from men. Measures associated with this during 2020 were the opening of Unit D for women in Bergen Prison, as well as the closure of places for women in Verdal Prison. Although the vast majority of women in prison now serve their sentences in separate women's prisons/units, there are about 40 prison places for women nationwide that require co-activity with men. Realising the objective of segregating men and women while they are serving sentences requires building upgrades and new buildings.

In 2020, the Anti-Discrimination Tribunal found that Tromsø Prison was in violation of the Equality and Anti-Discrimination Act. The reason for this ruling was that there was a higher prevalence of women in the prison being locked in their cells with a lack of access to company than the male inmates, and that the women were not offered equivalent educational and work programmes. This was due to women being incarcerated together with men in a remand unit because there is no dedicated high security unit for women. An assessment is presently being conducted on whether this problem could be solved by constructing a new building at the prison.

Children and young people who are inmates or convicted persons in the Norwegian Correctional Service



The figure shows that there has been a continuous decline in the number of young inmates in prison over the past decade. At the same time, the proportion of young people who execute sentences with electronic monitoring has increased, and now accounts for approximately 50 per cent of those under the age of 25 who receive unconditional prison sentences.

There was a total of 35 new incarcerations of children (age group 15 - 18 years) in 2020. In 2019, there were 40 new incarcerations of people in this age group. In comparison, in 2020, community sentences were imposed for 59 people in this age group, while this figure was 48 in 2019.

In 2019, KDI assessed the Norwegian Correctional Service's responsibility for and services to young inmates and convicted persons. There are differences between the various prisons and probation offices in terms of the extent to which they have a particular focus on young people. This especially applies to young people between the ages of 18 and 23.

KDI has made the decision to assess how young people can receive enhanced follow-up based on their needs. In 2020, a working group commenced work on a national plan for the facilitated execution of sentences for young people in the Norwegian Correctional Service, which includes executing sentences both in prison and in the community. One of the initiatives to be further assessed is the establishment of youth teams to follow up young people who are particularly vulnerable. This may include young people who are transferred from a youth unit to an ordinary prison when they turn 18, and young people who themselves choose to isolate. The plan is scheduled for completion in June 2021.

In 2020, KDI and the Office of the Director of Public Prosecutions, Norwegian National Police Directorate, Norwegian National Courts Administration and the Secretariat of the National Mediation Service were tasked with preparing an analysis of processed time from when an offence

is committed until the commencement of the youth sentence or youth follow-up. It states in the report “Processed time in the criminal justice chain” which was submitted in October 2020, that the processed time is excessive in many cases. The report provides a more detailed overview of various issues, and includes proposals for improvements. One of the recommendations is that national templates should be prepared for the requisition and preparation of social inquiry reports for minors. In 2021, the report will be followed up through the implementation of relevant measures. The Secretariat of the Mediation Boards will direct and coordinate this work.

Work with social impact bonds

KDI and the Norwegian Directorate of Labour and Welfare have been tasked with initiating a pilot project for the use of social impact bonds. The primary purpose of the pilot project is to test social impact bonds as a model for developing and financing new measures for preventing recidivism to crime. Furthermore, the purpose is to contribute to developing social impact bonds as a concept in Norway, shed light on the model in a Norwegian context and identify opportunities and challenges.

Political decisions have been made regarding participation in the project in Larvik, Sandefjord, Tønsberg and Færder municipalities. The municipalities in Vestfold constitute an inter-municipal project. The project in the Vestfold municipalities has been initiated, however is in an early phase. The Norwegian Correctional Service shall assist the project in recruiting relevant participants.

In 2020, the Norwegian Directorate of Labour and Welfare allocated NOK 300,000 to an inter-municipal coordinator for the Vestfold municipalities. NOK 600,000 was also allocated to Larvik Municipality for a facilitator for the pilot project in the Vestfold municipalities, with the possibility of expanding the services from the facilitator to potential new local pilot projects.

An overall assessment of goal achievement

In 2020, the Norwegian Correctional Service faced particularly serious challenges in reducing recidivism to crime. For parts of the year, infection control measures meant that services provided by administrative partners, including the health services, NAV and prison schools had to be significantly reduced, and were completely absent at some locations. A consequence of this was a significant reduction in the provision of work training and teaching in the prisons. Programme activities were greatly reduced, and NGOs, which make an important contribution to the work of networking and following up convicted persons after their release, had less of a presence in the prisons. There was an increase in the number of exclusions due to, among other things, inmates being quarantined. Infection control measures also impacted on the work of guiding convicted persons through a gradual progression to a life of freedom, and limitations were placed on the ability to transfer inmates to prisons with lower levels of security, day release, and leave and other outings from prison were suspended.

However, the Norwegian Correctional Service managed to maintain the activity programme for inmates at a relatively high level by establishing alternative services. Work has progressed on the isolation problem and compensatory measures, such as the use of digital aids, have been introduced for inmates who have been isolated. In order to ensure proper progression, targeted efforts have been made to increase the use of partial execution of the sentence with electronic monitoring.

Given the situation that the Norwegian Correctional Service has been in, KDI is of the opinion that goal achievement has been satisfactory.

Goal 2: Capacity is effectively adapted to the needs of the Norwegian Correctional Service

General information regarding the utilisation of capacity for executing sentences

The figure below provides an overview of the total of 5,630 inmates and convicted persons who served sentences or were placed in custody on remand as of 31 December 2020. It is noted that it was not possible to extract data on the number of people sentenced to preventive detention who are executing sentences pursuant to Section 12 of the Execution of Sentences Act.

SENTENCE/CUSTODY ON REMAND	PRISON			COMMUNITY				TOTAL
CUSTODY ON REMAND	High security	Low security						
	708	2						710
PREVENTIVE DETENTION	High security	Low security	Halfway house	Section 12	Duty to appear			
	131	9	0		32			172
UNCONDITIONAL PRISON SENTENCE	High security	Low security	Halfway house	Section 12	Section 16	Electronic monitoring	Duty to appear	
	1,443	600	106	115	7	291	251	2,813
FINE	High security	Low security	Halfway house	Unpaid work in lieu of a fine				
	4	8	0	148				160
COMMUNITY SENTENCE				1,086				1,086
DRIVING UNDER THE INFLUENCE (RK)				355				355
ANTI-DRUG PROGRAMME (ND)				334				334
TOTAL	2,286	619	106	2,038	39	291	251	5,630

Total for prisons	3,011	53.5%
Total in the community	2,619	46.5%
Total	5,630	

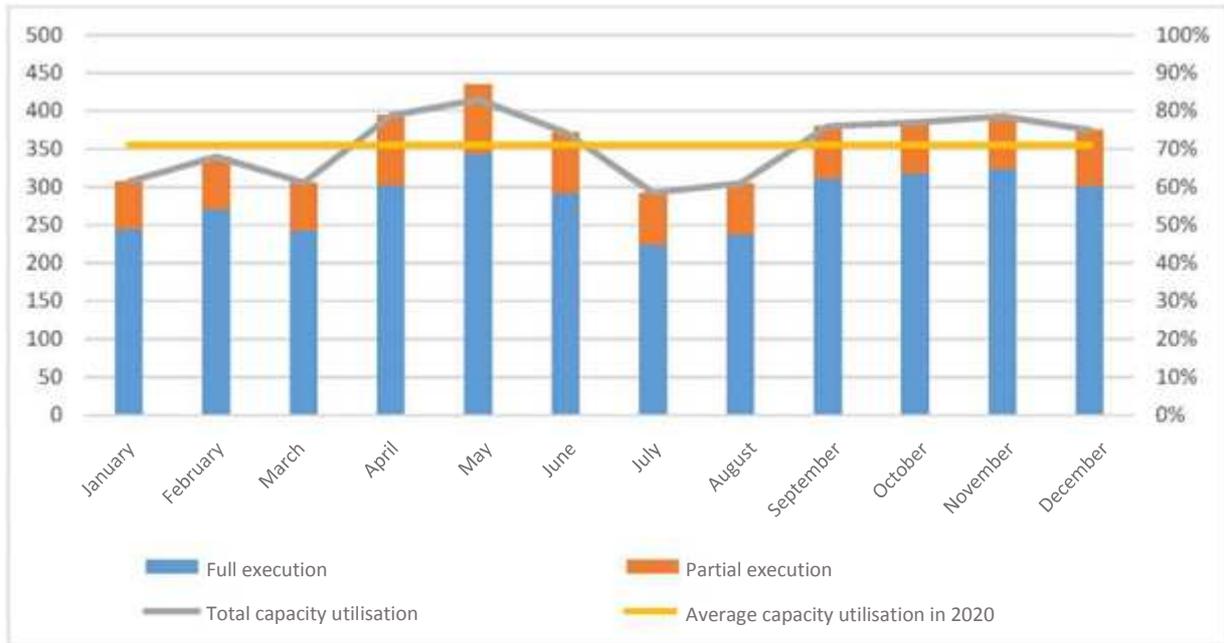
KDI would make particular note of unpaid work in lieu of a fine, which included 148 people as of 31 December 2020. Unpaid work in lieu of a fine was introduced as a nationwide scheme from 1 October 2019. The objective of the scheme is to give those who are unable to pay the fine the opportunity to settle their debt through community service instead of serving the alternative punishment in prison. Unpaid work in lieu of a fine involves performing two hours of community service for each day of the alternative prison sentence. Unpaid work in lieu of a fine is organised by the probation office in the county where the fined person resides. 603 decisions imposing unpaid work in lieu of a fine were handed down during 2020. 478 persons completed unpaid work in lieu of a fine without breaching the conditions for this. A total of more than 27,000 hours of work was performed, which amounts to approximately 13,500 prison days. KDI is satisfied with the

development, which entails that the fined persons are able to serve their sentences with a correct level of security and avoid being incarcerated in prison because they cannot afford to pay the fine.

Status Indicator T6: Capacity utilisation - imprisonment and electronic monitoring

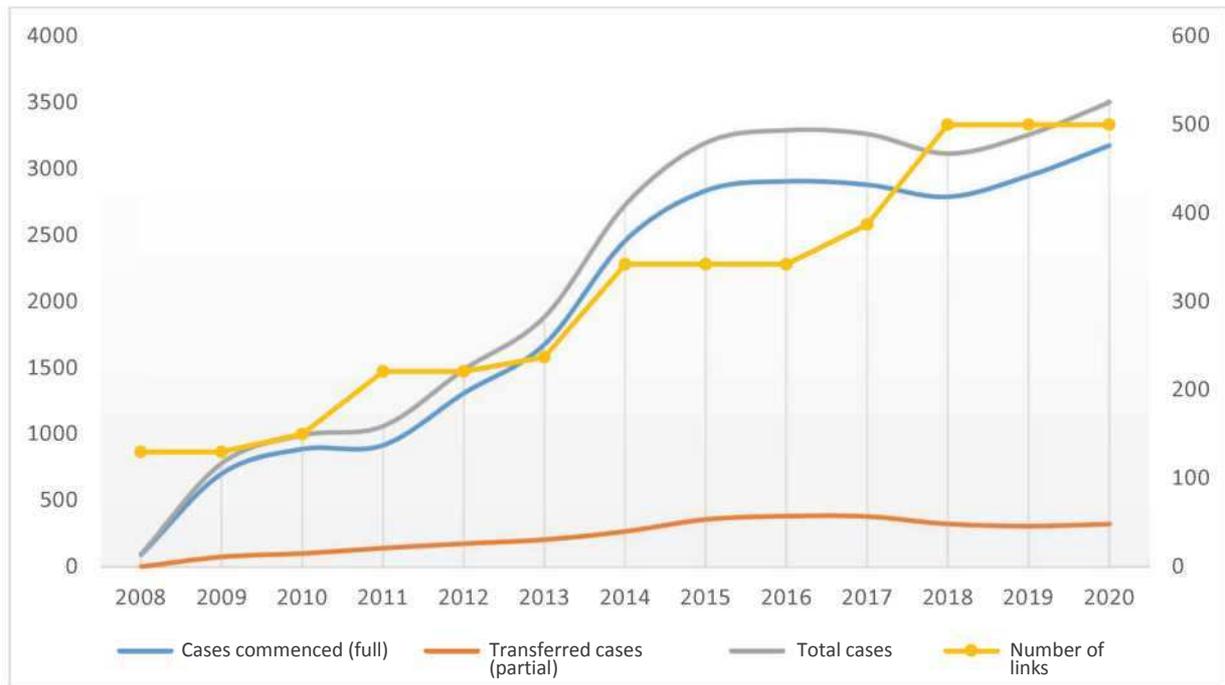
Result - capacity utilisation when executing sentences with electronic monitoring

In 2020, an average of 358 convicted persons executed sentences with electronic monitoring at any given time. This resulted in capacity utilisation of 72 per cent, which was an increase of 9 per cent from 2019.

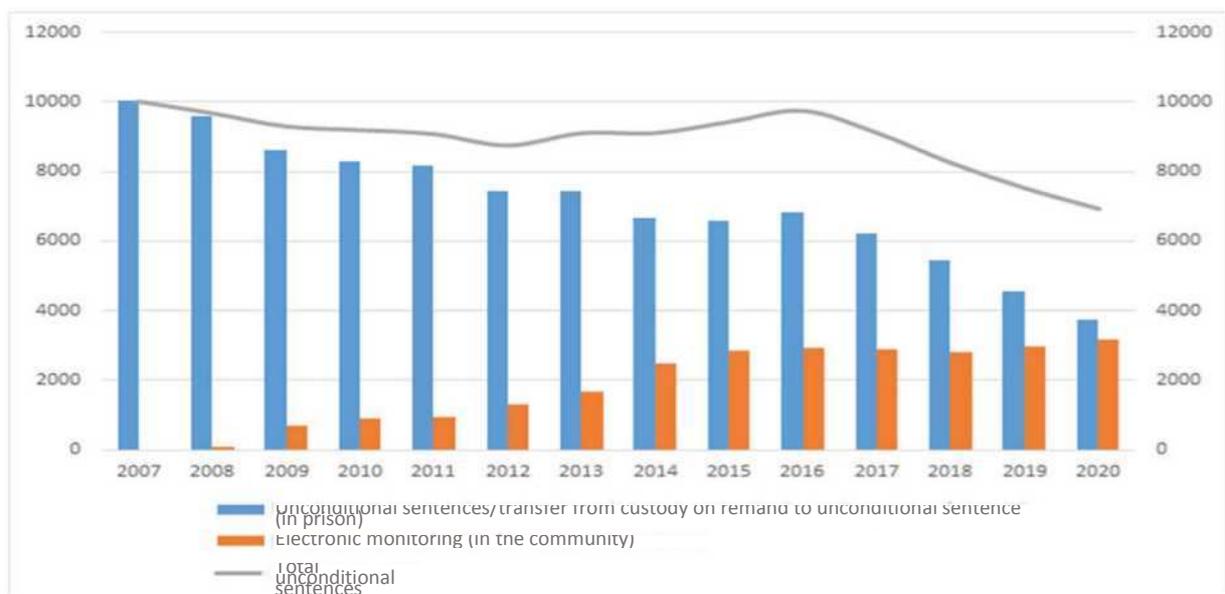


The figure above shows increased capacity utilisation in April. A number of regulatory changes were made at this time to increase capacity utilisation, including expanding the execution period from four to six months. Capacity utilisation fell slightly during the summer months due to a decrease in the number of sentences imposed during the court holiday. Capacity utilisation remained at a consistently high level from and including September.

The figure below shows the development in the number of cases commenced with electronic monitoring from 2008 to 2020:



There are now more convicted persons who commence some form of execution of their sentence in the community rather than in prison. Execution of sentences with electronic monitoring is the most important reason for this. The graph below shows that, in 2020, 54 per cent of unconditional sentences were commenced in prison, while 46 per cent were commenced outside of prison with electronic monitoring.



In 2020, a total of 3,503 convicted persons executed sentences with electronic monitoring. This was an increase of 243 from 2019. Of these, 527 were women, which was 15 per cent of the total. 480 were foreign nationals, which was about 14 per cent of the total. The average age was 38 years, and about 21 per cent of the convicted persons were under the age of 24.

Assessment:

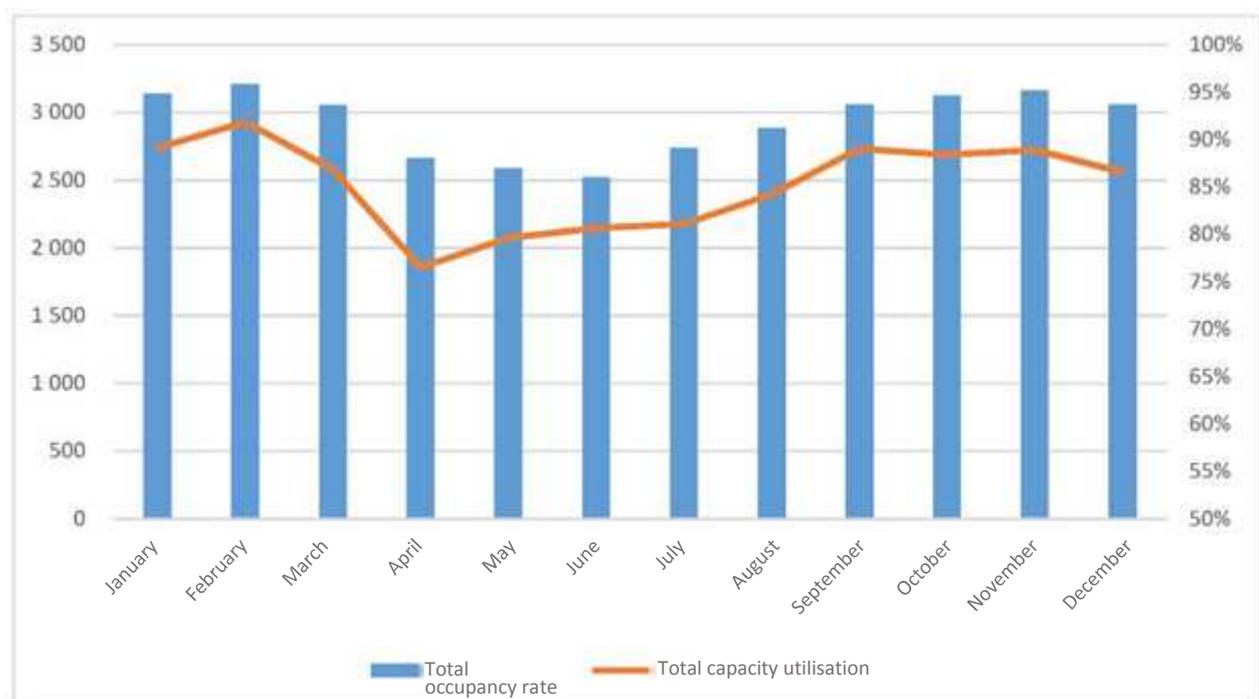
KDI is satisfied with the development in capacity utilisation for electronic monitoring in 2020. There was a 7 per cent increase in the number of people from 2019. The primary reasons for the increase were the statutory amendment that expanded the execution period from four to six months, and that the Norwegian Correctional Service's employees have focused on the work of identifying and motivating potential candidates. On the other hand, the statutory amendment meant that the form of executing the sentence can no longer be applied to certain categories of offences, which is assumed to be the reason that there was not a higher increase in capacity utilisation.

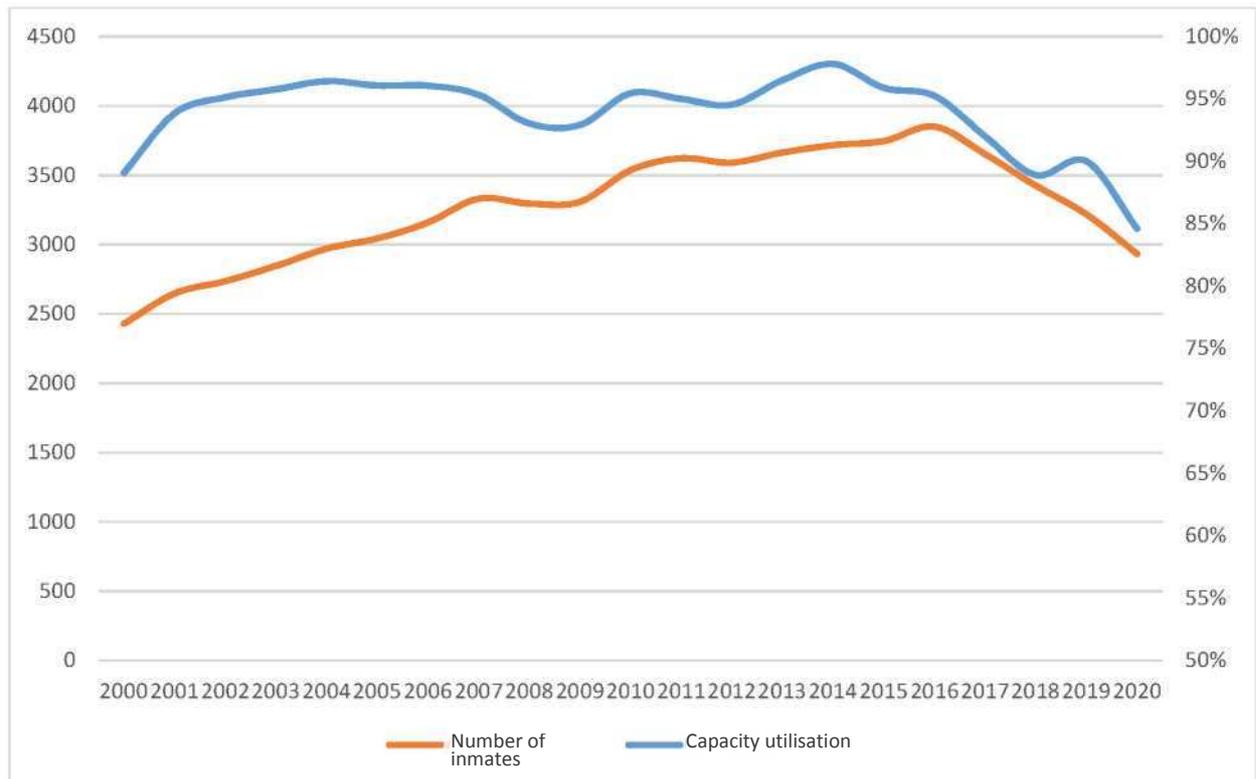
Reference is otherwise made to the measures described in the overview of governance parameter 2 (*proportion of convicted persons serving parts of their sentences with electronic monitoring*).

Result - capacity utilisation in prisons:

The figure below shows the development in capacity utilisation in the prisons in 2020. The average capacity utilisation in 2020 was 85.2 per cent. In 2020, units with a lower level of security had capacity utilisation of 80.5 per cent. Units with a high level of security had capacity utilisation of 87.2 per cent.

The results shown do not include duplication capacity. The Storting allocated funding for 100 places with half-yearly effect in 2020, which was scheduled to be discontinued in June 2020. In practice, these places were closed in connection with the introduction of extensive infection control measures in March. The same applies to 34 duplicate places at a lower level of security. When including duplication capacity, total capacity utilisation was 83.4 per cent. Capacity utilisation, including duplication capacity divided into units with high and lower levels of security, was 79 and 85.2 per cent respectively.



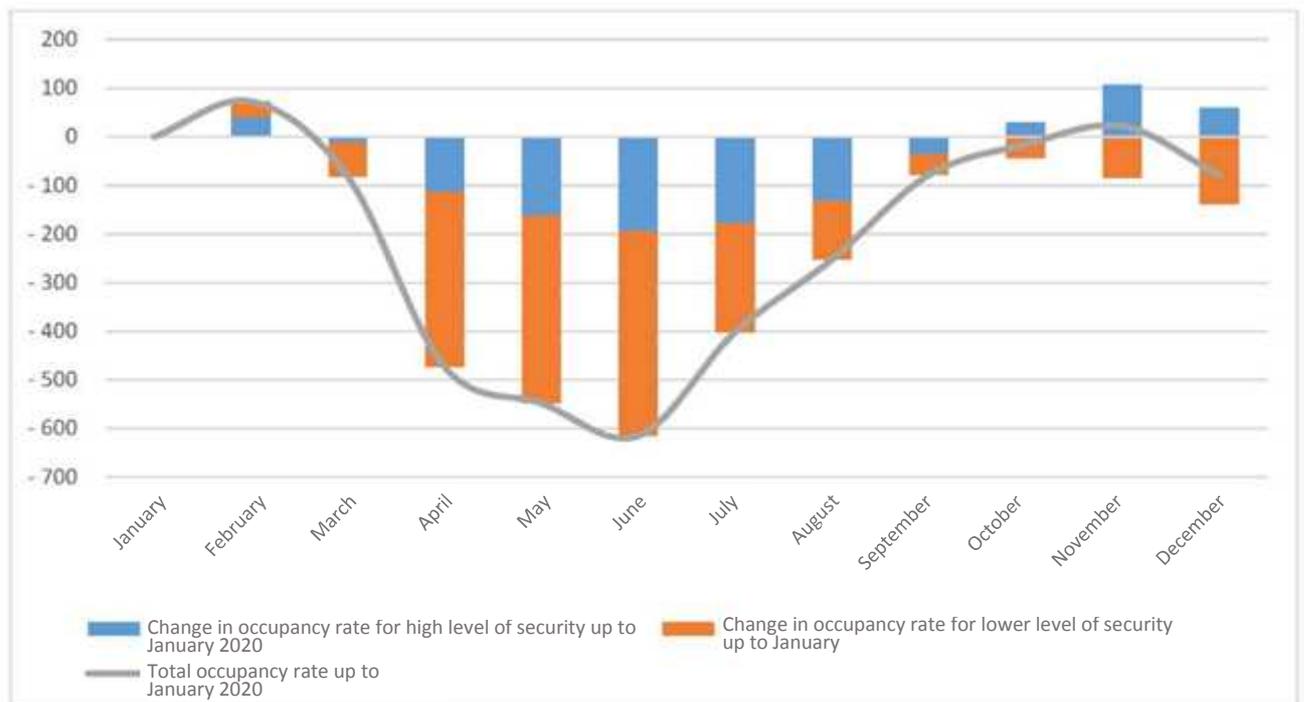


The figure below shows the development in capacity utilisation over time.

Assessment:

Capacity utilisation in prisons in 2020 was characterised by the COVID-19 pandemic that hit the country in March. As a result of infection control measures, parts of the capacity, particularly in prisons with a lower level of security, were reduced.

The figure on the next page shows the development in occupancy rates for high and lower security levels compared to the situation in January 2020. By June 2020, the Norwegian Correctional Service had reduced occupancy by 615 inmates, of whom 420 were in prisons with a lower level of security. This is almost half the occupancy rate at prisons with a lower level of security when compared to 2019. This was due to the infection control challenges having been greatest for units with a lower level of security, many of which have communal toilets/bathrooms and multi-bed rooms. During the third four-month period of 2020, units with a high level of security had a higher occupancy rate when compared with the first four-month period of 2020.



Measures:

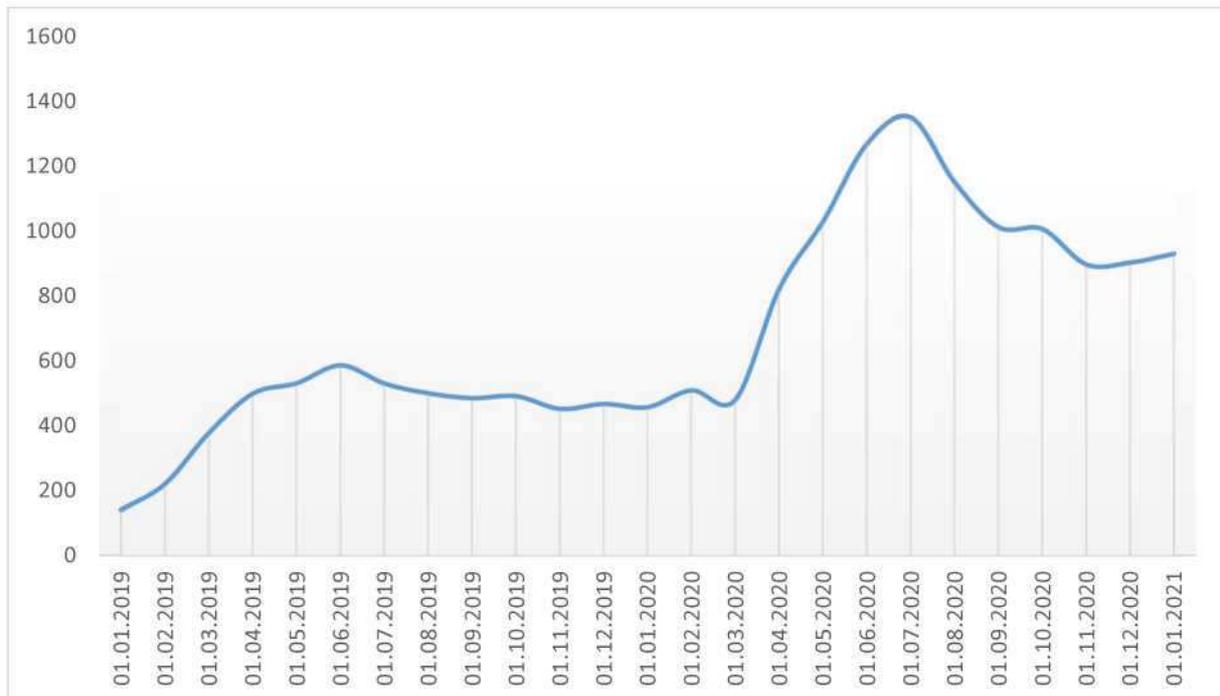
Nationwide infection control measures were introduced during the initial phase of the pandemic. KDI has introduced a policy in which the need for infection control measures is specifically assessed based on the infection situation in the area where the individual prison is located. This entails that capacity utilisation can be kept at a high level during periods in which infection rates are lower. Furthermore, KDI is continuously working to update the Norwegian Correctional Service's emergency response plans, which include plans for managing situations in which prisons have to shut down capacity in instances such as infection outbreaks.

Status Indicator 7: Number of sentences waiting to be served

Result

There were 457 sentences waiting to be served at the start of the year. The number of sentences waiting to be served reached a peak in July 2020 when 1,351 convicted persons were awaiting execution of their prison sentences. There were 931 prison sentences waiting to be served at the end of the year. This figure also includes the sentences to be executed with electronic monitoring.

There were also 369 community sentences waiting to be served at the end of the year. This means that there was an increase of about 200 sentences waiting to be served during 2020.

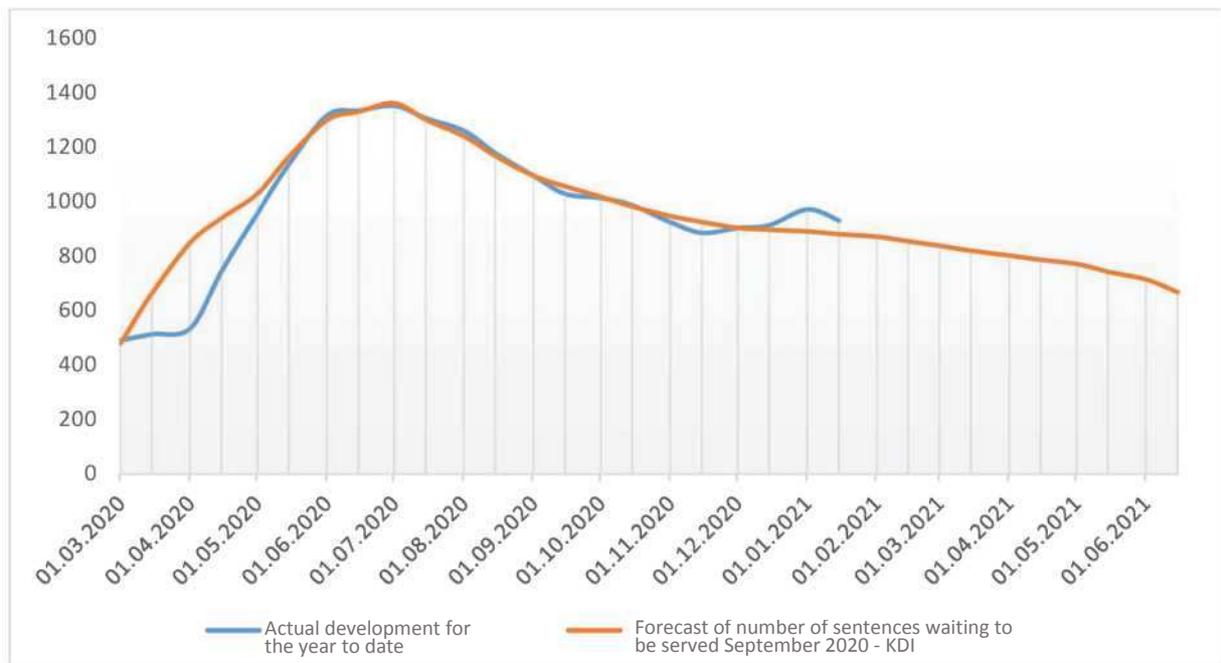


Assessment:

The development in sentences waiting to be served during 2020 was characterised by measures implemented for handling COVID-19. In March 2020, the Norwegian Correctional Service ceased all summonses to convicted persons to serve their sentences at units with a lower level of security. The result was a rapid rise in sentences waiting to be served. During the summer and autumn of 2020, prisons with lower levels of security resumed summoning convicted persons, and, as shown in the graph above, this reduced the number of sentences waiting to be served. The third four-month period of 2020 saw a sharp increase in infection cases in Norway. Some lower security prisons, where inmates share showers and toilets and that have multi-bed rooms, had a lower occupancy rate during this period. This resulted in a slight increase in the number of sentences waiting to be served.

Measures:

KDI is working in accordance with the *Plan to reduce/end the prison queue in order to remediate challenges caused by COVID-19 in prison* that was adopted in June 2020. Among other things, the plan involves regular meetings with the sentencing coordinators in the regions to review the sentences waiting to be served and capacity utilisation, and to consider measures that can be implemented. In 2020, convicted persons waiting to serve their sentences were summoned to Agder Prison, where places at high security units were reallocated for this purpose. After the graduation of an additional group of trainees from KRUS, all cells at Agder Prison were put into use from 1 January 2021 in order for the prison to fully utilise capacity. This was followed up with transfers of inmates between units in order to best utilise capacity.



The graph above shows that the development in the number of sentences waiting to be served has been in line with KDI's forecasts up until the summer of 2021. Despite capacity in the weeks up until the reporting date having been reduced due to higher infection rates, the increase in the number of sentences waiting to be served has been relatively low. Assuming a scenario involving a gradual opening of society towards the summer, KDI is of the view that the forecasts for the number of sentences waiting to be served will still apply. However, it must be taken into account that there will be increased case access as a result of higher production on the part of the police and courts, which have been allocated extra resources to reduce backlogs caused by the pandemic.

Establishment of new prison in Agder

The construction of the new Agder Prison is the largest single prison project in Norway for many years. The section in Mandal, which has 100 prison places, was opened in June 2020, while the unit in Froland, which has 200 prison places, was opened in September 2020. The project also involves a major restructuring process due to the closure of approximately 120 prison places in the former Arendal and Kristiansand prisons.

Agder Prison is a modern prison building with digital solutions that both provide better conditions for inmates and make the Norwegian Correctional Service's work more efficient. Among other things, the inmates have access to services from NAV, the Norwegian Tax Administration, the health services and the home municipality through a self-service portal, and will also have the opportunity to communicate digitally with family and friends in the community. Breath and motion sensors in the cells will provide better security in connection with situations such as suicides and overdoses. Body scanners have been installed in the reception and visitor areas, and a separate public portal has been established that will enable friends and family of inmates to apply for and book visits. Solutions have also been developed for smart cards, key cards and the issuing of electronic IDs for use with public services. It is an objective that the new digital solutions now being used in Agder will also be used in other prisons in the country.

The new prison units have been customised for activation and training for all inmates. An important measure for preventing isolation is that all living areas in the prison have been constructed with suitable communal areas and with large and adapted outdoor areas for physical activity. A self-catering scheme has also been introduced, which involves the inmates having to purchase and prepare meals themselves.

This is considered to be an important contribution to supporting the normality principle, and is intended to facilitate the best possible rehabilitation.

The new prison commenced operations approximately three years after the initial grant was approved by the Storting. This is the first prison that has been fully constructed according to the *Function and Area Guide for Prison Buildings*. Experience from the construction of the prison demonstrates that new prisons can both comply with the Norwegian Correctional Service's requirements for future-oriented prisons and be built significantly faster and cheaper than before.

Rehabilitation of Ila Prison and Detention Centre

In the 2020 national budget, funding was appropriated for the technical rehabilitation of Ila Prison and Detention Centre, which is suffering from a critical maintenance backlog. Most of the preventive detention places in Norway are located at this facility.

The Ministry of Justice and Public Security has approved the closure of the prison while the construction project is ongoing. The plan is to transfer inmates who are serving unconditional prison sentences to various prisons in Southern Norway, while persons in preventive detention will be temporarily moved to Romerike Prison while construction work is occurring. Staff supervising the persons in preventive detention will also be temporarily transferred to Romerike Prison.

In addition to the rehabilitation of technical infrastructure at the prison, toilets and ventilation will also be installed in the cells. There are also plans to improve the living situation of inmates by reconstructing the communal areas. An expanded medical department will provide the inmates with better health services. While the prison is being rehabilitated, new and permanent premises will be constructed for the *National Reinforced Communal Section* (NFFA). New permanent and adapted premises for the NFFA are vital to the work of preventing long-term isolation for a group of inmates who have very particular needs due to their mental health situation.

The project is scheduled for completion in 2023.

Cooperation on future case volume in the criminal justice chain

In 2020, KDI led and coordinated a collaboration with the Norwegian National Courts Administration, National Police Directorate and the Secretariat of the Mediation Boards with the aim of coordinating and developing forecasting and analysis work to improve the possibilities for planning for future case volumes in the criminal justice chain.

An inter-agency working group was established at the start of 2020, which has developed a methodical approach. However, the work with completing a report on this work has been somewhat delayed due to, among other things, the participants in the working group having to prioritise other work tasks in connection with the handling of the pandemic.

Electronic interaction solutions in the criminal justice chain (ESAS)

Through the ESAS initiative, the Norwegian Correctional Service contributes to improving the efficiency of the criminal justice chain. The Norwegian Correctional Service operates *Justishub*, which is the interactive platform established between the courts, the police and the Norwegian Correctional Service. In 2020, the Norwegian Correctional Service also contributed to the development of new services for Justishub. For example, a service has been developed to send

continuous messages regarding the execution of sentences to the National Criminal Investigation Service (Kripos). These messages shall be sent as structured information from the Norwegian Correctional Service's offender management system, via Justishub, to the police. The messages will be received by Kripos and read into the central criminal and police data registry (SSP). These messages are currently sent by e-mail and in hardcopy form and are processed manually. Together with the KODA data processing system, ESAS and Justishub are vital parts of the Norwegian Correctional Service's digitization efforts.

Cooperation with the mediation boards

The Execution of Sentences Act states that aggrieved persons and convicted persons must be offered a restorative process. The guidelines laid down by KDI stipulate that there must be binding cooperation with the mediation boards at a local level. In 2020, the regions were instructed to ensure that all units at the local level have entered into a cooperation agreement with the local mediation board.

Good information about the service is particularly important for aggrieved persons in cases involving serious crime to enable them to independently assess whether restorative processes are an applicable service for them to use. KDI and the Secretariat for the Mediation Boards (Sfk) held half-yearly meetings in 2020, however due to capacity challenges caused by the COVID-19 pandemic, work with the assignment in the letter of allocation for 2020 regarding information initiatives has been placed on hold. In 2021, KDI and Sfk will consider more targeted information initiatives for aggrieved persons, including in connection with the release of convicted persons.

There is no data on the number of restorative processes carried out at prisons and probation offices. However, it is clear that the closure of the prisons as part of infection control measures during the pandemic has affected the availability of the mediation boards in prisons. During 2021, KDI will develop management information in this area, in order to be better able to follow up cooperation with the mediation boards with targeted measures.

Number of graduate prison officers

144 trainees graduated from the University College of the Norwegian Correctional Service (KRUS) in 2020. As of the date this report was prepared, a further six trainees who received deferments in 2020 were sitting their final exams.

Average costs per prison place etc. Reference is made to the overview on page 9.

New ICT system for the Norwegian Correctional Service (KODA)

The Norwegian Correctional Service has decided that the four current offender management systems for the execution of sentences will be replaced by a new offender management system. This system shall be used irrespective of the type of sentence being executed, and will therefore further the objective of a seamless execution of sentence.

The contract with English provider Unilink was signed in June 2019. In September 2019, a governance document for the joint project with Unilink was completed, which included details regarding what is to be delivered, who will participate and how the project will be managed. Following this, the project completed the specification phase in March 2020 and is now in the customisation phase, whereby the system will be delivered through partial deliveries. This phase

will continue until the *Acceptance Test*, which will start in May 2021. The provider is somewhat delayed due to COVID-19. Use of the new offender management system will commence in the first months of 2022. Reference is also made to the enclosed report on the project.

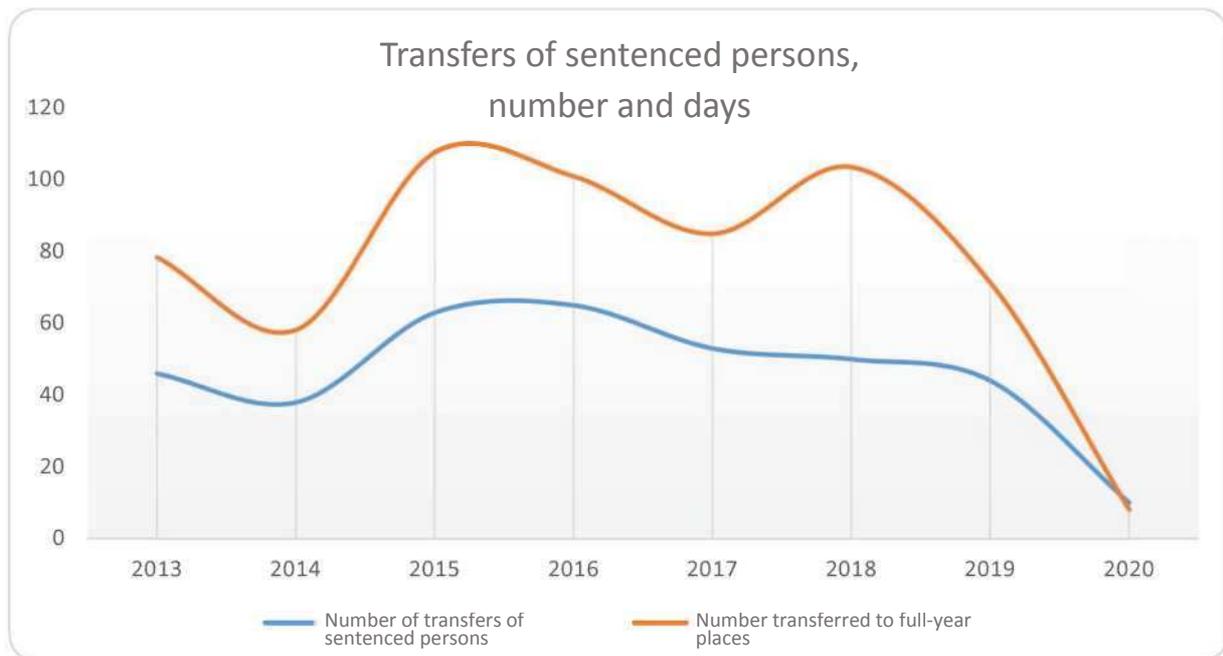
Other ICT development projects

Digitization of the school programme within the Norwegian Correctional Service (DASK) is a joint project between KDI and the school system (Vestland County Municipality and the County Governor of Vestland). The overarching objective of the project is to establish and pilot a modern digital platform for schools operated by the Norwegian Correctional Service. This shall enable the schools to fulfil their objective of providing training in line with the individual academic and digital competence targets and provide the students with digital skills, while also maintaining security. In this way, the project supports the Norwegian Correctional Service's social mission by facilitating successful reintegration into the community, and the school's social mission of providing teaching that improves the individual's prerequisites for coping with life and participating in work and fellowship in the community. A governance document was established in 2020 that sets the framework for the project. Formal project start-up is scheduled for the first quarter of 2021.

In 2020, the Norwegian Correctional Service established a video solution with smartphones for conversations with convicted persons who serve their sentences in the community. Video calls can replace individual compulsory meetings with the Norwegian Correctional Service and are also an alternative to unannounced control visits at homes or places of employment. This is particularly applicable in situations that make physical controls and meetings difficult due to travel distance or other geographical factors. Video in communities (VIS) has been adopted by all probation offices, and just over 2,400 calls were made in 2020. Experiences have been good, and the solution will be expanded with new target groups and functions.

COVID-19 meant that the Norwegian Correctional Service had to implement digital solutions at a faster pace than it had planned. All measures were subject to a risk assessment, while also being quickly arranged and implemented during a very demanding situation for the Norwegian Correctional Service. The following are descriptions of some of the most important digitalisation measures:

- A digital solution was established for controlled and secure video visits as a substitute for physical visits to inmates in prison. At most prisons, the solution has also been used for digital video meetings with the courts, the police, the health services, prison schools and other cooperative partners that have experienced their work being hindered by COVID-19. The solution was launched in April. More than 4,000 meetings were held in the first month.
- Home office was introduced for all employees who were able to work outside of the Norwegian Correctional Service's premises. In order for employees to work efficiently from home offices, *MS Teams* software was rapidly implemented, including as the standard video conferencing solution for the entire Norwegian Correctional Service. All employees who required this also received access to the Norwegian Correctional Service's systems through a secure remote access solution.
- A remote access solution has been established for teachers for the *Desktop for School* programme, which enables teachers to prepare lessons without being physically present in the prison. Tablet computers were used for dialogue between teachers and students. Inmates in the youth units were also given access to a customized version of *MS teams for education* so that they could receive closer follow-up and teaching.

Number of transfers of sentenced persons

10 sentenced persons were transferred in 2020, compared with 44 in 2019.

KDI currently has 16 active cases for transfers to Norway, however none were transferred in 2020.

The primary reason for the decrease in the number of convicted persons transferred both to and from Norway was practical challenges in relation to transport. Due to the quarantine rules relating to COVID-19, the National Police Immigration Service (NPIS) has downgraded the escorting of transports in cases involving the transfer of convicted persons. In the instances in which decisions to transfer convicted persons have been executed, representatives of the authorities in the receiving countries have travelled to Norway and transported the convicted persons from Norway to their home country. However, at present there are only a limited number of countries that have accepted this type of arrangement. There are currently 16 decisions to transfer convicted persons that have not been executed.

The effect of the work when measured by the number of days spent in prison corresponds to eight prison places with 100 per cent occupancy with year-round operations.

The Norwegian Correctional Service continues to prioritise cases involving the transfer of convicted persons, both internally and in cooperation with other agencies that are involved in the process. Cooperation with the authorities in other countries is generally perceived to be good and efficient.

The Norwegian Correctional Service's transport service

	2018	2019	2020
Number of assignments performed for the police	4,183	3,497	3,048
Number of assignments performed for the Norwegian Correctional Service	829	721	752
Total number of assignments	5,012	4,218	3,800
Number of work hours for active assignments	48,118	38,508	37,721
Number of total man-hours minus registered absence	54,736	59,618	49,794
Capacity utilisation as a percentage	87%	65%	75%

The total number of assignments performed by the Norwegian Correctional Service's transport service (KTT) decreased in 2020. This particularly applied to assignments for the police. The primary reason for the decrease was the COVID-19 pandemic. There was an increase in the number of assignments in the third four-month period in comparison with the second four-month period.

The goal is average capacity utilisation of 70 per cent. Capacity utilisation in 2020 was 75 per cent. The target was also set that KTT shall perform a minimum of 95 per cent of the assignments covered by the cooperative agreement and which are ordered by the individual police districts affiliated with the scheme. Of the 1,131 assignments ordered by the police, two assignments were cancelled by KTT due to lack of capacity. This resulted in a completion rate of 99.82 per cent.

An overall assessment of goal achievement

The number of sentences waiting to be served increased in 2020, while capacity utilisation in the prisons was less than 90 per cent. This situation was due to the Norwegian Correctional Service having been forced during several phases of the pandemic to stop summoning convicted persons to serve sentences both in the community and in prison. It was also necessary to shut down capacity in order to enforce infection control measures. KDI has implemented measures to reduce the number of sentences waiting to be served, and these measures have thus far had the expected effect. KDI is satisfied that capacity utilisation for electronic monitoring has developed in a positive manner.

By establishing a new offender management system, KDI has the ambition of developing the most advanced ICT system for correctional services in any country. Unfortunately, the project is somewhat delayed due to the COVID-19 pandemic. Through its participation in the ESAS project, KDI has contributed to digitalisation across the justice sector.

Several construction and maintenance projects were carried out in 2020. KDI is particularly satisfied that Agder Prison was completed according to schedule. Major maintenance projects have also commenced at Trondheim Prison and Ila Prison and Detention Centre. These projects are particularly important because they contribute to ensuring critical capacity, including preventive detention places, which would otherwise be at risk of being shut down by external supervisory authorities.

KDI is of the opinion that overall goal achievement was satisfactory in a year in which considerable resources were required to manage the pandemic, and where infection control measures had direct and significant consequences for the ability to achieve key governance parameters such as capacity utilisation and the number of sentences waiting to be served.

Goal 3: Security is ensured at the Norwegian Correctional Service

Control parameter 4: Secure execution of sentences

This governance parameter shall provide a description of the security status at the Norwegian Correctional Service. The starting point for this is a review of the security status conducted by KDI in 2020 based on an assessment of all units at the Norwegian Correctional Service. Data relating to violations of conditions during the execution of sentences was also included, as well as statistics on escapes, drug tests, suicide, and violence and threats.

Review of the security status

In 2020, a review was conducted of the security status in prisons and probation offices. The review was a self-evaluation of static, organisational and dynamic security, as well as certain areas within information security. The 2020 review was conducted in 56 areas for prisons and 44 areas for probation offices.

Static security measures and technical security systems and equipment

There were reports of deficiencies in static and technical security measures and equipment. Purchasing and maintaining this equipment is often costly, and the units reported that it is difficult to prioritise this within the budget framework. The required remedies are also very different. For some units, this entails establishing perimeter security such as walls or fencing, while for other units it involves other replacements or purchases of personal alarms, communication equipment or camera surveillance. The major differences in terms of the technical standards, designs and architecture of buildings had a significant impact on the assessments.

In the 2020 review, the units were also asked to assess communal areas and areas for employment and activation. About one-third responded that remediation was needed. Compared with 2019, the situation is considered relatively stable, albeit difficult.

The probation offices make less use of static security measures, and the units considered the situation to be better than in the prisons, however there is also a need for improvements. The needs reported by the units included rooms for substance abuse controls, facilities for conversations, as well as technical infrastructure and equipment, such as mobile phones or personal alarms.

Organisational security

Several units, both prisons and probation offices, described the work on organisational security as demanding, and the response given by a large proportion of both prisons and probation offices in the review was that there is a need for improvement in the organisational security work. A common feature of the feedback was that the systems have been established, however that there are deficiencies in relation to use and follow-up, or updating and reviews with regard to the planning system.

COVID-19 has resulted in a reduction in teaching, training and exercises in comparison with previous years. About one-third of probation offices stated that there is a need for improvement in teaching, training and exercises. 40 per cent of the prisons consider improvements to be required in the implementation of compulsory teaching, while 61 per cent of prisons see a need to improve the implementation of exercises and training.

Dynamic security

The units reported that maintaining good dynamic security is a priority. At the same time, the review shows that the personal contact officer scheme, the presence of staff among inmates, environmental work and recreational activities in which staff actively participate have been impaired. Many reported that programme activities have been given lower priority, and that the perception is that there is less time and opportunity to work with the inmates and convicted persons. At the same time, the units reported that they consider there to be good relations between staff and inmates.

Information security

In the reporting for 2020, the units were asked to assess certain information security issues.

The general response was that systems have been established, however that improvement is needed. The need for improvement primarily relates to systematic implementation and follow-up. Lack of expertise, inadequate resources for systematic follow-up, and the need for user-friendly systems were some of the reasons.

Strengthening cooperation between the police and Norwegian Police Security Service (PST)

Cooperation with the police and PST is important for all levels of the Norwegian Correctional Service, however is particularly important for the units at the local level when concerning the exchange of information in individual cases. 40 per cent of the prisons and 50 per cent of probation offices report that there is a need for better cooperation. Four per cent of the prisons and 15 per cent of probation offices report that no formalised cooperation has been established at a local level. The review shows that it is necessary to initiate measures in this area.

Access controls

With regard to access controls in prisons, the review shows that there are significant variations between the units in terms of static, technical and organisational measures.

About one-third of the units with a high level of security and the youth units consider there to be a need for improvements in access controls for inmates and visitors, as well as for checks of deliveries of goods and mail/packages. Several units identified a lack of manpower as being a challenge. The responses were otherwise as follows:

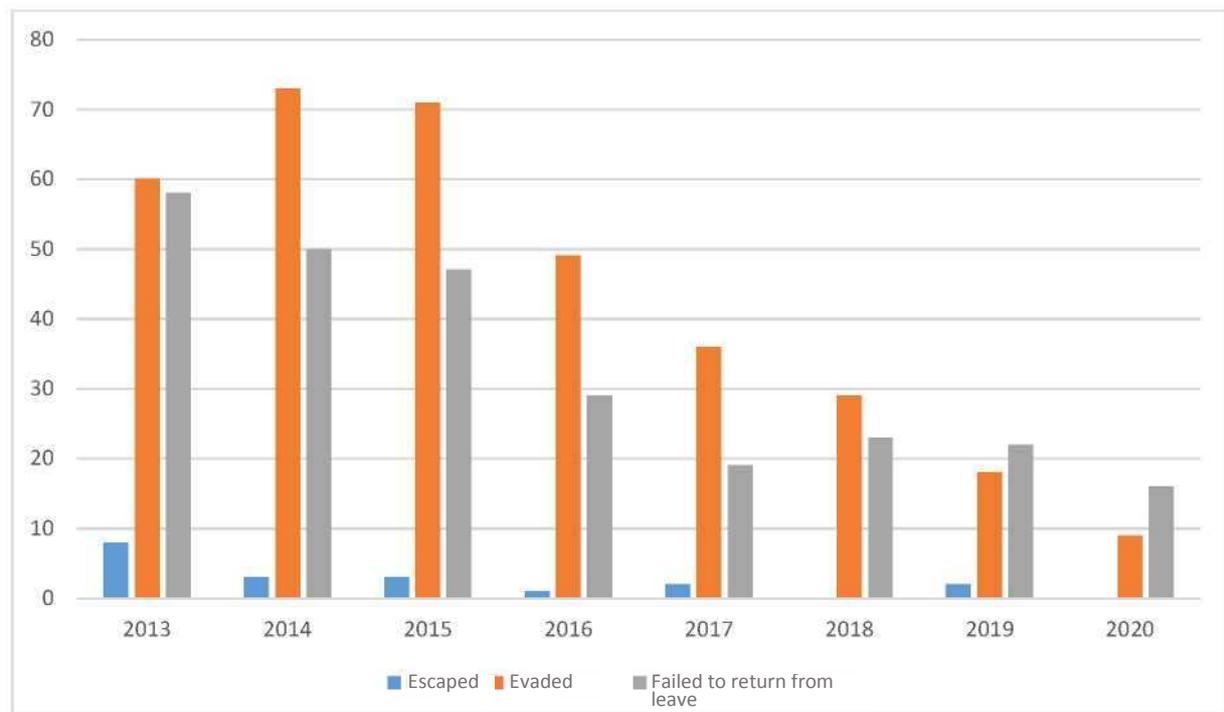
- A full 73 per cent of units with a high level of security stated that they lack body scanners.
- 18 per cent of units with a high level of security lack X-ray inspection equipment.
- 59 per cent of units with a high level of security lack equipment for detecting mobile telephones.
- 38 per cent lack equipment for metal detection.
- 32 per cent state that there are building-related deficiencies that need to be rectified in order to maintain access controls.

A special survey was conducted of prison staff regarding access controls. Only 18 per cent of the units with a high level of security confirmed that staff are subject to access controls. The survey demonstrates that there are major differences in how access controls are carried out. Some units check ID, while others conduct checks using technical equipment such as metal detectors and x-ray equipment. The feedback from the units is that there is a need for clearer regulations for access controls, and that key guidelines are established for staff access controls.

Other factors that impact on security in the prisons

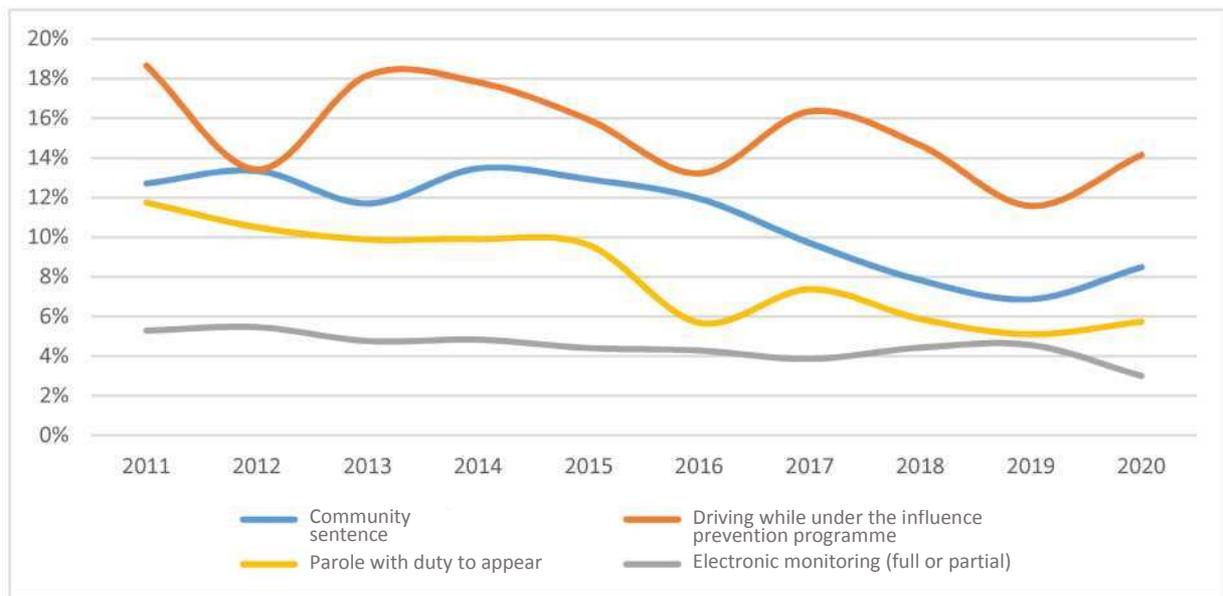
Other factors that do not directly concern access controls, but are important for preventing the smuggling or storage of unwanted items or drugs, are the systematic assessment of applications for visits, communication controls and checks of inmates, belongings and rooms. For these areas, approximately 75 per cent of prisons with a high level of security report that existing systems are satisfactory.

Escape, evasion and failure to return

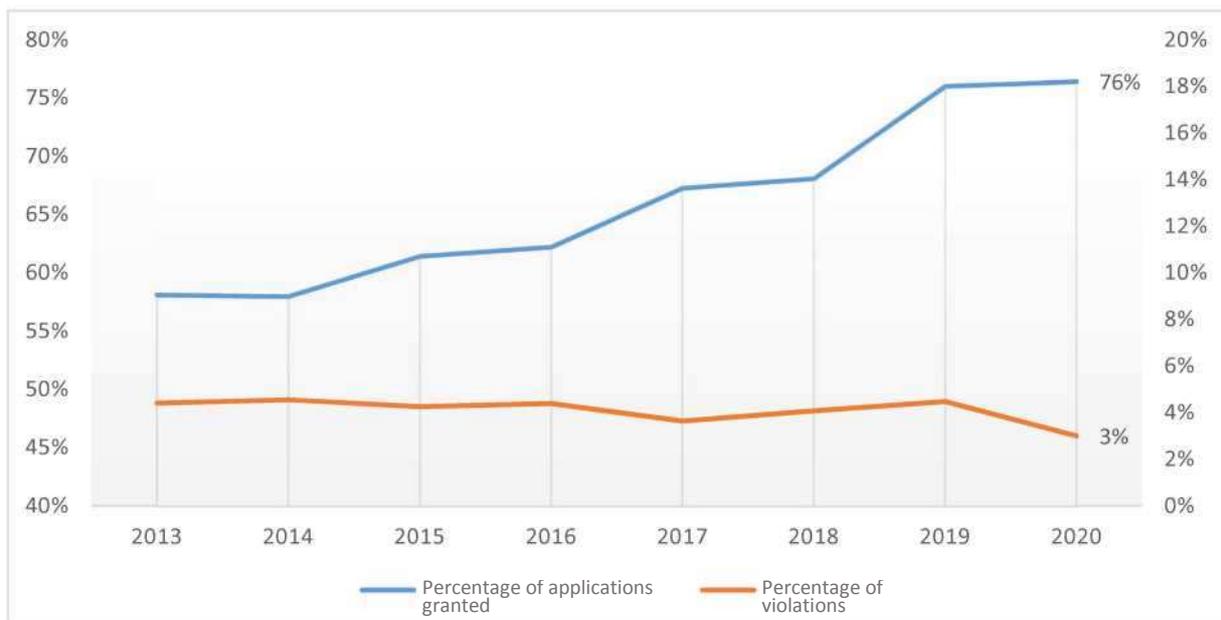


There were no escapes from high security prisons in 2020. This is consistent with developments in recent years, where there have been very few or no escapes. There was also a marked decline in the number of instances of evasion from prisons with a lower level of security. There were also fewer cases of convicted persons failing to return to prison from leave. This is assumed to be related to a lower number of inmates in prisons, and can also be viewed in connection with the fact that no leave or other outings from prisons were granted for certain periods as part of the infection control measures. There was a 35 per cent reduction in the number of decisions to grant ordinary leave from 2019 to 2020.

Violations/new criminal offences during execution of the sentence



The figure above shows the development in terms of violations of the conditions for executing sentences in the community. The statistics show sentences that were completed with violations. The statistics include violations with various levels of severity, including new criminal offences. It is also noted that 59 per cent of convicted persons who completed the anti-drug programme with court supervision in 2020 had committed violations of the conditions. This is a positive development in comparison with recent years, where the percentage of violations has been just over 75 per cent.



During a period involving a major increase in the use of execution of sentences with electronic monitoring, KDI finds it particularly interesting to take a closer look at the security assessments made in this area. The figure above shows the development in the percentage of applications for electronic monitoring that have been granted, and the percentage where there was a violation of the conditions for executing the sentence with electronic monitoring. While the percentage of

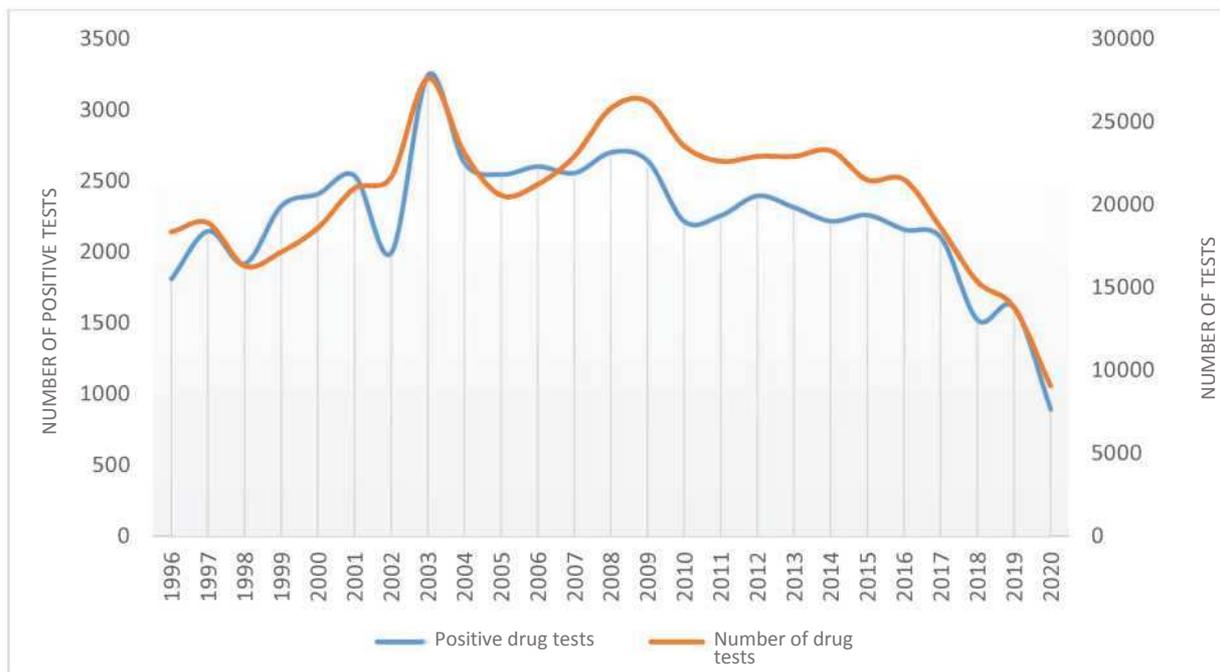
applications granted has increased, the percentage of violations has remained at a low level, and also decreased somewhat from 2019.

Seizures of dangerous objects and mobile phones, etc.

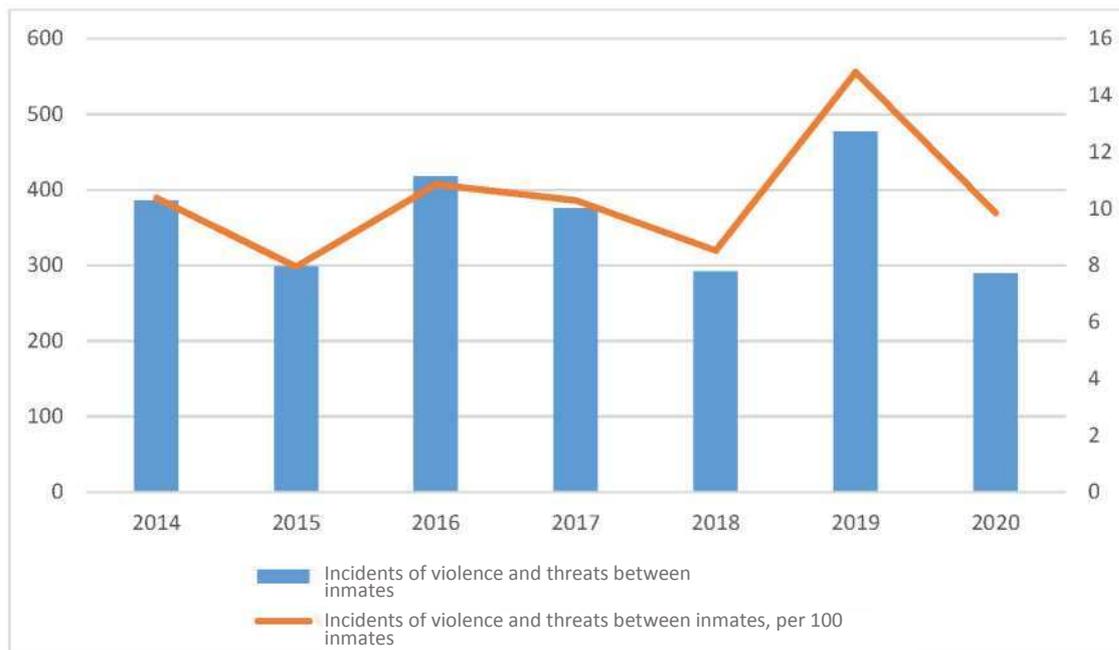
Year	Mobile phones	Dangerous objects
2018	56	14
2019	44	28
2020	18	20

The reporting of seizures of dangerous objects, as well as mobile phones and equipment for mobile phones was introduced in 2018. There was a decrease in the number of seizures in 2020, particularly when concerning mobile phones. This is assumed to be related to the strengthening of access controls in prisons in 2020, including the introduction of body scanners at several prisons. This measure is presumed to have had a preventive effect.

Drug testing in prisons



The graph above shows the development in the illegal smuggling into prisons of drugs, anaesthetics, hormone preparations or other chemical substances that are not legally prescribed. A lower number of tests is assumed to be due to both lower occupancy in the prisons and in a change in practice, whereby testing is based more on suspicion. The percentage of the tests that were positive was at approximately the same level as in previous years.

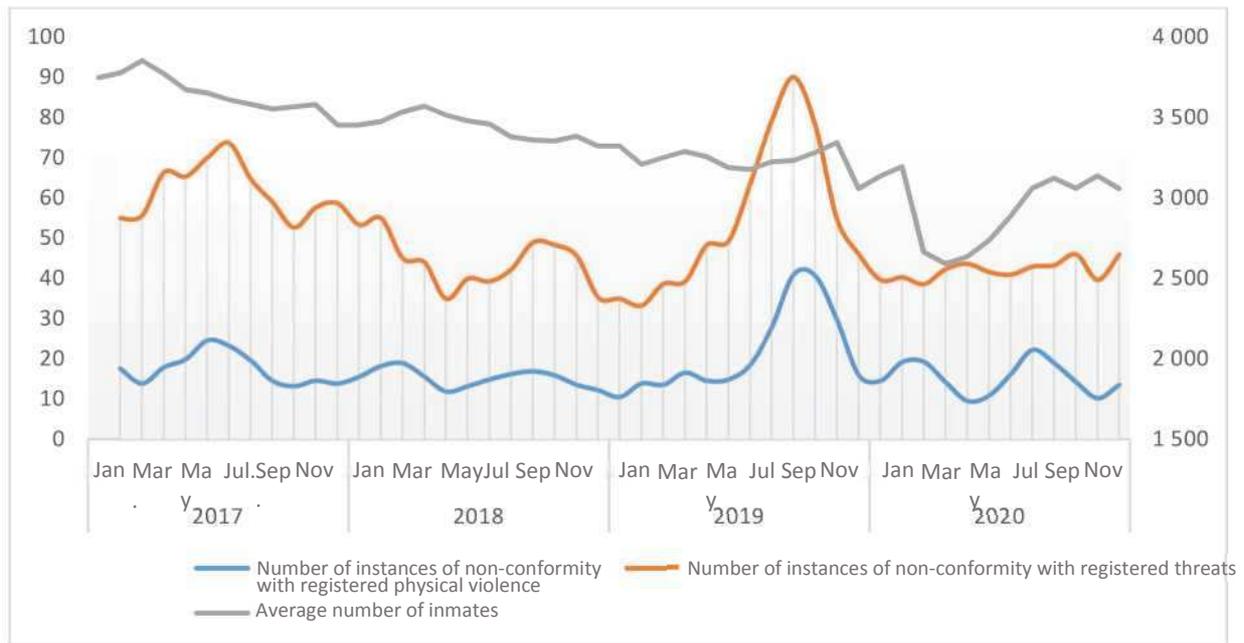
Incidents of violence and threats between inmates

A total of 477 incidents involving violence and threats between inmates were registered in 2019. 289 incidents were registered in 2020. As shown in the figure above, the trend in the number of incidents of violence and threats over time has followed the development in the number of inmates. There has been a negative trend since 2018, with an increase in the number of incidents per 100 inmates.

In 2020, an investigation was carried out of instances of violence and threats registered in 2019. The investigation shows that most incidents occur in communal situations such as recreational groups in the units, during outdoor time or during recreational activities. Many of the incidents occur quickly and without a visible cause, which makes it difficult to implement preventive measures.

The investigation also shows that there are some inmates who are repeatedly involved in these incidents. Managing this group of inmates is a challenge for the Norwegian Correctional Service. The fact that they represent a risk to both staff and other inmates makes the measures extra resource-intensive, particularly when the objective is to reduce the use of exclusions and isolation. The objective of maintaining meaningful human contact for this group while also maintaining security requires staffing, expertise and customised buildings.

Statistics for violence and threats against staff



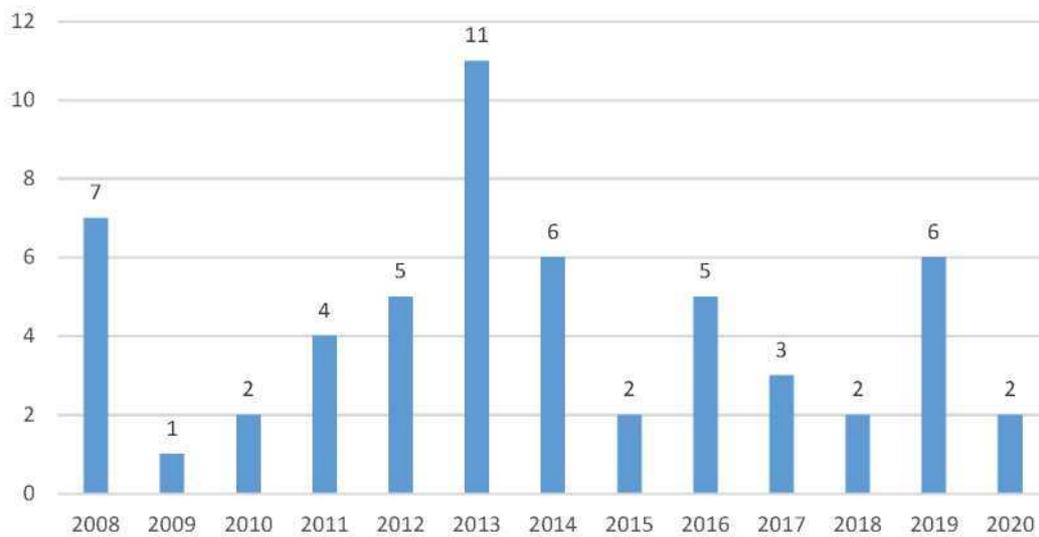
In order to obtain a better overview of the number of instances of violence and threats against staff, KDI has systematically followed up registered non-conformity that includes such incidents since 2017. There is a distinction between incidents/situations where it is registered in the non-conformity report that violence has been committed or threats made, and incidents that were stressful, but where no threat was made or no violence was committed.

217 fewer non-conformity reports were registered in 2020 than in 2019. The number of incidents fell from 650 in 2019 to 499 in 2020. KDI considers it positive that 2020 saw a reduction in the risk burden for staff when concerning violence and threats in connection with them performing their duties.

The figure above shows that there was a decrease in the number of incidents from 2017 to 2018. With the exception of a larger increase in the number of incidents during part of 2019, the number of incidents has remained stable since 2018. However, the same period has seen a sharp reduction in the number of inmates, which means that the number of incidents per 100 inmates has increased during this period. The reason for this is that some inmates are responsible for repeated incidents of violence and threats. The risk of such incidents is not equally distributed among the entire inmate population, and is largely a specific problem among certain inmates.

Suicide, suicide attempts and self-harm

Number of suicides 2008-2020



There were two suicides in the prisons in 2020. This was a decrease from six in 2019.

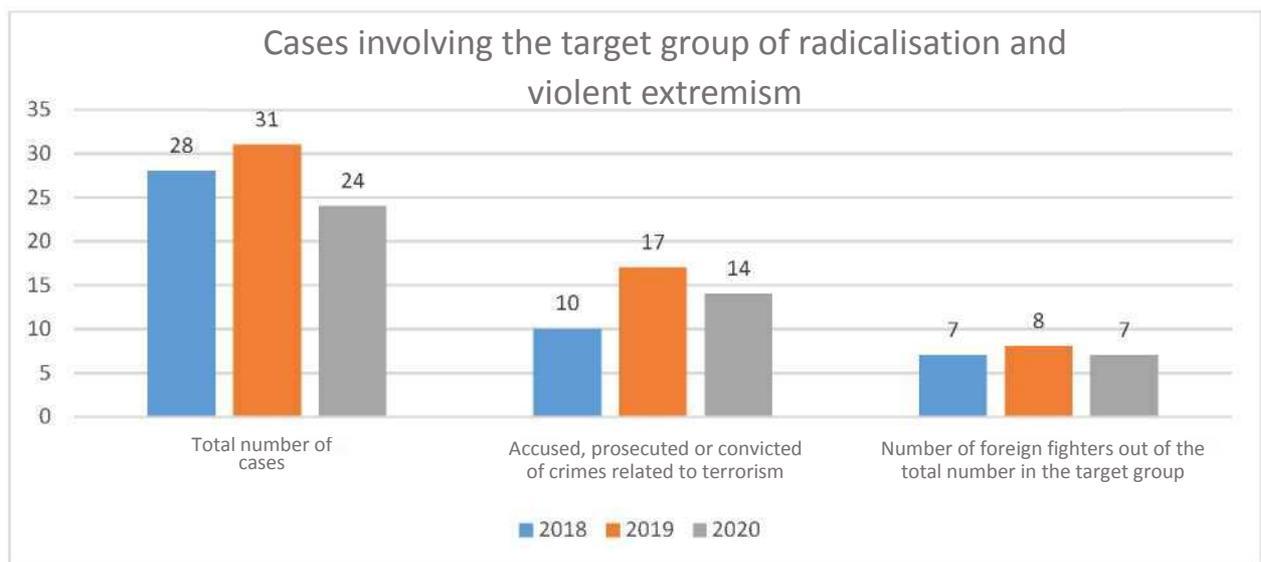
All suicides and serious incidents of self-harm are reported to KDI, and the incidents are reviewed for the purpose of learning and making improvements. The review of the incidents shows that prisons carry out assessments of suicide risk, and they inform and establish cooperation with health personnel about the findings in the assessments. Measures are being initiated to reduce the risk of suicide/self-harm. The review also shows that acts of self-harm in prisons are carried out by inmates with known mental health problems. Establishing cooperation with the health services for these inmates is an important part of the work in preventing self-harm.

Statistics for the number of foreign fighters, etc.

	Category			Number of foreign fighters among the total number in the target group
	Under investigation for, accused of, or prosecuted for terrorism-related offenses	Convicted of terrorism-related offences	Accused, prosecuted or convicted of other offences	
First four-month period of 2020	5	12	11	8
Second four-month period of 2020	4	12	11	8
Third four-month period of 2020	2	12	10	7

As of the end of 2020, a total of 24 people who are the responsibility of the Norwegian Correctional Service have been identified as being in the target group for the work against radicalisation and violent extremism. Fourteen of these have been accused, prosecuted or convicted of acts of terrorism or hate crimes, and seven of these are returned foreign fighters.

Seven of the convicted persons in question are being followed up under the Norwegian Correctional Service's mentor scheme. The mentor scheme has been maintained during the entire period in which the Norwegian Correctional Service has had to implement measures to reduce the risk of infection. Follow-up has then taken place either through video calls, phone calls or glass wall visits.



The figure above shows the development in the number of cases in the past few years. There have been a total of 116 cases since the work with this target group was systematized in 2015. The number of cases has remained relatively stable in recent years.

The Norwegian Correctional Service's efforts to combat radicalisation and violent extremism involve managing and following up cases in which links to extremist groups have been identified or where crimes related to terrorism or hate crimes have been committed. This work also includes preventing prisons from becoming an arena for radicalisation, including identifying those who become or are at risk of becoming radicalised while serving their sentence. This requires staff to have updated knowledge and a continual focus on radicalisation and violent extremism both at the individual and organisational level. The relatively low number of cases makes it difficult to maintain focus and to prioritise these, particularly in units that do not have inmates or convicted persons who have been identified as being in the target group.

Measures:

With regard to the factors that the units identified as problematic in the review of the security status, in the allocation letter to the regions for 2021 KDI has instructed the regions to ensure that all units prepare action plans to rectify these. KDI will follow up the work that needs to be done under these plans in the governance dialogue during the year.

In addition, a number of measures are being implemented at the central level. With regard to cooperation with the police and PST, measures have been planned with a view to systematizing

the exchange of information, establishing cooperation at unit level and ensuring proper and appropriate use of the information that is exchanged. A review of the Infoflyt (Info flow) system is required and this is expected to be completed in the first half of 2021. KDI will continue to participate together with the Norwegian National Police Directorate and PST in the Directorate's group for work against radicalization and violent extremism. The agencies are also cooperating on specific measures relating to the Government's action plan in this area.

There is a need to establish clearer expectations for what access controls should entail, and the types of controls the various security levels should have. New access control guidelines will be prepared and implemented in 2021.

It is an objective that all units with a high level of security will be able to check visitors and inmates using body scanners. New body scanners will be purchased in 2021, however not all units will have this equipment by the end of 2021.

A new security strategy will be completed during the first half of 2021. The new strategy will focus on the overall security work, including the establishment of a security management system, security organisation and security culture. An action plan is also being drawn up that includes more specific measures related to threats and risks, including vulnerabilities identified in the review of the security status. A new information security strategy is also being developed, and will provide a basis for further work on the weaknesses in this area that were identified in the review of the security status.

The Norwegian Correctional Service will continue to follow up the action plan to prevent violence and threats against staff. The introduction of spit protection will contribute to reducing the consequences of such incidents.

In 2018, KDI prepared guidelines for preventing and managing suicide and acts of self-harm. These guidelines are scheduled for review in 2021. Breath and motion sensors have also been procured and will be trialled at Agder Prison in 2021. It is expected that this equipment will reduce the risk of suicide among inmates, and the long-term plan is for this to be used in all prisons. Furthermore, KDI has expectations for the strengthening of services offered to mentally ill inmates that will be provided by the establishment of an area function for specialist mental health services in prisons.

A review of the current guidelines for the prevention and management of radicalisation and violent extremism in the Norwegian Correctional Service is planned for 2021. The review will particularly focus on the work with the release of inmates in the target group.

When concerning the management system for the security work, reference is made to the overview in Part 4. KDI plans to rectify this in 2021.

Overall assessment of goal achievement

There were no escapes from high security prisons in 2020 and the number of serious undesired incidents (suicide, violence and threats against staff and between inmates) decreased in comparison with 2019. Based on these key parameters, security is adequately maintained at the Norwegian Correctional Service.

At the same time, reporting of the security status indicates the need for improvement in a number of areas, and that the Norwegian Correctional Service must prioritise efforts to improve security in the future.

Matters which the Ministry has asked KDI for separate reporting on

International work

The COVID-19 pandemic has impacted every country that the Norwegian Correctional Service cooperates with. Since March 2020, countries have had different levels of infection risk. This has resulted in uncertainty and unpredictability with regard to the various processes that have been initiated. Digital platforms were not in place when the pandemic broke out, and much of the activity came to a halt. Increased use of digital platforms was adopted in the final part of 2020 and planned activities could be executed digitally.

All seven positions at KDI that are linked to international cooperation are externally financed by EEA funding, the Ministry of Foreign Affairs and the American organisation Amend.

EEA cooperation

The overall objective of the EEA financing schemes/Norway Grants is to contribute to reducing economic and social disparities in Europe, and to strengthen the bilateral relationship between Norway and the recipient countries. The goal of the cooperation within the Norwegian Correctional Service is to contribute to the correctional services in the recipient countries developing and having practices that are in line with international human rights standards.

KDI has developed an overarching project concept to be implemented in all six countries that are part of the cooperation. The concept includes the establishment of pilot prisons in line with international standards, where buildings and the execution of sentences are viewed in context. The rehabilitation services for inmates will also be strengthened and the focus will be on increased use of alternative forms of executing sentences, and training centres will be established for prison personnel. All countries that participate in the cooperation have a Norwegian partner in the form of a prison, a probation office or a halfway house.

The need for greater cooperation in connection with the transfer of convicted persons is an important topic at meetings with all recipient countries.

Lithuania

In 2020, the cooperation between Norwegian and Lithuanian correctional services centred around the completion of the cooperation programme and preparations related to project implementation. All planned bilateral activities have been carried out digitally. The cooperation between the Norwegian Correctional Service and the Lithuanian justice authorities is functioning well and is constructive.

Poland

During the first half of 2020, KDI played a key role in negotiations with Polish justice authorities for cooperation agreement between Norway and Poland within the Justice Programme. Project agreements between KDI, KRUS and the Polish prison service were completed shortly thereafter, including the preparation and planning of bilateral activities. The cooperation with the Polish correctional services is very satisfactory. KDI expects the project to be completed within the programme period, however would note that there is a significant risk associated with the completion of buildings.

Czech Republic

In 2020, the cooperation between Norwegian and Czech correctional services was centred around preparations for the projects that will be initiated in 2021. Constructive cooperation has been established with the Czech authorities. KDI considers the risk of failing to achieve the implementation of the projects within the programme period to be low.

Romania

In cooperation with Romanian prison authorities, KDI has continued its preparations for the project implementation. Cooperation between the Norwegian and Romanian correctional services is well-established. In addition to challenges related to COVID-19, there is a risk of delays in the tender processes for the prison buildings.

Latvia

In 2020, KDI continued its preparation for project implementation in cooperation with Latvia's justice authorities. The majority of the bilateral project activities have been postponed due to COVID-19, while some have been switched to digital activities. Cooperation with Latvia is excellent, and the project is expected to be implemented within the programme period.

Bulgaria

In 2020, KDI continued preparations for project implementation in cooperation with the Bulgarian justice authorities. Bilateral project activities have been postponed due to COVID-19, and, when possible, some activities have been transferred to a digital platform. Cooperation with Bulgaria is excellent, and despite some delays, the projects are expected to be implemented within the programme period.

Russia

In December 2019, KDI and the Russian Federal Penitentiary Service (FSIN) signed an agreement for a new cooperation programme for 2020 - 2022. However, due to COVID-19, it was unfortunately not possible to carry out planned bilateral project activities in 2020. The Norwegian Correctional Service and the Russian Federal Penitentiary Service have maintained contact via digital meetings and other means, and the plan is to continue project activities digitally until it is possible to resume travel activities within the twinning projects. The long-standing cooperation between Norway and Russia is considered to be very successful, and both parties wish to continue this. This is also supported by the Ministry of Foreign Affairs, which funds the cooperation programme.

Ukraine

In April 2020, the project application for an extension of the *Norwegian Rule of Law Advisers to Ukraine* (NORLAU) was approved by the Ministry of Foreign Affairs with an implementation period of until July 2022. The COVID-19 pandemic caused delays and challenges, however during 2020 the project recruited a new team of ten local experts working in Kyiv and at two new project offices in Bila Tserkva and Kharkiv. Despite the pandemic, a Norwegian team was established in Kyiv in September. The Norwegian team consists of five people, four of whom are from the Norwegian Correctional Service. The project is being financed in its entirety by the Ministry of Foreign Affairs, and is under the direction of KDI.

USA

Despite the COVID-19 pandemic, there was a high level of activity in the cooperation with the USA in 2020. Due to the pandemic, the training of prison staff in the USA was switched to online training. Amend, which is a project organisation that is part of the Criminal Justice and Health Program at the University of California, San Francisco, has produced a number of training films in collaboration with KDI. The films have been used together with the KAJABI training platform and subsequent group meetings via Zoom when training employees in the states of California, Oregon, Washington, North Dakota and Minnesota.

KDI has also shared experiences in managing COVID-19 with American officials.

International visits

There is still major international interest in the Norwegian Correctional Service. Due to COVID-19, international visits to Norway were reduced to a minimum in 2020. During the period up to 1 March 2020, priority had been given to visits by delegations from countries which the Norwegian Correctional Service has established partnerships with. From March, international visits were not prioritized.

A list of international forums that KDI participates in has been enclosed.

Grants to NGOs

In 2020, 28 organisations received funding via Chapter 430, Item 70 of the national budget, which applies to the grant scheme for voluntary and non-profit organisations that are active in the Norwegian Correctional Service's area of operations. A total of NOK 28,231,000 was allocated in grants. Of this, NOK 26,144,000 was allocated by the Storting, and NOK 2,087,000 was allocated by KDI following an application process.

Pursuant to the regulations, the grant recipients must submit auditor-approved accounts enclosed with the annual report, and the reporting deadline is set for 1 April 2021. KDI therefore has no basis for providing a statement regarding the effects and results of the grants that were given in 2020. All parties that received grants in 2019 have submitted satisfactorily reports on their activities and use of the grant.

In September 2020, a seminar was held with grant recipients who are active in the area of reintegration.

In December 2020, a competitive tender was announced for the evaluation of the grant scheme. Seven bids were received, and the tender was awarded to Rambøll Management Consulting. The report is scheduled to be completed in the autumn of 2021.

Research and development

KRUS has the ambition of being the leading research community in the country in the execution of sentences, and is an important contributor to the work of ensuring we have a knowledge-based Norwegian Correctional Service. The research at KRUS ensures that there is research-based teaching at the university college, and contributes to professional development, good practices and good decision-making in the Norwegian Correctional Service. KRUS produced 28 publications in 2020, of which 19 were journal publications.

In 2020, the research activities at KRUS focused on the issue of isolation, and several research projects in this area are under development. Furthermore, on assignment from KRUS, the Institute for Criminology and Sociology of Law conducted a knowledge summary and study of isolation. A report from this study was presented in September 2020.

Studies were also conducted in 2020 concerning subjects such as young people and rape, prison architecture, inmate drug and alcohol use, testing of a risk assessment instrument for people convicted of sexual offences, attitudes towards people convicted of sexual offences, cooperation between employees at the Norwegian Correctional Service and employees at the welfare agencies, radicalisation, the professional views of prison officers, how officers and inmates talk about inmates' previous crimes, and inmates' use of doping agents.

The Norwegian Correctional Service was not allocated funding through Chapter 400, Item 23, Research and development funding, in 2020. The work on the relapse study for which grants were previously given is still ongoing, and the first results are expected to be published before summer 2021. Funds were also previously appropriated for a project on the testing of PRISM, which is a risk assessment tool. Testing has been carried out, however work with an article on the project's findings has unfortunately been delayed.

In 2021, the Norwegian Correctional Service will develop an overall competence strategy. A new research and development strategy will also be developed for KRUS.

PART 4

MANAGEMENT AND CONTROL OF THE AGENCY

Management of the agency

Overall assessment. Further details regarding important aspects of KDI's management and control

KDI bases its management and control of the agency on target and performance management, the Norwegian Correctional Service's internal control system (KIKS) and on regulatory developments. To a limited extent, the Directorate also has a control function as an appeals body in connection with individual decisions concerning inmates and convicted persons.

An internal audit function has also been established, which is directly subordinate to the KDI Director General. KDI has assigned a position with responsibility for this function. 10 per cent of a full-time position has been also been allocated at all five regional administrations.

A new organisational model for KDI will enter into force on 1 March 2021. One of the measures implemented in this model is the establishment of a separate department that will coordinate and manage the governance dialogue with the regions. This will entail significant improvements in the Service's target and performance management.

KIKS was upgraded in 2020 to enable a new non-conformity module and risk assessment module to be put into use. The regions are required to monitor that all units are using the new case processing procedures, with selected employees responsible for approval and audit follow-up in the document module. All units at the Norwegian Correctional Service must have upgraded their documents in the document module by the end of July 2021. KDI expects that these measures will contribute to strengthening internal controls.

In 2020, priority was given to the development of governance information in connection with the issue of isolation. Following several cases in which the courts found that there had been human rights violations as a result of isolation, it has been particularly important to establish a system that documents the extent of interpersonal contact for isolated prisoners. A template has now been established for weekly plans for relevant inmates, and failure to prepare weekly plans must be reported as non-conformity in KIKS. In addition to this, KDI is awaiting the establishment of a new agency system, KODA, which will provide a broader scope of governance information.

Challenges

A major challenge is that the current offender management systems are outdated, which makes it difficult to develop governance information that can support the Directorate's management, especially when priorities are changed. A particular problem in this regard is that there are different systems that apply to inmates in prison, and for convicted persons who serve their sentences in the community. As an example, it can be mentioned that it is currently not possible to link data that applies to the same person from his/her stay in prison and from the subsequent probationary period. KDI therefore has high expectations for the development of a new agency system (KODA) which will offer a modern statistics module that will include all forms of executing sentences.

One of KDI's most important tasks is to safeguard the legal rights of inmates and convicted persons. In addressing this, KDI would note that challenges exist in the fault lines created between the current regulations, established practices and framework conditions on the one hand, and legal developments within both human rights standards and other legislation on the other. In recent years, the Norwegian Correctional Service has been repeatedly criticized by external supervisory authorities for breaches of human rights standards. KDI is therefore considering proposing that the Ministry of Justice and Public Security appoints a commission or committee to conduct an overall review of regulations and practices in the Norwegian Correctional Service in relation to other legislation and human rights.

One of the primary reasons that KDI proposed reorganising into a two-level model was that this would have strengthened KDI's control over the Norwegian Correctional Service's application of the law. With this type of model, KDI would have been responsible for processing all complaints, which would have given the Directorate a better overview of practices and thus reduced the risk of different practices and undue discrimination. Since it is now clear that the Storting will not adopt the proposed organisational model, KDI must initiate work on developing management systems in this area which can contribute to ensuring equal treatment and security under the law for inmates and convicted persons.

Specific weaknesses in governance and internal controls at the Norwegian Correctional Service

KDI has conducted several audits which have shown that the Service has potential for improvement when concerning systematic and integrated internal controls. With this as the background, a self-evaluation of internal controls and risk management was carried out at KDI in the autumn of 2020. The tool which was used was developed by the Norwegian Agency for Public and Financial Management (DFØ). The objective of the evaluation was to investigate the extent to which KDI has structures and systems for internal controls and risk management, and the extent to which these are used. Management was asked to give scores of between 1 (to a very small extent) - 6 (to a very large extent) within each of the seven characteristics/areas of effective internal controls:

Management-based, adapted to the nature, risk and importance of the agency, clarified responsibilities, authority and roles, integrated into the agency's management, processes and activities, formalized and documented, communicated and made available, complied with and systematically followed up, and uniform and holistic. The result of the evaluation gave an average score of approximately 3 out of 6. The area "adapted to the nature, risk and importance of the agency" scored the highest.

The area "*formalised and documented, communicated and made available*" scored the lowest. Measures have been proposed to improve the quality of internal controls. Similar self-evaluations will also be carried out on a regular basis in the coming years to measure and raise awareness of the progress of internal control work in the Service.

Weaknesses in financial management were also identified. KDI can report that there were also unused appropriations in 2020 in relation to the total allocated budget for the Norwegian Correctional Service, despite several regions having given notice of a possible operating shortfall right up until the end of the year. KDI is now working with developing management systems and forecasting tools in order to have better control over spending during the year.

Planning for secure operations - remediating buildings

Statsbygg is managing the plans for prioritising maintenance. The Norwegian Correctional Service records proposals for priorities at regular co-operation meetings at a central level, and

there is dialogue between the Norwegian Correctional Service and Statsbygg regarding priorities for the individual units at regional and local levels.

In recent years, major investments have been made in both new buildings and the maintenance of prisons. Despite this, the prison buildings still have an extensive maintenance backlog. In some of these buildings, the deficiencies are so extensive that there is a risk of closure by external supervisory authorities. In 2020, work was initiated and planned to meet this challenge at Trondheim Prison, Ila Prison and Detention Centre and at Oslo Prison. These are prisons that are important for the Norwegian Correctional Service's ability to meet the need for places for remand in custody in the respective surrounding areas, as well as the need for preventive detention places.

Oslo Prison is the prison in Eastern Norway with the most serious maintenance requirements, and there are limitations in terms of how long operations can be maintained with the present buildings. The prison is important in terms of the police having access to places for custody on remand in Oslo and the central eastern part of Norway. In 2020, NOK 17.5 million was allocated for the pre-engineering of a new prison in Oslo. NOK 46.3 million has been allocated in the national budget for 2021 to ensure that this work can continue in 2021.

The national budget for 2020 granted funding for the technical rehabilitation of Ila Prison and Detention Centre, which has a critical maintenance backlog and where most of the preventive detention places in Norway are located. Reference is made to a more detailed overview of this project in Part 3.

The complete rehabilitation of the A-building at Trondheim Prison commenced in 2020. This building contains living areas for men and women, as well as administrative and joint functions. The total cost of the rehabilitation work will be approximately NOK 200 million. The project will provide significantly better services and living conditions for 44 male and 11 female inmates. In addition to the renovation of the building, toilets and ventilation will also be constructed in the cells. All living quarters will have a larger communal area, which is essential for inmates to be able to have company with other inmates outside the cells. A new and expanded medical department has been constructed, the visitor section has been renovated and expanded, and a new and expanded security guard headquarters has been built. This will improve security at the entire prison, while the inmates will receive better health services, larger and better visiting areas, and better facilities for company and activation.

In order to establish suitable premises for the health services, a project was initiated in 2020 involving conversions and a new building at Vadsø Prison. In addition to a new medical department, new offices and meeting rooms are being constructed, including a service office for shared use with the prison's cooperative partners. The prison will also have new perimeter security, which will provide significantly better security. The work will be completed in 2021.

After the Government made the decision to commence maintenance projects across the country to mitigate the negative consequences of the pandemic, in 2020 Statsbygg commenced maintenance measures at the prisons for almost NOK 62 million. The projects involve everything from replacing electrical installations, new windows and doors, and remediating rot damage to painting walls.

KDI is continuously working to update and improve the Service's emergency response plans. This also includes measures relating to the shutdown of critical capacity. The measures associated with this scenario are evacuation, transport and rapid establishment of cell places both in other prisons and at suitable locations outside the Service's areas. The Norwegian Correctional Service's cooperative partners are involved in this work.

The staffing situation

KDI is continuously working to ensure that the Norwegian Correctional Service has adequate staffing, with the correct qualifications for the tasks that are performed.

Uncertainty associated with the future organisation has resulted in higher than normal staff turnover at regional offices. Therefore, staffing requirements have been met to some extent by temporary employment and functions. Employees at regional offices play an important role by, among other things, ensuring due process protection for inmates and convicted persons in appeal cases and other individual decisions. The functions that the regional offices have to carry out require a high level of expertise and KDI anticipates a hopefully more stable staffing situation at the regional offices after the Storting having now decided that the current organisational model will be maintained.

A substantial proportion of the employees at the probation offices have social work qualifications. In a situation in which control tasks are expanding in terms of their scope, it is necessary to supplement this expertise with continuing education and training in the field of security. A training module concerning security in connection with home visits and intended for employees at the probation offices was developed in 2020.

In 2020, the curriculum for prison officer training was revised in order to accommodate an expected change in the population of inmates and convicted persons. Most of the graduates are offered jobs after the compulsory year of service. The number of qualified people appears to correlate well with the Service's requirements. The Bachelor's Degree in Correctional Studies, which commenced in January 2019, is a continuing education programme for employees with prison officer training. The first bachelor's degree cohort graduated in the spring of 2020. In 2020, KRUS commenced work on a plan to establish a three-year Bachelor's Degree in Correctional Studies, which will replace the current vocational training for prison officers.

KDI's objective is that the Service's work shall be knowledge-based, which is the reason why the Service has been given clear guidelines for reducing the use of unskilled labour in prisons. There have been some local staffing challenges in connection with the ongoing pandemic. If necessary, employees have been redeployed between units, and shifts have been changed to ensure adequate staffing. It has been noted that the Service is using a somewhat higher degree of unskilled labour due to sick leave and quarantining caused by COVID-19.

In addition to KRUS being responsible for educating and training prison officers, the university college offers continuing education and training to all employees in the Service. In 2020, there were 1,486 participants in courses and conferences held by KRUS, compared with 2,634 participants in 2019. The reduction was due to the fact that all activity in this area was suspended during the first months of the pandemic, and before the Norwegian Correctional Service was able to adopt the use of digital platforms to the necessary extent.

Since 1 January 2020, a final electronic questionnaire has been conducted for all employees who leave the Norwegian Correctional Service. This will be an important tool in the continued work on attracting, developing and retaining the right expertise at the Norwegian Correctional Service.

Sick leave

	2016	2017	2018	2019	2020
All	7.5%	7.4%	7.9%	7.9%	8.5%
Management/Administrati	5.9%	6.0%	6.8%	6.4%	5.8%

on					
Execution of sentences	8.1%	7.9%	8.2%	8.4%	9.0%

Total sick leave increased in comparison with 2019. Available data shows that approximately 1.1 per cent of sick leave in 2020 was related to COVID-19.

The Norwegian Correctional Service has a continual focus on return to work and sick leave strategies at all levels of the organisation. The Central Working Environment Committee (SAMU) had sick leave as a priority area in 2020 and the objective was to increase the number of employees returning to work and reduce absenteeism. SAMU will continue this focus in 2021.

Safety management

KDI would note that there are deficiencies in the current management system. Several individual components and processes have been established and documented, however a holistic approach and management anchoring must be improved. In 2020, KDI focused on identifying the current areas of improvement. Based on this, a proposal was prepared for how the Norwegian Correctional Service's safety management system should be designed.

Management's review of the Service's preventive safety work has not been sufficiently implemented into the present corporate governance, but is a key part of the proposal that has been prepared and that will be implemented in 2021.

An internal audit of the safety management system is planned for 2021. Findings and recommendations from this audit will also be included in the work.

Gender equality

The Norwegian Correctional Service endeavours to promote gender equality and prevent discrimination (complex discrimination) in all areas of discrimination.

Principles, procedures and standards for gender equality and to combat discrimination

The Norwegian Correctional Service's gender equality work is based on the basic agreement with an adjustment agreement, in salary policy and in various guidelines and routines. In 2020, KDI prepared new routines and guidelines for managing conflicts and harassment, as well as new ethical guidelines. In 2020, the whistleblowing routines were also revised with a training package, a new form for internal whistleblowing and a case processing procedure for whistleblowing cases. There was also training in managing whistleblowing cases. A new recruitment routine has been established which highlights the consideration of diversity, and training is being conducted of the appointments committee where this is a topic.

Actual status of gender equality at the Norwegian Correctional Service

The table below shows the actual gender equality at the Norwegian Correctional Service in general, and for categories of temporary employees, employees on parental leave, and employees in actual part-time work.

Gender balance	Temporary employees	Parental leave	Actual part-time
Total number of employees: 5,783		Average number of weeks	

Women	Men	Women	Men	Women	Men	Women	Men
2,777	3,006	668	586	19.22	11.38	148	67

The figures show that the total proportion of women at the Norwegian Correctional Service is 48 per cent. The proportion of women in temporary positions is 53 per cent. With regard to parental leave, women have an average of 19.22 weeks, while men have 11.38 weeks, which is a difference of 7.84 weeks. Women make up 68 per cent of part-time employees. The Norwegian Correctional Service has the target of a minimum of 40 per cent of management positions being held by women. KDI, KRUS and three out of five regions achieved this target in 2020. Three out of five regions have achieved the target of women making up at least 40 per cent of other uniformed personnel. The average proportion is 42 per cent for this group. The proportion of female trainees was 46 per cent in 2020, which is above the target of 45 per cent.

Approximately 15 per cent of applicants for prison officer training have a foreign cultural background. The proportion of people with a foreign cultural background who are accepted into the programme is about 7-8 per cent, which is primarily due to the assessment of language skills among the applicants.

Work with gender equality in 2020

KRUS and the regions with subordinate units have been informed of adjusted gender equality requirements, and have been tasked with identifying the risk of discrimination and barriers to gender equality based on a four-step work method in the following areas: Recruitment, pay and working conditions, promotion, development opportunities, facilitation, possibility of combining work and family life, female managers and the proportion of women among other uniformed personnel. Not all units have adequately implemented this methodology, and this is work that must continue in 2021.

Identified risks of discrimination and barriers to gender equality and planned/implemented measures

Recruitment/ promotion/ development opportunities

The following risks of discrimination in connection with recruitment have been identified:

- There are generally few qualified applicants with minority backgrounds, gaps in their CVs and disabilities.
- Inadequate knowledge of regulations and awareness of diversity among managers during recruitment processes
- Fewer women than men apply for management positions
- Over time, a smaller proportion of women have been recruited into work operations at several units.

The work with the National Inclusion Initiative (Inkluderingsdugnaden) has placed gender equality and diversity on the agenda. The Norwegian Correctional Service focuses on balanced gender distribution and quota requirements when hiring. Many units have a good gender balance in management positions. Promotions take place either through external or internal announcements, and all applicants are assessed based on qualifications, competence and suitability. The appointments committee is involved in this process. However, there is still a risk of exclusion due to pregnancy, maternity/adoption leave or care duties. An important measure is to motivate, facilitate and encourage women to apply for management positions both permanently and in the event of temporary absence/functions, for example, by using the performance appraisal

in this context.

Pay and working conditions

The Norwegian Correctional Service will investigate the extent of involuntary part-time work, and prepare pay statistics according to position codes and gender for the 2021 financial year.

Key guidelines for determining pay are followed. For most hires, the pay framework is stipulated in the Basic Collective Agreement and use of alternatives determined via pay negotiations, for example, in LR 39. When announcing positions in a pay range, the determination of pay is considered before the position is advertised. The text of job advertisements, which is based on key templates, stipulates requirements for qualifications and experience. These largely dictate the working conditions for the position.

However, culture and attitudes in the units can represent a risk of discrimination, for example, “macho culture”, and humour at the expense of women or employees with minority backgrounds. A greater focus on knowledge about diversity to increase awareness around attitudes and prevent discrimination will be an area that requires constant attention.

Adjusting working conditions and the possibility of combining work and family life

The units adjust working conditions for women who are pregnant and breastfeeding, and adjust working hours for parents with young children for periods, work tasks, and ergonomics where appropriate. People who so wish are exempt from 12 hour shifts. Adjustment of working conditions with assessments of needs and opportunities, possibly with assistance from NAV, occupational health service or other cooperative partners.

Shift work provides a good mix of free-time and work, with opportunities for individual adjustments if required. Extended, unplanned working hours are more common for day staff with flexible working hours, irrespective of gender, which blurs the boundaries between free-time and work, and can result in increased pressure and poorer health. This issue has become more applicable due to the increased use of home offices.

Results of the work

The results of the efforts to increase the proportion of female managers and the proportion of women among uniformed personnel demonstrate that the Norwegian Correctional Service is well on its way to achieving its goals. KDI expects that, through the new statutory work methodology, which includes indicators based on risk assessments of the above-mentioned personnel areas, the other gender equality work will, in the long-term, contribute to greater diversity and gender equality at the Norwegian Correctional Service.

National Inclusion Initiative

The Norwegian Correctional Service works systematically to realise the Government's National Inclusion Initiative, which has the objective of a minimum of 5 per cent of new employees in the public service being people with disabilities or gaps in their CVs. The Norwegian Correctional Service achieved a result of 0.34 per cent in 2020.

People employed	2020
Total new employees	588

New employees from the target groups	2
Proportion of new employees with disabilities or gaps in their CVs	0.34%

Assessment:

All units have reported challenges in receiving applications from people who are in the National Inclusion Initiative's target group. Part of the reason for this is that a large proportion of the positions at the Norwegian Correctional Service require in-Service education, and that requirements are also set for health, physical fitness and complete criminal record certificate.

Measures:

All units at the Norwegian Correctional Service have received information about the Government's National Inclusion Initiative. Standard templates are used for advertising positions, and qualified candidates with different work and life experiences are encouraged to apply. The templates also state that the employer will adapt working conditions for applicants with disabilities or gaps in their CV. A joint recruitment process focusing on this issue was introduced at the Norwegian Correctional Service in 2020. Courses are also held for the appointment committees in the Service, at which diversity and inclusion are a separate topic. Selected units have participated in the pilot programme *Anonymous applications* in the *public service*.

Some units have people in special schemes aimed at the target group, for example, practical working experience through NAV or sheltered workshops. This appears to be a good way for the Norwegian Correctional Service to contribute. KDI has also informed all units about the State's trainee program, which can be an important channel for reaching the target group.

In 2021, diversity and inclusion will be followed up in the governance dialogue at all levels, and the Norwegian Correctional Service will strengthen its cooperation with NAV regarding relevant candidates. A working group focusing on inclusion and diversity will continue the work in 2021. One of the measures the group is working with is to introduce compulsory e-learning courses for managers, appointments committees and HR staff.

Recommendations from the Office of the Auditor General

Among other things, the Office of the Auditor General carries out annual controls of budget allocation authority, procurements, reconciliation of sales and accounts, random checks of salary payments and guidelines in "Kompis reskontro", which is an ICT system that processes payments of daily allowances to prison inmates. The Office of the Auditor General's work at KDI starts with an interim audit that runs from September to December. The year-end audit starts in December, with reporting and documentation requirements. The audit concludes with a declaration of completeness in April, and an audit report as of May 1.

In the audit report for the 2019 financial year, the Office of the Auditor General noted that there are a very large number of people at the Norwegian Correctional Service who have a purchasing and accreditation role in the invoicing system. The Office of the Auditor General also visited three operating units in 2019, and followed the sale of products from the work programme from order until bookkeeping. The Office of the Auditor General noted that there are variations in routines for sales, cash sales and voucher archives at the units. KDI has followed up the Office of the Auditor General's recommendations in accordance with the plan. An element of this is the introduction of the Compendia Financial Handbook, which improves access to routines and regulations. Rules are specified for the submission of a copy of a signed delegated budget authorisation for a role that

can approve expenses. A joint mailbox for Altinn web portal has been created to ensure that roles are assessed before they are created locally for KDI. Furthermore, based on the recommendation of the Office of the Auditor General, a local checklist for pay controls has been introduced.

At the start-up meeting for the audit for the 2020 financial year, the Office of the Auditor General requested that KDI submit risk assessments for the 2020 financial statements. KDI gave notice of the agreement entered into with DFØ for a standing offer of assistance in the event of problems with absenteeism. This agreement has yet to be used.

It is also noted that in 2020 and 2021, the Office of the Auditor General will carry out a primary analysis of health, educational and welfare services for inmates in Norwegian prisons from 2016 to 2020.

Recommendations from the Norwegian Parliamentary Ombudsman

The Norwegian Parliamentary Ombudsman's prevention unit against torture and inhuman treatment in detention did not visit any Norwegian prisons in 2020.

The Norwegian Correctional Service has been criticised by the Parliamentary Ombudsman about the extent of isolation in Norwegian prisons. In June 2019, the Parliamentary Ombudsman's prevention unit submitted a Special Report to the Storting on Solitary Confinement and Lack of Human Contact in Norwegian Prisons (Document 4:3 (2018-2019)). A special report is the strongest instrument the Parliamentary Ombudsman can use against the public administration. As part of its consideration of the special report, the Control and Constitution Committee decided to hold an open hearing on 14 January 2020, which the Directorate attended.

On 13 May 2020, the Parliamentary Ombudsman published a report on the use of restraining beds in the Norwegian Correctional Service. The Parliamentary Ombudsman investigated the use of restraining beds in Norwegian prisons in the period from 2013 to 2018. The report revealed that the use of restraining beds in prisons represents a high risk of violating the prohibition against torture and inhuman treatment that is enshrined in the United Nations Convention against Torture and Article 3 of the European Convention on Human Rights (ECHR). The Parliamentary Ombudsman noted that using medical restraint in restraining beds is the most invasive coercive measure that Norwegian prisons can use for inmates, and recommended abolishing the use of restraining beds in Norwegian prisons. KDI is currently investigating whether to abolish the use of restraining beds.

The Parliamentary Ombudsman also published a report on prison conditions for inmates during the COVID-19 pandemic. The report was published on 18 June 2020. The Parliamentary Ombudsman investigated what impact the COVID-19 pandemic had on conditions for inmates in Norwegian prisons shortly after the pandemic broke out. The report shows that several important measures were implemented to protect inmates from infection, and to compensate for restrictions resulting from the handling of the pandemic. However, the report also states that some invasive infection control measures, including the isolation of inmates, were introduced in contravention of human rights standards and professional medical advice.

On 14 August 2020, the Parliamentary Ombudsman sent a request to KDI for information regarding procedures for bodily searches in prisons. The reason for the request was a judgment handed down by Gulating Court of Appeal in the summer of 2020, which established, among other things, that Bergen Prison had subjected a person in custody on remand to degrading treatment in violation of Article 3 of the ECHR in the form of routine bodily searches which involved undressing, and which were carried out in a demeaning manner. Findings from the Parliamentary Ombudsman's prison visits over a period of several years show that similar practices are widespread in the Norwegian Correctional Service and that this affects a large

number of inmates. The Parliamentary Ombudsman therefore requested a briefing from KDI on how the judgment is now being followed up in order to prevent violations of Article 3 of the ECHR. KDI responded to the Parliamentary Ombudsman's request in a letter of 4 September 2020. Based on the above, KDI has prepared new guidelines for bodily searches.

KDI is not aware of the Parliamentary Ombudsman having made any critical remarks about the Norwegian Correctional Service in individual cases in 2020.

PART 5

ASSESSMENT OF FUTURE OUTLOOK

The Norwegian Correctional Service's new operations strategy for 2021-2026 is based on analyses of possible changes to the Norwegian landscape in which the Correctional Service operates, as well as changes in expectations in the coming years:

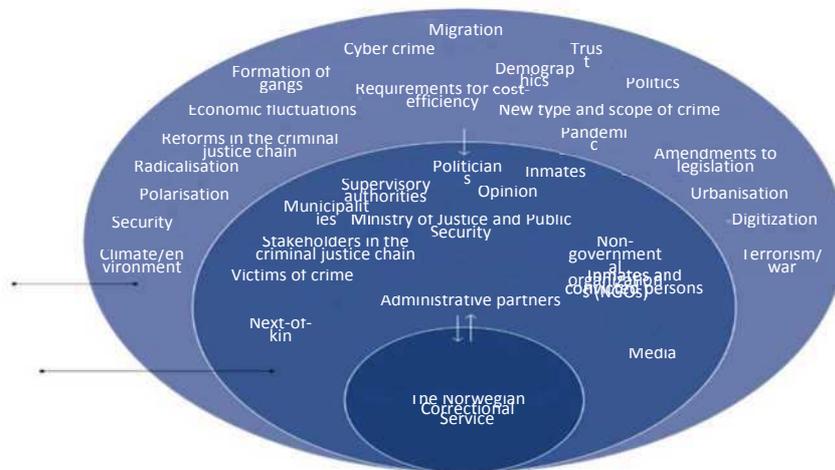


Fig. The Norwegian Correctional Service's strategic landscape

There are a number of factors that will influence the landscape in which the Norwegian Correctional Service operates in the coming years, however the Service is of the opinion that the following areas will require considerable attention:

The efforts of the police against particular groups and offences are of major importance to the priorities of the Norwegian Correctional Service. The Norwegian Correctional Service must be particularly prepared for changes in the population of convicted persons as a consequence of police efforts in connection with serious sexual offences, including online abuse of children, domestic violence, serious international and organised crime and hate crime. The Norwegian Correctional Service has also noted that there is a greater focus on environmental and labour market crime. According to PST's national threat assessment, Norwegian authorities must also be aware of the possibility of politically motivated extremism, which may require special security regimes for this category of inmates.

The Government's perspective report notes that public enterprises must also expect tighter public budgets in the coming years. In the long term, this may entail a different content and framework for the execution of sentences and will require clear priorities. The execution of sentences in the community is more reasonable and results in less recidivism than prison sentences. Digitization of the control measures for executing sentences in the community may contribute to safe and more cost-effective reintegration.

The increased proportion of convicted persons who serve their sentences in the community and police priorities relating to, among other things, organised crime, may result in a more demanding

environment inside the prisons.

Statistics Norway's projections for the labour market towards 2040 and NAV's external analysis of 2021 show that there will be an increased demand for labour with higher education. This means that the Norwegian Correctional Service needs to develop its ability to recruit, train and retain well-qualified personnel. This will require not only a comprehensive competence strategy and reputation building, but also further development of the prison officer training from the present two-year university college programme, to a three-year bachelor's degree for anyone who intends to work in the Norwegian Correctional Service.

Important developments in 2020 that will continue

There are now more people who are commencing the execution of their sentence in the community than those who are commencing execution of their sentence in prison. This is particularly related to the introduction of the execution of sentences with electronic monitoring, which has contributed to about 3,200 sentences of unconditional imprisonment each year being fully executed in the community. There is reason to assume that the use of electronic monitoring will increase in the coming years.

The Norwegian Correctional Service receives fewer but longer unconditional prison sentences that are to be executed. On the whole, recent years have shown that there is greater unpredictability in terms of capacity requirements, sentences, groups of convicted persons and categories of offences. This entails that the Norwegian Correctional Service will have a greater need for more flexible capacity, both in terms of the number and types of places, different forms for executing sentences and specialisation in relation to the requirements of convicted persons and risk assessments.

One of the objectives for ensuring lower recidivism in the Norwegian Correctional Service's operations strategy is to create an individual plan for executing the sentence in cooperation with the convicted person. This applies to all convicted persons, however there are four groups of convicted persons that require greater focus in the coming years: The elderly, people convicted of sexual offences, young adults and convicted persons who engage in domestic violence.

The average age among convicted persons in Norway is increasing. The Norwegian Correctional Service's data shows that the proportion of convicted persons over the age of 50 increased from 6 per cent in 2000 to 19 per cent in 2019. This trend may exacerbate challenges relating to treatment and care services for prisoners, the customisation of buildings and the need for other forms for executing sentences.

The Norwegian Correctional Service has chosen to establish a separate strategy for people convicted of sexual offences. This is partly due to the increasing volume. This was the category of offence that the courts imposed the highest sentences for in 2019. However, a special effort is also required to reduce the extent of self-isolation in this group and the need to ensure safe and secure progression when executing their sentences.

On average, there are approximately 800 young people at any given time between the ages of 18 and 24 who are serving sentences in prison or in the community. More than half serve their sentences in the community. As soon as a minor who is serving a sentence in prison or in the community turns 18 years of age, he or she is essentially subject to the same legal framework as adults. There is a need to further develop the execution of sentences for this group.

The Norwegian Correctional Service is of the view that there is a need to use the execution of sentences as an arena for change for convicted persons who have been victims or perpetrators of domestic violence. Data from Statistics Norway indicates that police priorities have resulted in an

accumulated increase, because the average sentences for this group are becoming longer. The Norwegian Correctional Service also has good experiences from working together with crisis centres to assist with trauma management, and this is a service that should be expanded. The same applies to separate courses for women who have committed violence against their own children.

It is also the experience of the Norwegian Correctional Service that there are strong legal drivers which influence the focus areas. The Norwegian Correctional Service is a monopoly operation when concerning state custody, and the Norwegian Correctional Service has a particular responsibility to ensure that people who are deprived of their freedom are treated in a humane manner. The Parliamentary Ombudsman, courts and other Norwegian stakeholders, the public sector and volunteers, have a timely focus on the ability of the Norwegian Correctional Service to treat prison inmates in accordance with the requirements set in Norwegian and international law. Isolation of inmates, the use of restraining beds, the use of strip searches and the provision of services to female inmates are among the areas that will require considerable effort from the Norwegian Correctional Service in the future to ensure better compliance with human rights conventions.

Organisation-wide measures for the future

The work on implementing the Norwegian Correctional Service's new operations strategy has commenced and will make the Norwegian Correctional Service better able to tackle the strategic challenges that are described above.

There is important work with content and organisational development in connection with the standardization of processes for executing sentences to ensure good opportunities for progression and legal equality for convicted persons, irrespective of where the sentence is executed.

Better goal achievement

It is an overarching objective that convicted persons do not commit new crimes after having served their sentences. Gradual adaptation to a life of freedom and reintegration into the community, with the possibility of working or studying, is an important part of the efforts to prevent new crime. Successful reintegration requires the administrative partners and the home municipalities to work closely together with the Norwegian Correctional Service and the convicted person him/herself.

There are several factors that can impair goal achievement: execution of a sentence without adapted content or progression, persistent or new pandemic, backslide zone issues and under-dimensioning the services provided by the administrative partners.

It is necessary to review the content of the criminal sanctions of anti-drug programme with court supervision (ND), community sentence and Driving while under the influence prevention programme (RK) in order to assess whether the design of the sanction targets the needs and risks of the convicted person and thus contributes to reducing recidivism.

Important risk-reducing measures for executing sentences in prison and in the community:

- assess the Service's development needs, utilise strategic competence management, implement continuing education programmes and develop a three-year bachelor's degree,
- strengthen cooperation with contractors, administrative partners and NGOs,
- facilitate user participation and enable convicted persons to develop their own resources and skills,
- motivate convicted persons to engage in an active everyday life that prevents isolation.

The Norwegian Correctional Service has a specific goal of ensuring a low level of isolation in

prisons, and must intensify efforts to prevent isolation and reduce the extent and negative effects of isolation in the years to come. Reduced staffing and an inadequate activity programme, as well as inappropriate buildings, including buildings without communal rooms, are factors that can hinder goal achievement. When this is physically possible, the Norwegian Correctional Service should promote activity and company with others, for example, when establishing new resource and activity teams. The time out of cell shall be increased and inmates who are isolated shall be followed up.

It is a goal that the Norwegian Correctional Service effectively utilises its capacity. Key risk factors are excessively low capacity utilisation and/or no capacity that has been specifically adapted for unconditional imprisonment and community sentences. Important risk-reducing measures are work that ensures more flexible resource and capacity utilisation, including:

- the form in which a sentence is executed being appropriate and at the correct time,
- introduction of national offender administration,
- development of flexible buildings, digital infrastructure and environmentally-friendly use of resources.

It is a goal to maintain security at the Norwegian Correctional Service. Sentences shall be executed in a manner that satisfies the need for security. Important risk factors are radicalization of prisoners, increase in violence and threats in prisons, smuggling of weapons, violations of sentences served in the community and illegal use of computer equipment. The following are required to reduce risk:

- coordinated measures to ensure control and progression that can counteract undesired incidents and crime,
- differentiated risk assessments,
- improved expertise in communication that reduces conflict and good environmental work,
- use of new digital solutions for security, including investments in technical detection equipment and in new technical solutions for inmates' use of computer equipment.

For inmates in prisons, quality also applies to buildings. The extent to which a prison delivers good quality depends on the options provided by the design of the buildings. Many of the prisons were built in the 19th century and are characterised by an absence of communal rooms, small yards, reduced work programmes, etc. The consequences for convicted persons include isolation.

There are also serious deficiencies in the prison buildings used for female inmates. Too many female convicted persons do not serve their sentences in sections and units that are adequately segregated from men. Rooms containing four inmates are still in use.

Dimensioning of the capacity of the Norwegian Correctional Service (electronic monitoring and prison places) is decided at ministerial level. It may be expedient to investigate any benefits from assigning the Directorate this authority within the allocated budget frameworks.

The Norwegian Correctional Service has a good reputation and enjoys a high level of trust and credibility in the community. The organisation places a high value on transparency - this is one of the organisation's core values - and will work purposefully towards becoming an even more visible societal actor, as a premise provider in the specialist field of "*punishments that make a difference*".

PART 6

FINANCIAL STATEMENTS

Objective

The Norwegian Directorate of Correctional Service (KDI) was separated from the Ministry of Justice and Public Security (JD) in 2013, and is under the authority of JD. KDI is an ordinary public administrative agency that compiles accounts according to the cash accounting principle, as stipulated in the accounting policy note to the financial statements. The Norwegian Correctional Service is the final link in the criminal justice chain. The Service shall ensure that convicted persons serve their sentences and that remand places are made available to the police. A sentence shall be executed in a manner that takes into account the purpose of the sentence, that serves to prevent the commission of new criminal acts, that reassures society, and that ensures satisfactory conditions for convicted persons during execution of the sentence. The financial statements make up Part 6 of the annual report from KDI.

Confirmation

The financial statements are prepared in accordance with provisions relating to financial management in the State, Circular R-115 from the Ministry of Finance and requirements imposed by JD for KDI. It is my opinion that the accounts provide a comprehensive picture of the Directorate's available appropriations, recognised expenses, income, assets and liabilities. Detailed reporting of all items is presented in the accounting report which is a separate appendix to the annual report.

Assessment of material factors

Chapter 430 Norwegian Directorate of Correctional Service, Item 01 Operating expenses:

In 2020, KDI had total available allocations in Item 01 of the expense chapter of NOK 4,906 million, and was also authorised to debit Chapter 118, Items 21 and 70 by up to NOK 2.232 million and Chapter 0440, Item 01 by up to NOK 6.435 million. KDI has appropriations in two chapters and several budget items. The largest budget item is Chapter 430, Item 01 Operating expenses.

Unused appropriations for Chapter 430, Item 01 Operating expenses, were NOK 79.7 million when reduced income is included. This means that the utilisation rate for Item 01 was 98.5 per cent. Unused appropriations are sought to be transferred to 2021. In comparison, unused appropriations in 2019 were NOK 46.8 million.

The amount of unused appropriations must be assessed based on additional appropriations in the 2020 national budget, which was adopted and allocated in December. In 2020, compensation for the pay settlement was awarded in connection with the revised budget. This was also received in December. It was particularly difficult to calculate the consequences of the settlement in 2020. Among other things, this was because of seniority calculations and continuation of the previous year's pay settlement (2019). For this reason, and due to uncertainty about whether and to what extent additional expenses in connection with the COVID-19 pandemic would be covered, it was necessary to manage finances very tightly in

relation to the adopted framework before the additional appropriations were received in December 2020. This resulted in the Service having exercised caution in the event that compensation was not awarded.

As mentioned, compensation was first received in connection with the revised budget in December and will be part of the transferred amount. As was the case for the rest of society in 2020, the pandemic also resulted in lower levels of activity and this therefore also meant costs savings from courses, seminars and travel activities. However, substantial additional costs were still incurred in connection with measures to reduce the risk of infection for inmates and staff, and for cooperative partners of the Norwegian Correctional Service. It is important that the appropriation granted for the specific purpose in December 2020 is used for this purpose in 2021.

The Norwegian Correctional Service and KDI will improve routines and the quality of assessments when discussing and reporting forecasts for developing budgets. KDI has therefore established a working group which will be tasked with investigating why the forecasts in 2020 were incorrect, and how we together can be better at predicting how the Norwegian Correctional Service will end the year.

Chapter 430, Item 45 Larger equipment purchases, *can be transferred*:

The total available allocation was NOK 201.994 million and the item had unused appropriations of NOK 62.8 million.

The unused appropriations were primarily due to displacement of the dates on which expenditures for major construction projects will be incurred. Expenses that are still yet to be paid include final settlement with Securitas for the delivery of technical user equipment to Agder Prison (alarm system, detection and camera surveillance systems), a partial payment to KODA that is due in 2021 instead of in 2020 and the substance abuse unit at Bjørgvin Prison, for which the contract with the contractor has been entered into and where this will be constructed in 2021. Funding for a new National Reinforced Communal Section (NFFA) at Ila Prison and Detention Centre will be used in its entirety when new permanent premises for the NFFA are to be constructed. Ila Prison and Detention Centre will be closed from the second half of 2021 in order to carry out this rehabilitation project. KDI had also allocated an amount to upgrade activity facilities with visitor apartments for women at the open unit in Agder Prison (Evje Unit), which will not be completed until 2021. In addition, there are several necessary construction projects in which the Norwegian Correctional Service will cover technical user equipment within the budget framework and the expenses for these that fall due for payment in 2021. By far the largest project is approximately NOK 12 million for new technical user equipment in connection with the rehabilitation of Building A at Trondheim prison. Reference is made to the keywords in the item *can be transferred*. Unused appropriations are sought to be transferred to 2021.

Item 60 Reimbursements to the municipalities, persons sentenced to preventive detention etc., can be transferred

Region North administers the reimbursement scheme. The item shows unused appropriations of NOK 14.6 million. Each year there is uncertainty relating to the amounts of the payments under this item, and these will depend on the dates on which reimbursements are paid to the municipalities. The unused appropriations in 2020 were due to Region North not having received all invoices from the municipalities by 31 December, and these were therefore not paid until 2021. In December, the region received inquiries from a number of municipalities in which they reported some difficulty in reviewing claims and having these auditor certified. It

was reported that this was due to the COVID-19 pandemic and use of home offices, which meant that the preparation and sending of invoices took longer than usual and resulted in fewer disbursements in December 2020. Reference is made to the keywords in the item *can be transferred*. KDI has sought to transfer the unused appropriations to 2021.

Chapter 432 KRUS, Item 01 Operating expenses

The appropriation in Item 01 covers ordinary operating expenses for the University College of Norwegian Correctional Service (KRUS). The operating expenses consist of payroll and personnel costs for employees and trainees, operation and rental of premises, travel (including course participants and trainees), subject materials, purchases of inventory and equipment, licenses and rental expenses, uniforms for trainees etc.

Unused appropriations for Chapter 432, Item 01 were NOK 2.3 million, including reduced income from Item 03. KRUS changed the enrolment date for trainees in 2020. This resulted in greater uncertainty in relation to the financial situation in 2020 and 2021. KRUS therefore operated with a very tight budget in 2020. It is of vital importance to retain the unused appropriations in order to be prepared for the uncertainty that is to come in 2021. Unused appropriations for Chapter 432, Item 01 are sought to be transferred to 2021.

Debit authorisations received:

KDI received two debit authorisations from the Norwegian National Police Directorate (POD) totalling NOK 6.435 million in Chapter 440, Item 01, cf. appropriations report. NOK 1.1 million of the debit authorisations remains. KDI received a debit authorisation from the Ministry of Foreign Affairs of NOK 2.232 million in Chapter 118, Item 01 and Item 70. NOK 1.205 million of the authorisation remains. KDI received a debit authorisation from the Norwegian Directorate of Labour and Welfare of NOK 200,000 in Chapter 0601, Item 70. NOK 72,752 of the authorisation remains.

The State's capital accounts:

The Norwegian Directorate of Correctional Service is listed with capital items in the State's capital accounts under the enclosed statement of appropriations reporting.

Comments to the general ledger accounts report and notes in the accounting report

The general ledger accounts report shows that net reported fixed assets amounted to NOK 4,935 million. Salary payments amounted to NOK 3,495 million. Salaries accounted for 69 per cent of total outgoing payments for operations. Other outgoing payments for operations amounted to NOK 1,573 million or 31 per cent.

By far the largest operating expense for the Norwegian Correctional Service was rent, which amounted to NOK 976 million or 62 per cent of other outgoing payments for operations, cf. information in Note 3. The change in rent from 2019 to 2020 was due to rent for the new Agder Prison.

Since 1 January 2017, the Norwegian Correctional Service has been paying a pension premium to the Norwegian Public Service Pension Fund (SPK). For 2020, the employer's share of the pension premium was NOK 316.2 million. This is stated in Note 2.

Note 5 shows the outgoing payments for investments. This is an item that varies considerably from year-to-year depending on the level of construction activities at the Norwegian Correctional Service. In 2020 Statsbygg completed construction of the new Agder Prison

(Mandal and Froland Unit), with the subsequent high levels of investments. To date, this is the largest development in the history of the Norwegian Correctional Service, and comprises 300 high security places.

As of 31 December 2020, the outstanding account with the Treasury was NOK -95.8 million. The general ledger accounts report shows the assets and liabilities that this outstanding account consists of, cf. Note 8. Reference is made to the enclosed 2020 annual report from Agresso for a more detailed overview of the appropriations report and general ledger accounts report and related notes.

Audit

The Office of the Auditor General is an external auditor and confirms the financial statements for KDI. The financial statements have not been fully audited, however are expected to be available during the second quarter of 2021.

Lillestrøm, 26 February 2021

Lise Sannerud, Director
General

Jan-Erik Sandlie,
Deputy Director
General

The document has been electronically approved by the Norwegian Correctional Service and therefore has no signature

Accounting policy note to the 2020 financial statements

The financial statements for the Norwegian Directorate of Correctional Services have been prepared and submitted in accordance with the specific guidelines laid down in provisions relating to financial management in the State (the "provisions"). The financial statements are in accordance with requirements in section 3.4.1 of the provisions, further provisions in the Ministry of Finance's Circular R-115 of November 2019 and any additional requirements stipulated by the Ministry of Finance.

The statement of appropriations reporting and the general ledger accounts report are prepared based on the provisions in section 3.4.2 - the basic principles for the financial statements:

- a) The accounts follow the calendar year.
- b) The accounts contain all reported expenses and revenues for the financial year.
- c) Expenses and revenues are recognised as gross amounts in the accounts.
- d) The accounts are prepared in accordance with the cash accounting principle.

The statement of appropriations reporting and the general ledger accounts report are prepared based on the same principles, however are grouped according to different charts of accounts. The principles comply with the requirements in section 3.5 of the provisions relating to how agencies shall report to the central government accounts. The line "*Net reported to the appropriations account*" is the same in both statements.

The Norwegian Directorate of Correctional Service is linked with the State's group account scheme at Norges Bank in accordance with requirements in section 3.7.1 of the provisions. Gross budgeted enterprises do not receive liquidity throughout the year, however do have the right to draw from their group account. At the end of the year, the balance of each settlement account is set at zero in the transition to a new year.

Appropriations reporting

The statement of appropriations reporting includes an upper part consisting of the appropriations reporting and a lower part showing holdings the Norwegian Correctional Service is listed with in the capital account. The appropriations reporting presents accounting figures reported by the Norwegian Correctional Service to the central government accounts. It is presented in accordance with the chapters and items in the appropriation accounts that the

Norwegian Correctional Service has the authority to administer. The “Total allocation” column shows what the Norwegian Correctional Service has been granted in the allocation letter for each central government account (chapter/item). The statement also shows all financial assets and liabilities that the Norwegian Correctional Service is listed with in the central government’s capital accounts.

Authorisations received to charge another enterprise's chapter/item (debit authorisation) are not shown in the total allocation column, however are discussed in Note B of the statement of appropriations reporting. Expenses relating to received debit authorisations are recognised and reported to the central government accounts and are shown in the column for accounts. Granted debit authorisations are included in the total allocation column, but are not recognised or reported to the central government accounts by the enterprise itself. Granted debit authorisations are recognised and reported by the enterprise that has received the debit authorisation and are therefore not shown in the column for accounts. The granted authorisations are listed in Note B of the statement of appropriations reporting.

General ledger accounts reporting

The statement of general ledger accounts reporting has an upper part showing what has been reported to the central government accounts in accordance with the standard chart of accounts for public enterprises and a lower part showing assets and liabilities that are included in the outstanding accounts with the Treasury. The statement of general ledger accounts reporting shows accounting figures that the Norwegian Correctional Service has reported to the central government accounts in accordance with the standard chart of accounts for public enterprises. The Norwegian Correctional Service is entitled to draw on its group account with Norges Bank. Allocations are not recognised as income and are therefore not shown as income in the statement.

Appendices:

1. Statistics for occupancy, sentences received etc.
2. Report on the progress in the work with the Service’s new system.
3. Accounting report with notes
4. List of international forums that KDI participates in.
5. Joint status report from the Directorate Committee



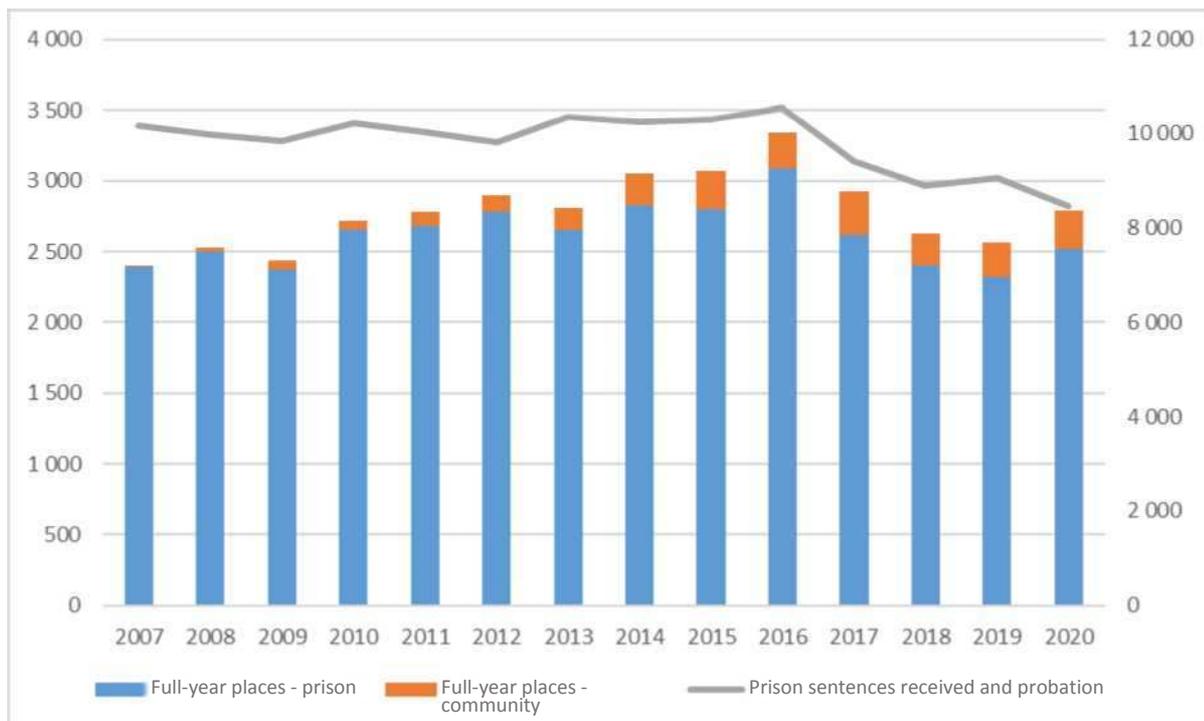
NOTE

Executive Officer:
Espen Michaelsen

24 February 2021
2019/05713-79/121.1

DEVELOPMENT IN OCCUPANCY SITUATION ETC.

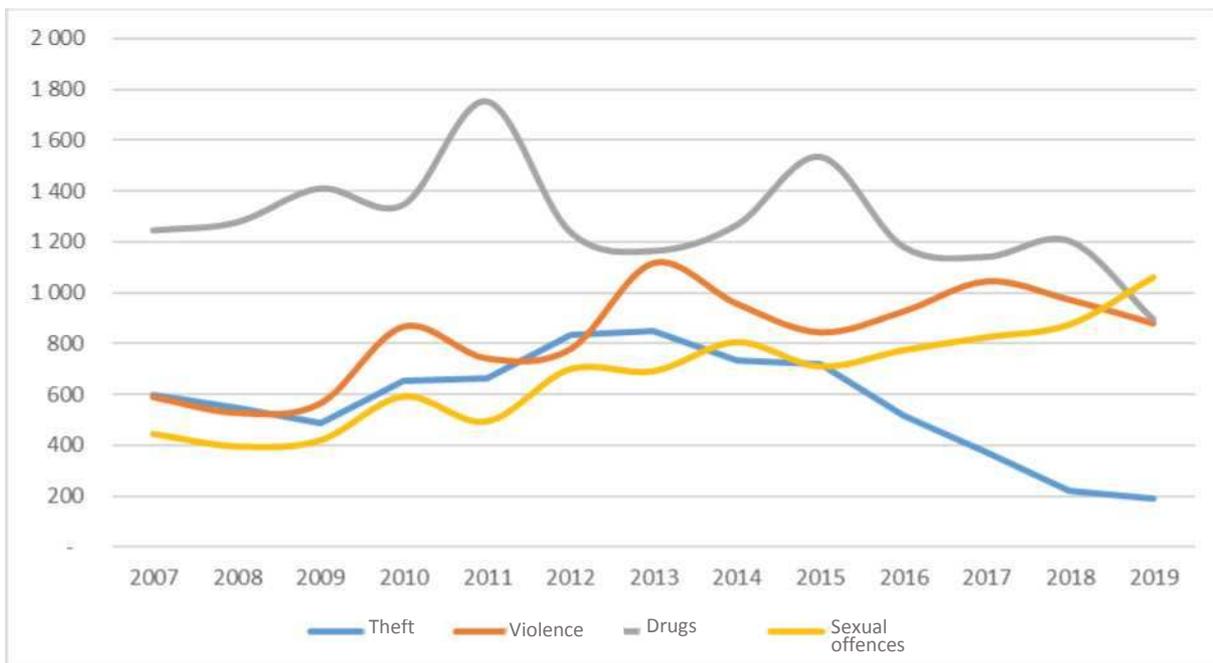
Prison sentences received/prison days



The figure above shows the development in the number of unconditional prison sentences received, which were executed either in prison or in the community with electronic monitoring (EK). There was a decrease in the number of sentences received from 2019 to 2020. This development is assumed to be associated with reduced court activities during parts of 2020 due to infection control measures. At the same time, there was an increase in the number of prison days from 2019 to 2020. In total, the increase in the number of days corresponds to 226 full-year places, of which 204 places were in prison, and 22 places were electronic monitoring. This demonstrates that the sentences received were for longer than what was previously the case.



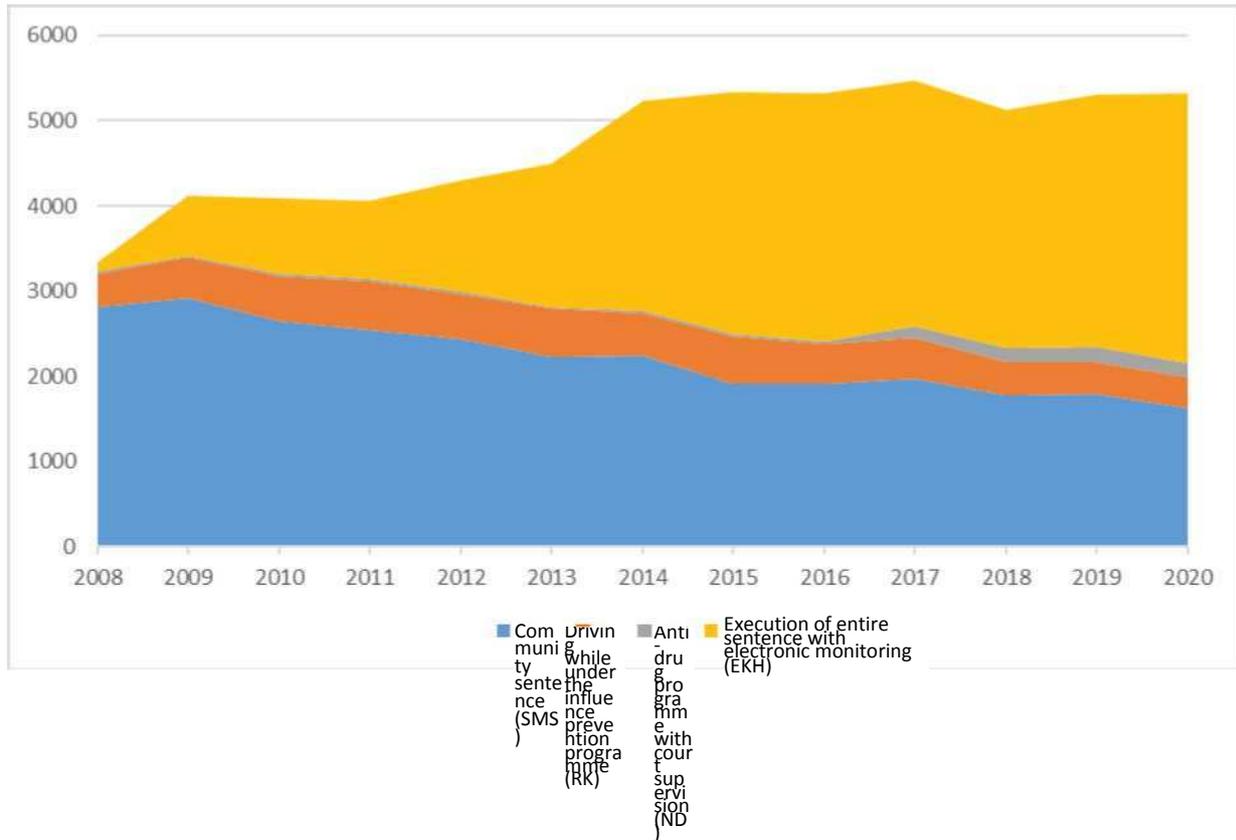
In the figure above, the green columns specify years in which the Norwegian Correctional Service received more prison days for executing sentences than the previous year. The red columns specify years in which the Norwegian Correctional Service received fewer days than the previous year. Since 2016, the Norwegian Correctional Service has received fewer days than the previous year in 2017, 2018 and 2019, which is a decrease equivalent to a total of 778 full-year places. However, the decrease in the number of days was reduced year-by-year, and in 2020 the Norwegian Correctional Service received more days than the previous year, despite the fact that the courts and the police had a lower level of activity due to the COVID-19 pandemic. A trend of increasingly longer sentences is assumed to be the result of stricter sanctions in some areas, as well as a shift in police priorities.



The figure above is based on two tables from Statistics Norway. It combines the number of unconditional sentences handed down into four selected categories of offences, and the average sanction imposed for the same categories. Multiplying the number of sentences by the average imposed sanction shows the categories of offences that generate the most days for executing a sentence. 2019 was the first time in which sexual offences were the category of offence that generated the most days. This is assumed to be the result both of stricter sanctions and a stronger

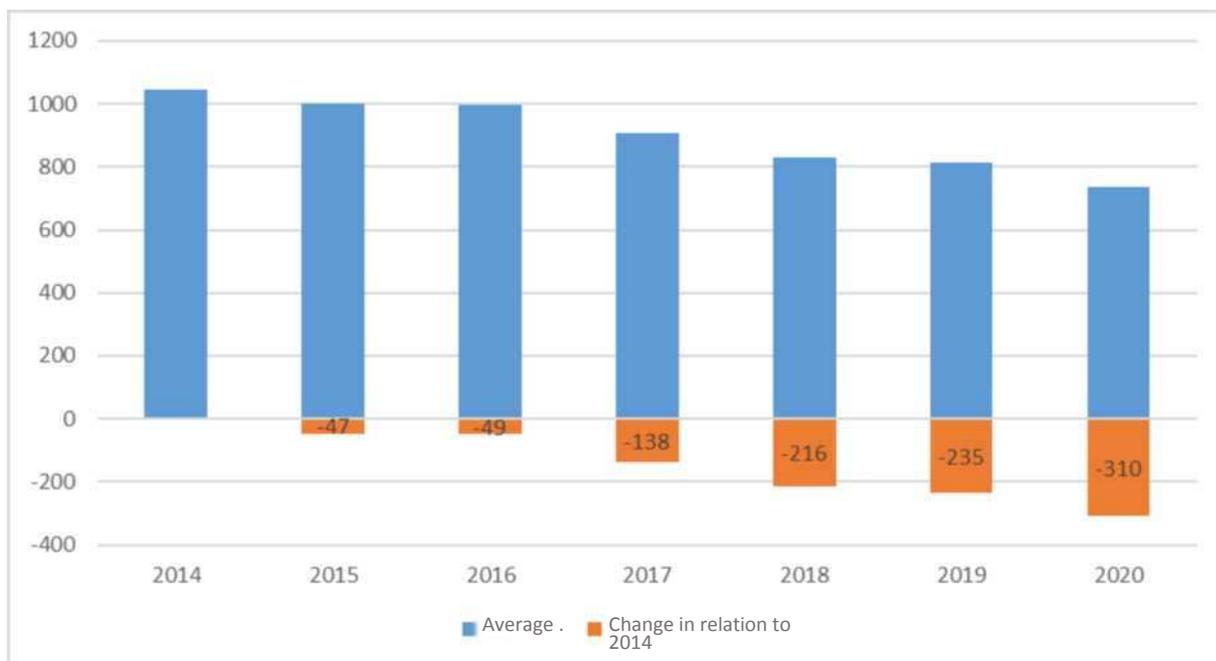
focus by police in this area. All underlying figures (relating to police reports, charges, indictments, etc.) show that this trend will continue.

Commencement of sentences to be served in the community

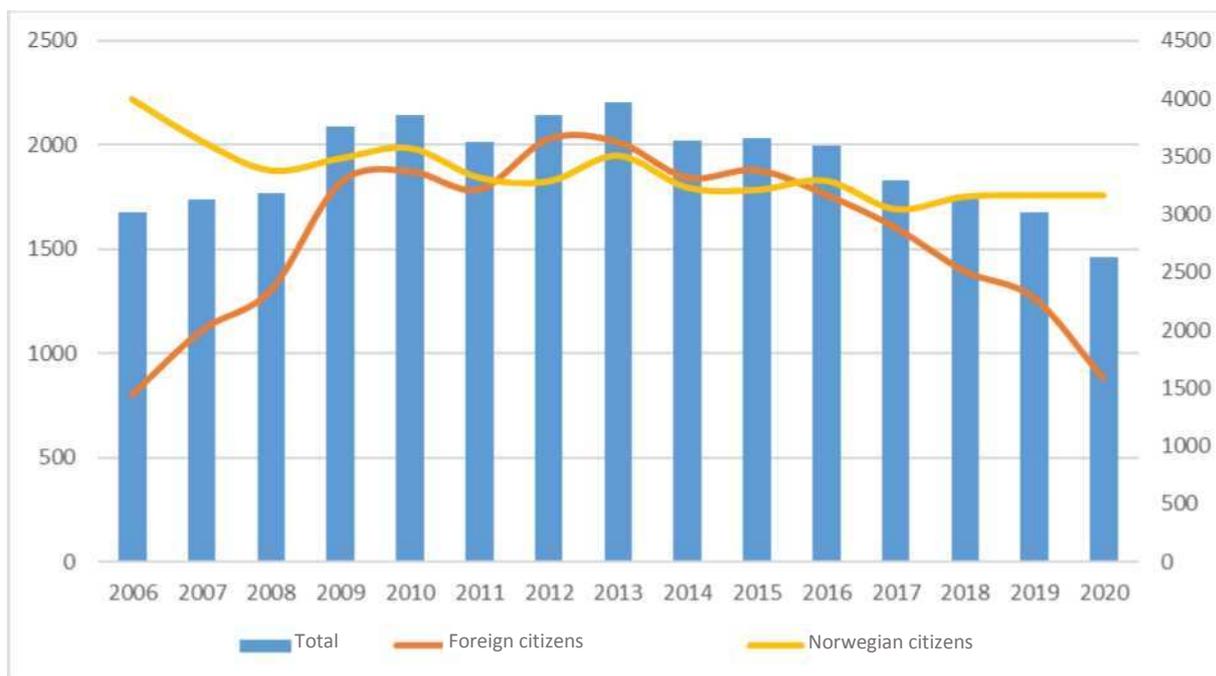


The figure above shows the development in the number of commenced sentences to be served in the community that have been imposed since 2008. The total number of commenced sentences has remained stable since 2013. Execution of the sentence with electronic monitoring (EK) includes an increasingly higher proportion of the total caseload, while there have been fewer community sentences (SMS) and sentences to complete the driving while under the influence prevention programme (RK). There has been an increase in sentences to complete the anti-drug programme with court supervision (ND).

Number in custody on remand



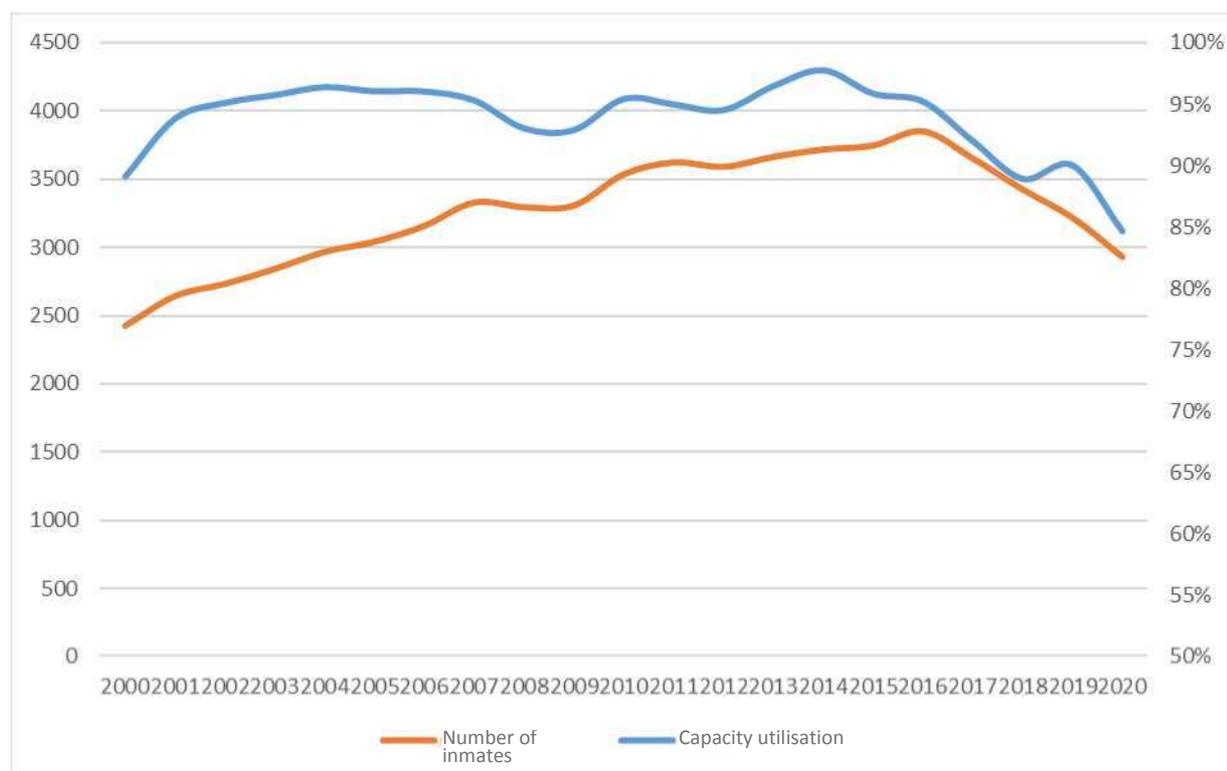
The graph above shows the development in the average number of inmates in custody on remand. Since 2014, there has been a steady decline in the average number of inmates in custody on remand and the number of new incarcerations in custody on remand. In 2020, there were an average of 737 inmates in custody on remand. This was a decrease of 310 inmates, or about 30 per cent since 2014.



In 2020, there were a total of 2,614 new incarcerations in custody on remand. This was a decrease of about 400 new incarcerations from 2019. Since 2013, which was the year with the highest number of new incarcerations in custody on remand, there has been a total decrease of just over 1,300 new incarcerations in custody on remand. Of this decrease, the decline among foreign inmates was just over 1,100 new incarcerations.

The number of new incarcerations of Norwegian citizens in custody on remand in 2020 was about the same as in 2019. The decrease in the number of incarcerations in custody on remand therefore exclusively applies to foreign citizens. This means there is uncertainty about future developments after society reopens after the COVID-19 pandemic.

Occupancy/capacity utilisation



The figure above shows the development in capacity utilisation in the prisons over time. Capacity utilisation has shown a downward trend since 2014. The reasons for this development are stated above, i.e. a decrease in the number of criminal convictions received, and a marked decline in the number of new incarcerations in custody on remand.

There are doubts as to whether this trend will continue. First, the decrease in the number of criminal convictions received levelled off from 2018 to 2019. An obvious explanation for the sharp decrease since 2017 may be the major restructuring process that the police have undergone in connection with the Community Police Reform (nærpolitireformen), and that a new organisation is in the process of "becoming established".

The further decline in 2020 must be assumed to have been caused by the extraordinary circumstances resulting from the COVID-19 pandemic, and is not expected to continue in the long term. However, there is considerable uncertainty as to what form cross-border traffic will take in post-COVID-19 Europe. The development in the number of foreign inmates must be viewed in connection with this.

It is reasonable to assume that the trend of increasingly longer prison sentences will continue. As a result of more convicted persons serving longer prison sentences, the number of prison inmates will increase in the longer term.

Report on the Norwegian Correctional Service's new system - KODA

1. Introduction, project development and status

The Norwegian Correctional Service has decided that the four current offender management systems used for the execution of sentences will be replaced by a new offender management system. This system shall be used irrespective of the type of execution of sentence, and irrespective of what location in the Norwegian Correctional Service execution of the sentence will take place.

The contract with English provider Unilink was signed in June 2019. In September 2019, a governance document for the joint project with Unilink was completed, which included details regarding what is to be delivered, who will participate and how the project will be managed.

Following this, the project completed the specification phase in March 2020 and is now in the customisation phase, in which the system will be delivered through partial deliveries.

This phase will continue until the Acceptance Test, which was originally scheduled to start in February 2021, however, due to a reported delay from Unilink, will not start until May 2021. Further information on this is provided in section 3 *Delay*, see below.

KODA

In 2020, the Norwegian Correctional Service held a naming competition for the new system. The outcome of this was that the new offender management system will be called KODA (Kriminalomsorgens Databehandlingsystem - Norwegian Correctional Service's Data Processing System), a term that is already well established at the Norwegian Correctional Service.

Communication and involvement

Communication is an important means of effectuating the organisational change required to realise identified potential benefits, as well as preparing the Service for the changes the introduction of a new offender management system will entail. The Service is therefore regularly informed via the Norwegian Correctional Service's intranet. An electronic mailbox has been established, and the Norwegian Correctional Service staff are invited to submit questions, comments and ideas to promote new ways of working with the assistance of the new offender management system.

As part of the involvement and support work for the organisation, 20 people throughout the entire Service have been linked with the project. They have been recruited as "Pioneers" and contribute both to project work (work processes, testing and training) and as ambassadors for the system in their own regions.

2. Project organisation

The project reports to the project owner and the project board, and reports every four months to the Ministry of Justice and Public Security.

The cooperation with Unilink is coordinated through weekly meetings during the different stages (testing, training, configuration etc.), risk meetings and status meetings.

There are also regular meetings between the project owner and Unilink management - Joint Project Board Meetings.

3. Delay

Unilink informed us in autumn 2020 that they will not be able to make final delivery until 23 February 2021.

The reasons for this were complex, and particularly related to:

- The scope and complexity of the assignment being more extensive than they had previously anticipated.
- COVID-19 preventing natural progression.
- The work on a new archive core as an integrated part of the new Offender Management system has not had the necessary progress.

The new delivery date is now 6 May 2021 and the Acceptance Test period will run until the start of September.

As a result, the roll-out for the units will not occur until the first few months of 2022 instead of the end of 2021. Unilink has pledged to extend the warranty period by the time lost due to the delay.

The delay will entail some additional costs, particularly due to extended resource use. However, see section 5 *Finances*, below.

4. Risk management

The project owner has assigned a mandate for the project's risk assessment. The purpose is to identify and analyse the greatest risks/threats in the project execution that may result in the project not achieving its stated goals.

The risks in the project are continually followed-up. The risks are reported to the steering group and coordination group for the SDS project at KDI.

The project started having weekly risk meetings with Unilink at an early stage after the outbreak of the pandemic. The meetings provide ongoing dialogue about the project risks resulting from the coronavirus and what can be done to reduce risk, as well as potential consequences. Particular reference is made to section 3 *Delay* above.

There is otherwise agreement that the inability to hold physical meetings creates challenges for both parties, however this is counteracted to the extent to which digital devices can be used. Furthermore, both parties are of the opinion that even if we cannot meet in person during the remaining project period, it will still be possible to complete the project.

5. Finances

	2020	
Salary - Internal Project Manager	1,200,000	1,240,128
Project Manager - Implementation	2,328,000	2,390,242
Project Manager - Introduction	1,872,000	1,978,719
Project costs, administrative	200,000	213,439
Internal Resource 1, 100%	800,000	926,434
Internal Resource 2, 50%	650,000	665,373
Internal resources during development phase	2,700,000	2,494,190
Travel expenses for project resources	1,000,000	655,370
External ICT resource	2,744,000	1,728,555
Assessments	500,000	660,100
Investment needs - Hardware/Software	5,979,655	925,000
Purchase of software	27,450,000	13,725,000
Test Manager	416,000	1,094,868
Training	1,000,000	90,330
Change requirements	6,400,000	0

Approximately NOK 28.9 million of the project's budget of NOK 55.2 million was spent for the 2020 budget year. The project delay resulted in the displacement of budgeted activities for 2020, and this in turn resulted in unused appropriations in the budget. This primarily applies to the payment plan for the software and investment in the necessary hardware. These costs will accrue in 2021.

NOK 73 million remains of the project's total budget of NOK 120 million. About NOK 36 million of this is tied up in software purchases.

Estimated final cost

Due to project delays and the resulting extended use of resources, the allocated buffer of NOK 6.4 million for change management will be reduced. The project is moving towards remaining within the allocated budget, however there is less flexibility in the project budget to manage unforeseen events.

Enterprise: The Norwegian Correctional Service

Report sent: 02.02.2021

(DFØ reported that the Year-end entries were recorded on 27.01)

Statement of appropriations reporting 31.12.2020

Expense chapter	Chapter name	Item	Item text	Note	Total allocation*	2020 Accounts	Additional expenses (- and reduced expenses)
0430	Operating expenses	01	4,905,656,000		4,905,656,000	4,824,192,755	81,463,245
0430	Special operating expenses	21	96,536,000		96,536,000	90,307,320	6,228,680
0430	Larger equipment purchases	45	201,994,000		201,994,000	139,184,137	62,809,863
0430	Reimbursements to the municipalities, persons sentenced to preventive detention	60	95,621,000		95,621,000	81,049,390	14,571,610
0430	Grants	70	28,231,000		28,231,000	28,231,000	0
0452	Operating expenses KRUS	01	201,885,000		201,885,000	198,897,582	2,987,418
0118	Ministry of Foreign Affairs - payroll expenses for work programme and MoU	21	0		0	870,798	
0118	High North initiatives etc.	70	0		0	156,026	
0440	Norwegian National Police Directorate	01	0		0	5,342,082	
0601	Norwegian Directorate of Labour and Welfare	70	0		0	127,248	
1633	Net scheme for VAT in the public service	01	0		0	122,630,964	
Total recognised expenses					5,529,923,000	5,490,989,905	

Income chapter	Chapter name	Item	Item text	Total allocation*	2020 Accounts	Additional income and reduced income(-)	
3430	Income from work programmes	02		92,653,000	92,136,611	-516,389	
3430	Other income - KDI	03		25,665,000	24,417,417	-1,247,583	
3430	Grants	04		15,754,000	15,207,249	-546,751	
3432	Other income - KRUS	03		1,087,000	427,506	-659,494	
5309	Group life insurance	29		0	6,967,973		
5700	Employer's contribution (contra entry)	72		0	405,520,961		
Total recognised as income					135,159,000	544,677,517	
Net reported to appropriation accounts						4,946,312,386	
Capital accounts							
60095901	Norges Bank customer account/deposits				297,368,044		
60095902	Norges Bank customer account/payment				-5,239,477,544		
704492	Change in outstanding account with the Treasury				-4,203,086		
Total reported						0	
Holdings reported to the capital accounts (31.12)							
					31.12.2020	31.12.2019	Change
6260	Shares			3,000	3,000	-	
6280	Tenant deposits etc.			700,000	700,000	-	
6351	Other loans			241,017	297,236	-56,219	
704492	Outstanding account with the Treasury			-95,826,157	-91,623,071	-4,203,086	

* The total allocation shall not be reduced by any granted debit authorisation (applies for expense and income chapters). See Note B, *Explanation of authorisations used and calculation of the amount that is possibly transferrable to the next year*, for a further explanation of this.

Template for appropriations reporting and general ledger accounts reporting with notes

Enterprise: The Norwegian Correctional Service

Note A Explanation of the total allocations of expenses			
Chapter and item	Transferred from previous year	Allocations for the year	Total allocations
43,001	43,644,000	4,862,012,000	4,905,656,000
43,021	4,482,000	92,054,000	96,536,000
43,045	6,958,000	195,036,000	201,994,000
43,060	12,013,000	83,608,000	95,621,000
43,070	0	28,231,000	28,231,000
43,201	9,978,000	191,907,000	201,885,000

Enterprise: The Norwegian Correctional Service

See Note B, Explanation for used authorities and estimates of amounts possibly transferable to the next year

Chapter and item	Key words	Additional expenses (-) / reduced expenses	Recognised as expenses by others pursuant to debit authorisations granted (-)	Additional expenses (-) / reduced expenses according to debit authorisations (-)	Additional income/reduced income (-) pursuant to additional income authorisation	Reallocations from Item 01 to 45 or to Item 01/21 from next year's appropriation	Savings(-)	* Authorisation to exceed appropriation with overtime, travel time and hourly wages for November 2020.*	Total basis for transfer	Maximum transferable amount *	Possible transferable amount calculated by the enterprise
43.001		81,463,245		81,463,245					79,668,911	245,282,800	79,668,911
43.021	"can be used under item"	6,228,680		6,228,680	-1,794,334				5,712,291	4,826,800	5,712,291
43.045	"can be transferred"	62,809,863		62,809,863					62,809,863	282,744,000	62,809,863
43.060	"can be transferred"	14,571,610		14,571,610					14,571,610		
43.201		2,987,418		2,987,418	-659,694				2,327,724	10,094,250	2,327,724
				0	Not applicable	Not applicable	Not applicable		Not applicable		
				0	Not applicable	Not applicable	Not applicable		Not applicable		

The maximum amount that can be transferred is five per cent of the current year's appropriation for the operational items 01-29, except item 24, or the sum of the appropriation for the past two years for items with the key word "can be transferred". See Circular R-2 for more detailed information about the transfer of unused appropriations.

Information regarding debit authorisations granted in income chapters*

Chapter and	Additional income and reduced income (-)	Recognised as income by others pursuant to debit authorisations granted (+)	Additional income and reduced income (-) pursuant to debit authorisations granted
3xxxx			0
xxxxx			0
xxxxx			0

Column 1: Authorisation to exceed appropriations with overtime, travel time and hourly wages for November 2020'

This includes hours, overtime and travel time paid out from the solution in SAP. It previously took approximately 2 months after overtime was worked before it was paid out. This was changed in 2020 to enable the manager to approve these transactions more often, and the payments in 2020 will be faster and charged to an accounting period at an earlier date. Customer note 2/2020. KDI does not use this solution and will therefore not experience any change in 2020. We pay this with transactions from GAT.

* This part shall only be filled in and presented by enterprises that have granted debit authorisations in income chapters.

Explanation of the use of budget authorisations

Debit authorisations received

KDI received a debit authorisation from the Norwegian National Police Directorate (POD) in 2020 of NOK 1.5 million (reverse violence alarm) in Chapter 0440, Item 01. NOK 20,149 of the authorisation remains. In 2020, KDI received a debit authorisation for the ESAS project of NOK 4.935 million. NOK 1.07 million of the authorisation remains.
KDI received a debit authorisation from the Ministry of Foreign Affairs (UD) of NOK 2.232 million in Chapter 118, Item 21 and Item 70. NOK 1.205 million of the authorisation remains.
KDI received a debit authorisation from the Norwegian Directorate of Labour and Welfare of NOK 0.2 million. NOK 72,752 of the authorisation remains.

Key words "can be transferred"

It is requested that Chapter 43 0, Item 45 is transferred in its entirety, cf. keywords in the Item "can be transferred".
It is requested that Chapter 43 0, Item 60 is transferred in its entirety, cf. keywords in the Item "can be transferred".

Possible transferable amounts

Transferred amounts in Chapter 430, Item 01 have been corrected for reduced income in Chapter 343 0, Items 0 3 and 04. The unused appropriations are sought to be transferred to 2021.
The result from the work programmes in Item 21/02 is sought to be transferred to 2021.

Transferred amounts in Chapter 432, Item 01 have been corrected for reduced income in Item 343 2, Item 0 3. The unused appropriations are sought to be transferred to 2021.
Maximum transferable amount in Item 45 is the sum of the appropriation for the past two years because the item has the key words "can be transferred".

Transferred amounts in Chapter 430, Item 01 are not included in the debit JD made in Chapter 430, Item 01. This entails that the transferred amount is not the same as in the form "transfer of unused appropriations 2021" received from JD/FIN. JD has also reduced the framework for KDI by NOK 7.5 million for work with basic material and the design of the report on the start of the project planning phase and the implementation of external quality assurance (KS1, level two) for a new solution in Oslo. JD has also reduced the framework for KDI by NOK 7.5 million for work with basic material and the design of the report on the start of the project planning phase and the implementation of external quality assurance (KS1, level two) for a new solution in Oslo. JD has debited NOK 5.958 million in Chapter 43 0, Item 01 for this purpose.

Statement of general ledger accounts reporting 31.12.2020

	Note	2020	2019
Operating revenues reported to the appropriation accounts			
Payments from fees	1	0	0
Payments from grants and transfers	1	24,801,303	13,817,562
Sales and rental payments	1	100,369,100	111,959,581
Other payments received	1	7,345,071	19,216,459
<i>Total payments received from operations</i>		132,515,474	144,993,602

Operating expenses reported to the appropriation accounts			
Payroll expenses	2	3,494,737,615	3,430,239,113
Other outgoing payments for operations	3	1,572,932,811	1,482,058,058
<i>Total outgoing payments for operations</i>		5,067,670,426	4,912,297,171

Net reported operating expenses		4,935,154,952	4,767,303,568
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Investment and financial income reported to the appropriation accounts			
Financial income received	4	1,709	4,936
<i>Total investment and financial income</i>		1,709	4,936

Investment and financial expenses reported to the appropriation accounts			
Outgoing payments for investments	5	191,611,008	129,317,192
Outgoing payments for the purchase of shares	5.8B	0	0
Outgoing payments of financial expenses	4	125,714	328,342
<i>Total investment and financial expenses</i>		191,736,722	129,645,534

Net reported investment and financial expenses		191,735,013	129,640,598
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Collection activities and other transfers to the State			
Payment of taxes, fees, charges, etc.	6	112,023	63,791
<i>Total collection activities and other transfers to the State</i>		112,023	63,791

Grant administration and other transfers from the State			
Outgoing payments of grants and benefits	7	109,280,390	101,018,988
<i>Total grant administration and other transfers from the State</i>		109,280,390	101,018,988

Income and expenses reported under joint chapters *			
Group life insurance account 1985 (ref. Chapter 5309, income)		6,855,950	6,966,170
Employer's contribution account 1986 (ref. Chapter 5700, income)		405,520,961	396,529,992
Net recording for VAT account 1987 (ref. Chapter 1633, expense)		122,630,964	105,691,568
<i>Net reported expenses under joint chapters</i>		-289,745,947	-297,804,593

Net reported to appropriation accounts		4,946,312,386	4,700,094,771
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Overview of outstanding account with the Treasury **

		2020	2019
Assets and liabilities			
Receivables		1,387,603	2,706,599
Cash		5,260,654	4,374,421
Bank accounts with state funds outside Norges Bank		0	0
Withholding tax and other deductions due		-100,317,928	-95,974,482
Public taxes due		-1,628,396	-2,294,143
Other liabilities		-528,090	-435,466
Total outstanding account with the Treasury	8	-95,826,157	-91,623,071

* Any other revenues/expenses reported for joint chapters are to be specified in separate lines if required.

** Specify and add lines if required.

Control amount:

Enterprise: The Norwegian Correctional Service

4,946,312,386

4,946,312,386

Note 1 Payments received from operations

	31.12.2020	31.12.2019
<i>Payments from fees</i> Total payments from fees	0	0
<i>Payments from grants and transfers</i>		
Grants from other state enterprises	2,369,318	5,357,263
Grants from other ministries	2,132,170	5 214 547
Grants from municipal and county municipal agencies	42,995	275,994
Grants from organisations and foundations	0	45,000
Other grants and transfers	20,256,821	2,924,759
Total payments from grants and transfers	24,801,303	13,817,562
<i>Sales and rental payments</i>		
Sales revenues from goods, liable for tax	88,047,351	93,698,597
Sales revenues from services, liable for tax	591,584	805,186
Sales revenues from goods, not liable for tax	3,794,910	6,932,155
Sales revenues from services, not liable for tax	2,758,351	4,531,623
Reimbursement for patient travel	1,262,174	1,655,131
Landlord/sublet income, government buildings	3,209,674	3,459,726
Landlord/sublet income, own/other leased buildings	705,057	877,163
Total sale and rental payments	100,369,100	111,959,581
<i>Other payments received</i>		
Other operating related income	6,366,737	17,899,156
Total sale of fixed assets, liable for tax	80,000	87,992
Sale of outdated equipment, tax-free	717,834	1,229,311
Sale of outdated equipment tax-free, Item 21	180,500	0
Total other payments received	7,345,071	19,216,459
Total payments received from operations	132,515,474	144,993,602

Note 2 Payroll expenses

	31.12.2020	31.12.2019
Salaries	2,862,177,164	2,797,503,718
Employer's National Insurance contribution	405,520,961	396,529,991
Pension expenses*	316,201,831	301,720,303
Sickness benefit and other reimbursements (-)	-182,438,597	-167,694,732
Other benefits	93,276,256	102,179,833
Total payroll expenses	3,494,737,615	3,430,239,113
Number of full-time equivalents:	4678	4720

* Further details on pension expenses

Pensions are entered as expenses in the profit and loss account based on the premium that actually accrued for the financial year. The total premium rate for 2020 is 14 per cent. The premium rate for 2019 was 14 per cent.

4,677.93 full-time equivalents during the period, carried out by 6,233 active employees (number of employees). Overtime/extra hours are included. Full-time equivalents after deducting absenteeism.

Note 2 Payroll expenses

	31.12.2019	31.12.2015
Salaries	2,797,503,718	2,776,074,635
Employer's National Insurance contribution	396,529,991	393,156,521
Pension expenses**	301,720,303	292,695,269
Sickness benefit and other reimbursements (-)	-167,694,732	-159,560,869
Other payments	103,179,333	106,558,211
Total payroll expenses	3,430,139,113	2,408,923,766
Number of full-time equivalents:**	4409	4443
Number of full-time equivalents including overtime and extra hours:™	4710	4317

Note 3 Other outgoing payments for operations

	31.12.2020	31.12.2019
Rent	976,303,436	883,035,566
Maintenance of own buildings and facilities	0	0
Maintenance and conversion of rented premises	13,504,554	6,231,947
Other expenses for operation of properties and premises	89,091,320	104,088,820
Repair and maintenance of machinery, equipment, etc.	33,161,329	29,827,548
Minor equipment purchases	47,035,485	34,549,941
Rental of machinery, fixtures and fittings, etc.	39,631,063	33,741,900
Purchase of consultancy services	56,211,130	52,677,640
Purchase of services from external parties	167,889,846	163,644,098
Travel and per diem allowances	14,618,229	30,863,458
Other operating expenses	135,486,418	143,397,140
Total other outgoing payments for operations	1,572,932,811	1,482,058,058

Note 4 Financial income and financial expenses

	31.12.2020	31.12.2019
<i>Financial income received</i>		
Interest income	1,709	4,936
Currency gains	0	0
Other financial income	0	0
Total financial income received	1,709	4,936

	31.12.2020	31.12.2019
<i>Outgoing payments of financial expenses</i>		
Interest expenses	125,714	328,342
Currency losses	0	0
Other financial expenses	0	0
Total outgoing payments of financial expenses	125,714	328,342

Note 5 Outgoing payments for investments and purchases of shares

	31.12.2020	31.12.2019
<i>Outgoing payments for investments</i>		
Intangible assets etc.	14,467,931	4,711,523
Land, buildings and other property	0	0
Infrastructure assets	2,481,436	2,327,300
Machinery and means of transport	30,327,698	28,988,288
Operating equipment, fixtures, tools etc.	144,333,943	93,290,082
Total outgoing payments for investments	191,611,008	129,317,192

	31.12.2020	31.12.2019
<i>Outgoing payments for the purchase of shares</i>		
Capital contributions	0	0
Bonds	0	0
Investments in shares and units	0	0
Total outgoing payments for the purchase of shares	0	0

Enterprise: The Norwegian Correctional Service

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Note 6 Total collection activities and other transfers to the State

	31.12.2020	31.12.2019
Miscellaneous and other income (Central government account 530929)	112,023	63,791
Total collection activities and other transfers to the State	112,023	63,791

Enterprise: The Norwegian Correctional Service

Note 7 Total grant administration and other transfers from the State

	31.12.2020	31.12.2019
Grants to municipalities	81,049,390	71,586,527
Grants to NGOs	28,231,000	29,432,461
Total grant administration and other transfers from the State	109,280,390	101,018,988

Note 8 Correlation between the settlement with the Treasury and the outstanding accounts with the Treasury.

Part A Difference between settlement with the Treasury and the outstanding accounts with the Treasury.

	31.12.2020	31.12.2020	Difference
	Specification of the recognised settlement with the Treasury	Specification of the recognised outstanding accounts with the Treasury	
Financial fixed assets			
Investments in shares and units*	3,000	0	3,000
Bonds	0	0	0
<i>Total</i>	3,000	0	3,000
Current assets			
Accounts receivable	13,252,571	0	13,252,571
Other receivables	1,396,912	1,387,603	9,309
Bank deposits, cash etc.	5,260,654	5,260,654	0
<i>Total</i>	19,910,138	6,648,257	13,261,881
Non-current liabilities			
Other non-current liabilities	0	0	0
<i>Total</i>	0	0	0
Current liabilities			
Accounts payable	-138,773,065	0	-138,773,065
Tax withholdings due	-100,317,925	-100,317,928	2
Public taxes due	-1,600,280	-1,628,396	28,116
Other current liabilities	-92,259,045	-528,090	-91,730,954
<i>Total</i>	-332,950,315	-102,474,414	-230,475,901
Total	-313,037,177	-95,826,157	-217,211,020

* Enterprises that own financial fixed assets in the form of investments in shares and partnerships must also fill in Note 8 B.

Part B Specification of investments in shares and partnerships

	Acquisition date	Number of shares	Ownership	Voting share	Company's profit/loss for the year	Book equity in the company	Capitalised value in the accounts*
<i>Shares</i>							
Company 1							
Company 2							
Company 3							
Capitalised value 31.12.2020							0

* Investments in shares are recognised at their original cost. The capitalised value is the same in both the enterprise's account specification and the capital accounts.

OVERVIEW OF THE NORWEGIAN CORRECTIONAL SERVICE'S PARTICIPATION IN INTERNATIONAL FORUMS/INTERNATIONAL WORK

Where	What	How	Why
Nordic co-operation in the Norwegian Correctional Service	Various topics such as security, work operations, schooling and education, HR etc. All Levels	Various professional forums. Meetings, conferences, and workgroups	Share knowledge and experience. Learn from each other
Council of Europe	Participation from KDI	Meetings, conferences, and workgroups	Influence, share knowledge and experience
ICPA - International Correctional and Prisons Association	For Director Generals– and managers - International cooperation	Various professional forums. Meetings, conferences, and workgroups	Influence, share knowledge and experience
CEP – Confederation of European Probation	European organisation for probation services	Member Various professional forums. Meetings, conferences, and workgroups	Influence, share knowledge and experience
Europris – The European organization of Prison and correctional services	Director Generals/Deputy Director Generals Directors Real Estate and logistics	KDI Various professional forums. Meetings, conferences, and workgroups	Influence, share knowledge and experience
EPTA – European Penitentiary Training Academy	Prison officer training and research	Board member, KRUS	Influence, share knowledge and experience
RAN – Radicalization Awareness Network	European Cooperation European Commission	KDI representative Various professional forums. Meetings, conferences, and workgroups	Influence, share knowledge and experience
Russia	4 Twinning projects KDI	Ravneberget Prison Oslo Prison Ringerike Prison Trondheim Prison Trøndelag Probation Office Agder Probation Office Region North KDI	Political decision to engage in professional cooperation with Russia. Financed by the Ministry of Foreign Affairs.
Latvia	EEA/Norway Grants (Donor Program Partner - DPP)	Romerike Prison KRUS	Reduce financial and social disparities, as well as strengthen bilateral relations between recipient countries and donors.
Poland	EEA/Norway Grants (Donor Program Partner - DPP)	KRUS Region West Bergen Prison Bjergvin Prison Lyderhorn Halfway House Sogn og Fjordane Probation Office	Reduce financial and social disparities, as well as strengthen bilateral relations between recipient countries and donors.
Romania	EEA/Norway Grants (Donor Program Partner - DPP)	Region East Region Southwest Rogaland Probation Office Østfold Probation Office and Ravneberget Prison Stavanger Prison Halden Prison KRUS	Reduce financial and social disparities, as well as strengthen bilateral relations between recipient countries and donors.

Lithuania	EEA/Norway Grants (Donor Program Partner - DPP)	Oslo Halfway House KRUS Oslo Probation Office Bredveit Prison Norwegian Correctional Service Innlandet Region East	Reduce financial and social disparities, as well as strengthen bilateral relations between recipient countries and donors.
Bulgaria	EEA/Norway Grants (Project Partner)	Åna Prison Solholmen Halfway House KRUS Agder Probation Office Region Southwest	Reduce financial and social differences, as well as strengthen bilateral relations between recipient countries and donors
Czech Republic	EEA/Norway Grants (Project Partner)	Region South Ila Prison Bastøy Prison Buskerud Halfway House and Probation Office KDI	Reduce financial and social disparities, as well as strengthen bilateral relations between recipient countries and donors.
Croatia	EEA/Norway Grants (Project Partner)	KDI Agder Probation Office	Reduce financial and social disparities, as well as strengthen bilateral relations between recipient countries and donors. donors
Ukraine	Establish "Full Scale Probation" Service"	KDI administers four Norwegian employees and three local employees in Ukraine.	Political decision to engage in professional cooperation with Ukraine. Financed by the Ministry of Foreign Affairs.
USA	AMEND	Partnership with AMEND and Bastøy Prison Halden Prison Oslo Prison Ila Prison Romerike Prison Ringerike Prison Oslo Halfway House KRUS	Partnership to teach/train US prison personnel in the Norwegian approach and methods

National strategy for coordinated reintegration after served sentences 2017–2021

Joint status report from the Directorate Committee to the Reintegration Committee

2020



Husbanken



Helsedirektoratet



Utdanningsdirektoratet



IMDi
Integrerings- og
mangfoldsdirektoratet



Barne-, ungdoms-
og familiedirektoratet



Nasjonalbiblioteket



KRIMINALOMSORGS-
DIREKTORATET

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1. Introduction

In 2017, the Government launched a National strategy for coordinated reintegration after served sentences 2017–2021 (referred to in the following as the "Reintegration Strategy"). The primary purpose of the strategy is to counteract backslide zones after sentences have been served, and that convicted persons and inmates have better opportunities to live a future life that is free of crime.

The ministries responsible for implementing the strategy are the Ministry of Health and Care Services (HOD), Ministry of Local Government and Modernisation (KMD), Ministry of Labour and Social Affairs (ASD), Ministry of Education and Research (KD), Ministry of Justice and Public Security (JD), Ministry of Children and Families (BFD), and the Ministry of Culture (KOD). These ministries make up the Reintegration Committee, whose purpose is to contribute to a good flow of information between the sectors, and be an arena for coordinating assignments to subordinate agencies.

The Directorate Committee consists of the Directorate of Labour and Welfare (AVdir), Directorate of Health (Hdir), the Norwegian State Housing Bank (Husbanken), Directorate for Education and Training (Udir)/County Governor of Vestland (FMVL), Norwegian Directorate for Children, Youth and Family Affairs (Bufdir), and the Directorate of Integration and Diversity (IMDi). This committee is the coordinating body at directorate level and is responsible for following up and implementing directorate measures.

The status report for 2020 was formally sent from the Directorate Committee to the Reintegration Committee, and is included in the Norwegian Directorate of Correctional Service's (KDI) annual report to the Ministry of Justice and Public Security (JD). The status report has been approved by all of the directorates that are members of the Directorate Committee.

The status report describes the status of the work on measures that the Directorate Committee has been tasked with coordinating and following up in 2020 (cf. the letter of allocation to KDI):

Directorate Committee for Reintegration <i>Overview of measures the Directorate Committee is responsible for coordinating and following up</i>			
No.	Measure*.	Deadline	Responsibility
3.1	Prepare a strategy for the development of digital services between the Norwegian Correctional Service, service agencies and inmates.	2021	KDI (several sectors will also be involved in this work)
3.2	AVdir and KDI are given a joint assignment to assess and possibly propose measures that can ensure inmates receive good access to the services provided by the Norwegian Labour and Welfare Administration.	2020	KDI AVdir
3.3	Strengthen cooperation between the Norwegian Correctional Service, the Labour and Welfare Administration and the educational authorities in connection with the work programme. The objective shall be to provide better conditions for assessment, training and vocational training, with a view to expanding transition to work and training after the sentence or custody has been completed.	2021	MM, AVdir, Udir
3.7	Establish an area function within mental health care and specialised interdisciplinary treatment (TSB) for health authorities responsible for prisons.	2020	Ten directorates

The status of the measures is presented in Chapter 2.

The reintegration strategy is one of several national welfare strategies. Measures that promote the reintegration of convicts are also safeguarded under other strategies. The most important of these are briefly described in Chapter 3.

Chapter 4 presents the Directorate Committee's reflections and thoughts on 2021.

2. Status of the directorates' measures

The corona pandemic impacted on the work of the Directorate Committee in 2020. The planned meeting in March had to be cancelled, and the first meeting did not take place until 28 August. The committee then met on 10 December. Due to infection control measures, the meetings took place on digital platforms.

The pandemic has resulted in new, and also unforeseen, tasks and priorities for the directorates. The measures in the reintegration work have not been unaffected by this, and the coronavirus situation has influenced the progress of the measures to varying degrees.

On behalf of the Directorate Committee, KDI presented a report on the ongoing work at a meeting with the Ministry of Justice and Public Security on 11 November 2020 and at a meeting with the Reintegration Committee on 17 November 2020.

The table below provides an overview of the status of the directorates' measures, which have been arranged under primary measures 3.1, 3.2, 3.3 and 3.7.

3.1.	Prepare a strategy for the development of digital services between the Norwegian Correctional Service, service agencies and inmates.		
<p>An ICT and digitization strategy for the Norwegian Correctional Service is being prepared and is scheduled for completion in 2021. The digitization and ICT strategy will support the social mission by facilitating effective reintegration in the criminal justice chain. This shall be achieved through digitization, which assists in streamlining work processes and tasks for both employees, inmates and convicted persons, visitors, cooperative partners and the outside world.</p>			
No.	Measures	Deadline	Responsibility
3.1.1	Self-service solution for inmates	2021	KDI
<p>Purpose of the measure: Better and more efficient communication between inmates, employees and imported services, as well as with cooperative partners. Make public services more accessible to inmates. This measure must be viewed in connection with measures 3.1.2 and 3.1.3 below.</p> <p>Status as of 31 December 2020: The backdrop to this is the absence of digital communication channels for inmates in Norwegian prisons. Communication to and from inmates, for example to the health service in the prison, takes place with notes that are conveyed manually.</p> <p>In 2020, a self-service system was acquired, from UNILINK for testing in Agder Prison. The solution has been implemented and inmates use a wall-mounted kiosk. They log on with a smart card and receive access to the following modules:</p> <ul style="list-style-type: none"> - Effect form: Overview of their assets - Balance: Overview of finances - Bulletin board: Function for being able to quickly convey information - FAQ: Function in which known questions are answered, and reference is made to routines. <ul style="list-style-type: none"> - Requests: Inmates can send requests to staff and import services at the unit if, for example, they want to book a doctor's appointment. Imported services have received access to the system via the dedicated unit belonging to the Norwegian Correctional Service. <p>In 2021, work will continue on the functionality of the self-service solution, as well as with security work relating to the PCs to be used on the cells:</p> <ul style="list-style-type: none"> - Implement modules such as calendar, activity registration, webshop (Froland), external messaging service (linked to self-service for the public). - Prepare PCs that inmates can have in their cells where they can access the kiosk modules referred to above, including technical solution, risk assessments, routines for disclosure, consent, etc. and administration, operation and maintenance. <p>Continued roll-out of the solution will be part of the implementation of KODA (the new offender management system that will be ready in 2021/2022). Self-service is included as an option in the agreement with Unilink, the provider of KODA.</p>			
3.1.2	Self-service for the public	2021	KDI
<p><u>Objective</u>: Establish a secure platform for streamlining work processes by supplying digital services to the public.</p> <p><u>Status as of 31 December 2020</u>:</p> <p>Self-service for the public was put into production on 16 December 2020. Agder Prison is a pilot</p>			

programme for the scheme and is scheduled to start using the services on 20 January 2021. The first available digital service is that next-of-kin can apply for clearance for visits. The application is received and processed digitally by staff in a separate case processing tool.

The next step will be to open a messaging service in which relatives are able to send messages to inmates. The messages are checked by staff before they are passed on to the inmates' self-service solution, cf. section 3.1.1.

The system can be further developed with several digital services, for example, as clearance for external users and application forms for electronic monitoring.

3.1.3	Issuing of electronic ID for inmates (eID)	2021	KDI
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Objective: Enable inmates to identify themselves and log on to public digital services such as nav.no and skatteetaten.no. Prisoners who have a Norwegian national identity number or D-number and have a passport with them/have obtained a passport, can be issued with an eID. The services are made available from the thin client on the premises where staff are located and can provide guidance and supervise.

Status as of 31 December 2020:

The solution for issuing eID has been implemented. However, work still remains to be done to prepare the client that inmates will use to log on.

3.1.4	Automated submission of messages regarding execution of sentences and messages to and from NAV.	2021	KDI (AVdir)
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Objective: Ensure correct and timely services for inmates. Simplify and streamline work processes

Status as of 31 December 2020:

Due to other necessary priorities in the directorates involved, work was put on hold after the country's shutdown in March. Work resumed in the autumn of 2020. In addition to ensuring technical functionality, efforts are being made to clarify what information NAV requires from the Norwegian Correctional Service and the legal basis for this. Connection and an initial test to verify contact between the agencies will take place in the winter of 2020/2021. Development of the service is likely to be completed in Q1 2021, and the subsequent system test will probably be completed before summer 2021.

3.1.5	Pilot: Digitization of the school programme within the Norwegian Correctional Service (DASK)	2022	FMVL, Vestland County Municipality, Agder County Municipality, Agder Prison and KDI
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Objective: The overall objective of the project is to establish and pilot a modern digital platform for schools in the Norwegian Correctional Service which will enable the schools to fulfil their purpose of providing training in line with the individual academic and digital competence goals and to provide

students with digital competence while also maintaining security.

Status as of 31 December 2020:

The backdrop to the project: The present school solution for students and staff at the Norwegian Correctional Service (Desktop For Skolen (Desktop for School) - DFS) has limited digital functionality and students have limited physical access to the school solution. This means that there are currently major digital disparities between students who are in and out of prison. If the pace of digitalisation is not accelerated, students at the Norwegian Correctional Service's schools may no longer receive formal final qualifications after completing their education or training. This is assumed to have major consequences for their reintegration into the community.

A duration of two years is initially planned for the project. The project will be carried out in several phases. In phase 1 (being developed), a gap analysis shall be carried out, and DFS will be evaluated. In phase 2, a modernised solution shall be planned, including documentation of needs and requirements in a requirement specification, and, if necessary, a procurement be effectuated. In phase 3, a modernised solution will be piloted.

3.1.6	Developing BRIK: Assessment tool/consent declaration for persons remanded in custody. Subject to a regulatory amendment	2021	KDI
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Objective: Better assessment and follow-up of persons in custody on remand.

Status as of 31 December 2020: At JD's request, KDI has prepared a proposal for the formulation of the new BRIK Regulations (assessment tool for needs and resources at the Norwegian Correctional Service). The proposal entails that the target group is expanded to also include persons in custody on remand, and that BRIK is made a permanent measure at the Norwegian Correctional Service and is no longer a pilot project. KDI is awaiting feedback from JD before further work is done internally. The current assessment form and consent form for convicted persons have also been revised and will be included in the new offender management system KODA in 2021.

3.2	AVdir and KDI are jointly tasked with assessing and possibly proposing measures that can ensure inmates receive good access to the services provided by the Norwegian Labour and Welfare Administration.		
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3.2.1	New circular/guide on NAV/KDI's responsibilities and regulations	2021	KDI (AVdir)
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Objective: Clarify responsibilities and cooperation regarding execution of sentences in prison and in the community

Status as of 31 December 2020: A working group is working on the circular/guide. The progress of the work has been somewhat delayed due to changes in priorities during the pandemic. The work involves complex issues relating to multiple laws. Provided that there are no ambiguities/obstacles in laws that require separate "side treatment", the goal is to send a draft for a joint consultation in the spring of 2021.

3.2.2.	Review the cooperation agreement (2014) between the Norwegian Correctional Service and the Norwegian Labour and Welfare Administration	2020/21	KDI (AVdir)
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Objective: Prevent certain terms/choices of words resulting in misunderstandings.

Status as of 31 December 2020: Due to capacity reasons, this work will be started in 2021.

3.3	Strengthen cooperation between the Norwegian Correctional Service, the Labour and		
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Welfare Administration and the educational authorities in connection with the work programme.			
3.3.1	Review of Circular (G-1 2008) on cooperation between the education sector and the Norwegian Correctional Service.	2020/21	KDI (FMVL)
<p><u>Objective:</u> Clarify responsibilities.</p> <p><u>Status as of 31 December 2020:</u> The working group has finalised a draft that will be submitted for consultation. Due to insufficient capacity, including in connection with the coronavirus pandemic, the consultation round has been postponed until over the New Year.</p>			
3.3.2	Establish a working group with representatives from a selection of county municipalities to create a national solution for practical training certificates.	2020/2021	FMVL (KDI)
<p><u>Objective:</u> The same documentation of practical work experience from the work programme, irrespective of location.</p> <p><u>Status as of 31 December 2020:</u> The County Governor of Vestland will establish the working group in the new year of 2021.</p>			
3.3.3	Letters to the respective ministries regarding responsibility for prisoners requesting higher education.	2021	KDI and FMVL
<p><u>Objective:</u> Ensure that inmates have the same opportunities as others in society to take higher education.</p> <p><u>Status as of 31 December 2020:</u> The backdrop for the measure: Each year, there are about 130 - 180 inmates who are studying (period of time from 2011 - 2019, source: oppikrim.no). The university college and university sector consists of just under 40 different institutions that do not have a coordinating entity that works with the prisons.</p> <p>The trend is that both the curriculum and teaching are more often on digital platforms. These are platforms that inmates do not have access to or access is restricted. Unlike inmates who are pupils at primary and secondary school level, there are also no teaching resources available to students.</p> <p>In 2020, FMVL and KDI verbally discussed this matter in meetings with their respective ministries. Under the measure "Digitalisation of the school programme within the Norwegian Correctional Service (DASK)" (see 3.1.5), FMVL and KDI have chosen to appoint a sub-committee to prepare an overview of the challenges faced and estimate costs for improving digital solutions that can support students in prisons.</p>			
3.7 Establish an area function within mental health care and specialised interdisciplinary treatment (TSB) and other health-related measures.			
3.7.1	Establish an area function within mental health care and specialised interdisciplinary treatment (TSB) for health authorities responsible for prisons.	2020/21	RHF (KDI)
<p><u>Objective:</u> Equal offer of local services (in accordance with rights) to inmates with mental illness, substance abuse problems, etc. in all services.</p> <p><u>Status as of 31 December 2020:</u> Work is underway to realize the area function, and establish space in the country's prisons. A plan for establishing the area function will be completed by the end of January 2021.</p>			

3.7.2	Review "Guide for health and care services for prison inmates".	2021	Hdir (KDI)
<p><u>Objective:</u> Updating in accordance with applicable regulations, measures and recommendations for best practice.</p> <p><u>Status as of 31 December 2020:</u> KDI is an important cooperative partner in the Norwegian Directorate of Health's review of "Guide for health and care services for prison inmates." The plan is for the guide to be subject to a consultation process in spring 2021 and then completed in autumn 2021.</p> <p>In addition to the review of the guide, a study is underway to define the interface between the health and care services and the Norwegian Correctional Service when concerning inmates with particular care needs. The Centre for Care research will submit a report in the first half of 2021.</p> <p>Background: The review of the guide was not commissioned in connection with the Reintegration Strategy, but was initiated by Hdir on assignment from HOD. The work is also relevant from a reintegration perspective - and is therefore discussed here.</p>			
3.7.3	<p>Review of Circular G8-2006 "Co-operation between the municipal health service, specialist health service, the municipal social service and Norwegian Correctional Service on drug-dependent inmates and convicted persons."</p> <p>Consider expanding the target group to people with substance abuse problems and mental disorders.</p> <p>Consider incorporating into the audit and as an addition to G8-2006: "Framework conditions for the operation of substance abuse units in prisons. Cooperation between the Norwegian Correctional Service, the specialist health service and the municipal health service (2013).</p>	2021	JD and HOD in cooperation with KDI and Hdir
<p><u>Objective:</u> Updating in accordance with applicable regulations, responsibilities and distribution of tasks between the agencies.</p> <p><u>Status as of 31 December 2020:</u> JD has reported that it will initiate a dialogue with HOD on the need for to review the above-mentioned circulars, with this as input from KDI:</p> <ul style="list-style-type: none"> - The circular provides guidelines to the regional health authorities (RHF) that are responsible for specialist health services within mental health care and substance abuse treatment. The Norwegian Directorate of Health is only a competence directorate and has no authority over the specialist health services. The Norwegian Directorate of Health has requested to participate in the review of the circular because they have a coordinating responsibility for the prison health service, which is also included in the circular. Only HOD can set guidelines for the RHF's. - The target group in the circular should be expanded. The G-8 circular only applies to responsibilities and tasks in relation to people with substance abuse problems. However, the problem for inmates and convicted persons is that there is an excess frequency of mental health disorders and concurrent substance abuse and mental health disorders (Cramer us.) - When area functions for mental health care (PHV) and substance abuse treatment (TSB) with 			

local services are established in all prisons from 2021, it is important to have a document that sets guidelines for the work, in addition to assignment letters/allocation letters to RHF and HF.

- The G-8 circular is partly outdated and also concerns social services that were transferred to the Ministry of Labour and Social Affairs more than 10 years ago. The social services should not be included in the review of the new circular, because KDI has adequate circulars and agreements with AVdir.

Other:

Tilbakeføring.no is a continuation of boligpaanett.no and was launched in 2019 through funds appropriated by the inter-directorate editorial board for veiviseren.no. veiviseren.no is the largest permanent, individual measure in the social housing strategy "Housing for welfare". KRUS has been assigned responsibility for maintaining and developing the website tilbakeføring.no in collaboration with KDI. In November, a half-day seminar was held with participants from different sectors to review the website and to provide suggestions for improvements. Important content is subject to quality assurance by the directorates on the Directorate Committee, and the dialogue with the directorates is continued whenever changes are needed that require anchoring and expertise from the members of the Directorate Committee.

Assessment of inmates' care needs. KDI has been tasked by JD to assess the inmates' care needs, and KDI has given the assignment to the Centre for Care Research. Inmates with extensive care needs include inmates with physical disabilities, mild mental disabilities, and inmates with mental disorders who cannot care for themselves.

The Centre for Care Research will carry out both a national assessment of the extent of inmates with care needs and in-depth studies in certain prisons. They will assess both the competence of the Norwegian Correctional Service and the health and care services and the need for practical assistance and health and care services for prisoners with care needs. The report shall constitute the knowledge base for determining a clearer interface between the health and care services and the Norwegian Correctional Service's responsibility to follow-up prisoners and convicted persons who require care services and practical assistance.

3. Other reintegration measures

Safe parents - safe children. The Government's strategy for parental support (2018-2021) has been prepared by the Ministry of Children and Equality in cooperation with the Ministry of Health and Care Services, the Ministry of Education and Research and the Ministry of Justice and Public Security.

There are two measures in the strategy that will strengthen reintegration into society after inmates have served their sentences.

Status of Measure 19: The "Pappa in Prison" programme is being further developed with the aim of adapting to mothers in prison. It is difficult to be a parent while in prison and where contact with family and networks is severely limited. Inmates often need someone to talk to about parenthood, and how they can look after children in this type of situation.

Status of Measure 22: Parents who are imprisoned, and their families, may require additional support. Work is underway on determining how cooperation between the Norwegian Correctional Service and family counselling offices can be developed and strengthened.

In addition, the Norwegian Correctional Service has a focus on Measure 21, that highlights the responsibility of all agencies to safeguard the family perspective. This can be achieved by being aware of the importance of parents to children and developing measures that can contribute to safeguarding parental responsibility for children.

Housing for welfare. The National Strategy for Social Housing Work (2014-2020) has priority areas that apply to many inmates and convicted persons. Some inmates in Norwegian prisons are released without having their own place to live. Convicted persons generally have poorer living conditions than the general population. A relatively large proportion have a low level of education, a weak connection to the labour market, poor finances, poor health, substance abuse problems and more often have mental health problems or intellectual disabilities than the rest of the population. One-third do not have a place of residence when they start serving their sentences, and this increases to two-thirds once they complete their sentences. This entails that one in three inmates lose their place of residence while serving their sentence.

The following is an excerpt from the evaluation of the strategy work.

Primary goal 1: Everyone shall have a good place to live

The number of homeless persons in the period from 2012 to 2016 was reduced from 6,200 to 3,900. The number of homeless children more than halved during this period. The number of homeless persons is at its lowest since assessments of the homeless started in 1996.

Primary goal 2: Everyone who requires services should receive assistance in coping with their living situation

Focus area: Prevent evictions

A stable living situation is important for continuity when monitoring health, school and work. Preventing evictions has been a priority in Housing for Welfare, and this has yielded results. In 2018, 80 per cent of municipalities reported that they have established systems and cooperative routines for households that are at risk of losing their residence, while this figure was 75 per cent in 2015. Figures obtained from the Norwegian National Police Directorate show that there were 8,642 cases in 2018 in which it was requested that eviction be waived. There were 2,439 eviction waivers in 2,439. A total of 6203 waivers were lifted, i.e. cancelled before eviction was carried out. There is reason to assume that the waivers granted in these instances were the result of improved systems and cooperative routines in the municipalities for preventing evictions.

Focus area: Provide follow-up and services in the home

During the strategy period, the municipalities have upgraded the services offered to disadvantaged groups. Many municipalities have improved the services offered to people with substance abuse and mental health problems, in line with the Escalation Plan for the Field of Drugs and Addiction. From 2017 to 2018, the municipalities created an estimated 1,000 new positions for services to the target group, while the increase was slightly lower the following year (309 or 2.5%). More than 60 per cent of full-time equivalents in the field of substance abuse and mental health are assigned to people with long-term and complex needs. A certain proportion of this group also engages in criminal behaviour and shall be reintegrated into the community upon completing their sentences.

Primary goal 3: Public efforts should be holistic and effective

Focus area: Ensure that the work is well-managed and targeted

The welfare directorates that provide grants to the municipalities have had several measures for making it easier for municipalities to use grant funds within this framework. When the strategy was launched, the directorates managed more than 20 grant schemes that had various links to the municipalities' work with disadvantaged people in the housing market. Nine of the grant schemes have been merged or transferred to the municipal framework during the strategy period. In addition, the directorates have provided an overall review of the methods used at veiviseren.no. The directorates have also provided information on their own websites about the connection between grants, and have coordinated announcement and reporting deadlines for several of the grant schemes

4. Directorate Committee in 2021

Several of the projects initiated by the Directorate Committee in 2020 will also require work in 2021. Therefore, in 2021, the directorates must ensure that sufficient time and resources are allocated to guarantee the progress and completion of these projects. This will impact on the capacity to initiate new measures.

The directorates that are members of the Directorate Committee have specified the direction of their respective work in 2021 to promote the objectives of the reintegration strategy:

- FMVL will focus on the development of a modern digital school solution: young people up to the age of 24 and the 10% of inmates who have not finished primary school, and will plan an audit of the teaching provided at the Norwegian Correctional Service.
- AVdir will focus on completing the circular that is being prepared, renewing the cooperation agreement with KDI, completing the work on automated National Insurance messages and the ongoing efforts to improve the availability of NAV services through digital solutions.
- The Norwegian State Housing Bank will strengthen the municipalities' prerequisites for assisting disadvantaged people in the housing market, which includes the Norwegian Correctional Service's target groups. The Norwegian State Housing Bank is responsible for operating and further developing veiviseren.no, an inter-directorate information and guidance channel for the municipalities in the area of housing and services. tilbakeføring.no is part of the inter-directorate cooperation with veiviseren.no.
- Imdi works through the municipalities, county municipalities and NGOs and has found that there may be synergies to gain from closer cooperation with the Norwegian Correctional Service. This will be examined at a meeting between Imdi and KDI in January 2021.
- The National Library of Norway will continue to work on the development of digital services, including a self-service solution and national library cards. With regard to the latter, efforts are being made to find solutions that safeguard the privacy of individual inmates.
- Bufdir will follow up on the report "Children and young people who are at risk of committing criminal acts" and the collaborative strategy for children and young people in low-income families.
- Hdir will work with reviewing the guide for health and care services for prison inmates, and follow-up of the report from Oslo Economics regarding substance abuse services for inmates.

- KDI will explore the options for increased digitization of cooperative platforms between the Norwegian Correctional Service and administrative partners, increase cooperation with the voluntary sector, and follow up the report from Oslo Economics on the substance abuse programme for inmates, including the scope of BRIK assessments, substance abuse interviews and quality of the substance abuse units.

As coordinator of the Directorate Committee, in 2021 KDI will initiate several bilateral meetings with other directorates to review the status of current areas of collaborative platforms and to explore greater cooperation in areas that promote reintegration. Dialogue with the Norwegian Association of Local and Regional Authorities (KS) will also be prioritised to examine models that could strengthen the cooperation that is necessary in connection with releases from prison.