



UTDANNINGS- OG  
FORSKNINGSDEPARTEMENTET

Strategic plan

# Equal education in practice!

Strategy for better learning and greater participation by language minorities in day-care centres, schools and education, 2004–2009



## FOREWORD

We have called the strategic plan "*Equal education in practice!*". Not *similar* but *equal*.

Unfortunately we do not have equal education for all. There are great differences between minority language and majority language pupils and students. Those from language minorities – whether they were born and grew up in Norway or have come here later – consistently show poorer results than majority language students. This applies to both participation in and benefit from education. Why is this so? In the strategic plan we will explain the background for this and will formulate measures to be implemented to reduce the differences.

The goal is better learning and greater participation by those from language minorities in day-care centres, schools and education. In other words: *equal education in practice*.

*We want more minority language children to have a good understanding of the Norwegian language before they start school.*

*We want the gap in educational achievement between minority and majority language pupils to be reduced.*

*We want more young people from language minorities to complete upper secondary and higher education.*

*We want minority language adults to have a good command of the Norwegian language that will facilitate their inclusion in working life and enable them to help their children with their schooling.*

Much can be achieved by changing the attitudes and raising the awareness of those from a language majority – as well as of those in minority language groups. Norway has become a multicultural society, and we now have multicultural schools. Have we anticipated the consequences of this? Do we have textbooks that reflect the situation? Are schools characterised by respect and openness for pupils with different language, cultural and religious backgrounds? Do pupils and students only meet teachers and lecturers with a majority language background? How can we ensure that everyone receives equal education? It is not enough simply to change attitudes: we also need more knowledge and more action.

This strategy concerns one group – those from language minorities. This in itself may present a problem. It can give the impression that those from language minorities are a homogenous group, that they must all be treated alike, and that they all perform somewhat poorly at school. This is not the case. The strategy tries to give a more detailed picture and to put into action result-oriented measures that can improve the situation for those from language minorities who do *not* participate and for those who do *not* gain the desired benefit from their education.

The strategic plan came into being through an extensive collaboration among different players. In compiling this strategy, the Ministry of Education and Research has cooperated closely with the Ministry of Children and Family Affairs and the Ministry of Local Government and Regional Development, and these ministries are also responsible for some of the measures in the strategy. In addition, many others have contributed input and ideas at seminars, in the reference group, at meetings and on visits we have made. I would like to thank all these participants.

I hope the strategic plan will form the basis for local programmes of action with corresponding objectives. I would also welcome feedback on the content so that we can constantly improve our efforts in this area.



Kristin Clemet

Minister of Education and Research  
December 2003

## FACT SHEET

A brief summary of the situation follows, along with the most important measures in the strategic plan compiled by the Ministry of Education and Research – *Equal education in practice! Strategy for better learning and greater participation by language minorities in day-care centres, schools and education, 2004–2009.*

### *Description of the situation*

- Children from minority language backgrounds are under-represented in day-care institutions. In addition, those who do attend have spent less time there before they start school than majority language children.
- Research shows that the provision of good facilities for minority language children in day-care centres has a positive effect on the child's school start.
- A wide-reaching study of pupils at lower secondary school and in upper secondary education shows that 36 per cent of minority language pupils perform over the national average compared with 49 per cent of majority language pupils. There are almost twice as many minority language pupils at the weakest achievement level as those from the majority language group.
- The multicultural perspective is given little consideration in curricula and textbooks.
- There is a great shortage of qualified mother tongue teachers and bilingual teachers in the school system. Many of those who currently work as mother tongue teachers and bilingual teachers in schools do not have formal qualifications and only have mother tongue teaching assignments. Teachers with a majority language have poor skills in teaching pupils from language minorities.
- Surveys show that ethnic minority pupils have a positive attitude to schooling, and that both the pupils themselves and their parents have high educational ambitions.
- There are no differences in the proportion of minority and majority pupils at lower secondary level and in upper secondary education who are involved in problematic behaviour at school. However, more minority language pupils often dread going to school, partly due to the fact that they are more exposed to bullying than others.
- A lower percentage of pupils from language minorities begin upper secondary education than majority language pupils.
- Recent surveys show that from 1994 to 2002 a considerable improvement took place in progression among minority language pupils in upper secondary education, particularly in general subjects.
- Home background is of great significance for both majority and minority language pupils' achievement at school. Among those from language minorities, however, it appears that economic conditions and access to a PC at home have the biggest effect on educational achievement, while parents' education and the cultural climate in the family are of greater significance for young people from a language majority.
- Young people with a minority language background are under-represented in Norwegian higher education institutions.
- The recruitment base is narrower in the ethnic minority group, partly because fewer complete upper secondary education than those in the majority group. However, young people from a minority language background who complete upper secondary education with entrance qualifications for higher education have almost as high an inclination to study as the majority group.
- Adult immigrants must be offered education in the Norwegian language and social studies. In a selective survey, 84 per cent said that they had participated in Norwegian language programmes, and 41 per cent said that they had completed the training.
- Women complete Norwegian language programmes more seldom than men, despite there being more women than men who start such training. The fact that they provide extensive care for others is cited as a major reason for them dropping out.



### *Goals and measures*

The strategic plan has five main goals:

- To ensure that minority language children of pre-school age have a better understanding of the Norwegian language
- To improve the educational achievements of minority language pupils
- To increase the percentage of minority language pupils and apprentices who begin and complete their upper secondary education
- To increase the percentage of minority language students in higher education
- To improve the Norwegian language skills of minority language adults

Several measures are to be implemented through the strategic plan. The strategy places emphasis on an integrated approach to the education of children and young people from minority language backgrounds – from day-care institutions to colleges and universities. The individual measures of the strategy are to be seen in an overall perspective to ensure that each measure has an optimal effect. Some of the most important measures are summarised below.

- Measures to improve pre-school minority language children's understanding of the Norwegian language (measure 1)
- A proposal to amend section 2-8 of the Norwegian Education Act and section 3-5 of the Norwegian Act relating to independent schools in order to promote more flexible, special language tuition (measure 3)
- Testing various models for special language tuition (measure 4)
- Strengthening the multicultural perspective in curricula and teaching aids (measures 13 and 14)
- Various measures related to human resource development: the establishment of a national centre for multicultural education (measure 34), a grant scheme for minority language teachers who lack formal qualifications (measure 16), an awareness-raising programme for school administrators (measure 35)
- Measures to strengthen home/school collaboration (measures 18 and 19)
- Basing the education of language minorities firmly in the school-owners' and the schools' planning documents (measure 5)
- Dissemination of lessons learned through a variety of channels: "good-practice" schools (measure 6), annual conferences/seminars (measure 36), Internet-based services (measure 37), collection of examples (measure 38)
- Measures to improve recruitment to higher education and to raise awareness of the multicultural perspective in the university and college sector (measures 26-28)
- Measures for adults: the rights and obligations to Norwegian language education and the introductory programme (measures 29 and 30)

### *Organisation and implementation*

The strategy is intended to promote a coherent approach to efforts targeting children and young people from day-care institutions to colleges and universities, to each measure's relationship with the others, and to the use of human and economic resources. To achieve this, players from every part of the education system, as well as parents, public bodies and the business community at large must be involved. The strategic plan aims to produce results in a number of areas, and together these will contribute to achieving the five main goals. A significant element in these efforts will be monitoring goal achievement in the different areas in order to discover what works and to identify good practice.

The Norwegian Board of Education has a special responsibility for monitoring the strategic plan and for considering the various measures as one cohesive entity. The Board will cooperate closely with the newly-established National Centre for Multicultural Education at Oslo University College and with the Norwegian Institute for Adult Education. Annual status reports will be compiled to show the extent to which progress has been made in attaining the main goals of the strategy. The Norwegian Board of Education has the main responsibility for this reporting.



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# Introduction

Learning is the overriding objective of schools and education. Tuition must enable individuals to develop their abilities and must ensure that their needs for appropriate education are met. The goal is for children, young people and adults to become well-informed, independent and active citizens. Education must give academic and social competence as well as conveying values such as democracy, tolerance, equality of status and shared international responsibility. Several recent surveys have shown that Norway faces a great challenge in providing good education for pupils, apprentices and adults with ethnic minority backgrounds.

Both national and international surveys indicate significant differences in the extent to which minority and majority pupils benefit from instruction in primary and lower secondary schools in Norway. They also show that fewer young people from language minorities begin and complete upper secondary education and higher education than majority students. Many adult immigrants drop out of Norwegian language programmes, and they often have greater problems than ethnic Norwegians on the labour market. However, research shows that as many pupils with ethnic minority backgrounds continue and take higher education if they complete upper secondary education as those from a language majority. The description of the situation in Chapter 2 shows that several of the issues that need to be addressed can be traced back to primary and lower secondary education. It is therefore important to pay special attention to this basic education and to ensure that it is of high quality.

## Education and the multicultural school

Today we claim that Norway has become a multicultural society and that we have developed multicultural schools. The term “multicultural perspective” is often used. What does it actually mean? Does it mean that we have several cultures living side by side, or does it mean that different cultures are interwoven in various ways? Pronoun forms such as *we*, *they*, *us* and *them* are often used, and most of the population is depicted as representing one culture while immigrants represent another. Do all those who have been born and have grown up in Norway with Norwegian parents have a common Norwegian culture and lifestyle?

The Ministry’s view is that we do *not* have multicultural schools just because pupils with different ethnic backgrounds attend them. The Ministry is of the opinion that a multicultural school is characterised by staff who regard cultural and linguistic diversity among pupils, parents and teachers as the norm and who base their school’s development on this.

Adults in schools take care of pupils’ right to be different – their differentness within the community. The multicultural school includes measures that meet the ethnic minority pupils’ needs for appropriate facilities in the normal activities of the school. In a multicultural school there is room for everyone – and concepts such as *we* and *they* are not used as artificial barriers between majority and minority pupils.

Multicultural schools and education are inclusive and are built on the concept of equality. The differences in cultural, linguistic and religious backgrounds create diversity, and much of this diversity is *desired* and generates greater opportunities. The starting-point of the strategic plan is to address the undesired aspects of this diversity – that minority language pupils consistently show less participation in and gain less benefit from education. With this plan the Ministry is trying to create the conditions to attain a *genuine* multicultural and equal school system and education for all.



Table 1.1: The total percentage of immigrants in the population for different age groups and as percentages according to region. 2003. Source: Statistics Norway

Age	Total	From the Nordic	From other parts of Western Europe except Turkey	From East Europe	From North America, Oceania	From Asia, Africa, South and Central America, Turkey
0-9	7,6 %	0,5 %	0,3 %	1,1 %	0,1 %	5,6 %
10-19	7,2 %	0,5 %	0,3 %	1,4 %	0,1 %	5,0 %
20-29	13,1 %	4,5 %	0,7 %	1,8 %	0,2 %	6,0 %
30-39	10,1 %	1,6 %	1,1 %	1,5 %	0,3 %	5,7 %
40-49	8,3 %	1,5 %	1,0 %	1,4 %	0,3 %	4,1 %
50-59	5,6 %	1,5 %	1,1 %	0,8 %	0,2 %	1,9 %
60 +	3,5 %	1,2 %	0,8 %	0,5 %	0,3 %	0,7 %

## Language minorities – terminology

There are different ways of defining ethnic and language minorities. The demarcation between a person from a language minority and an immigrant will depend on the purpose of the definition. Both international and national surveys usually base the definition of minority language pupils on background features such as the pupil's place of birth, the parents' place of birth or the language that is spoken at home in order to make comparisons between minority and majority pupils and to find out the causes of differences inside the group. Statistics Norway delimits and defines the immigrant population as first-generation immigrants and children born in Norway to parents born abroad (Statistics Norway, 2002).

In primary and lower secondary education the term *pupils from language minorities* is used. This definition is based on pupils who for a short or long period need specially adapted tuition in the Norwegian language. It does not include the entire immigrant population as Statistics Norway's definition does.

In some contexts it may be appropriate to become familiar with the school situation for a wider group of pupils than just those who need specific language programmes. In the measures programme the term *language minority* is used for pupils in primary and lower secondary education who do not have Norwegian or Sami as their mother tongue (their first language), and for adults who do not have Danish, Norwegian, Sami or Swedish as their

mother tongue and who need extra language training<sup>1</sup>.

The immigrant population as defined by Statistics Norway has increased from 1.5 per cent of the population in 1970 to 7.3 per cent in 2003. The table above shows how large a proportion of the immigrant population there is in the population as a whole in different age groups, and also the regions the immigrant population comes from.

We can see that the immigrant population amounts to 7.2 per cent of the population in the age group 10-19, and as much as 13.1 per cent in the age group 20-29. In the latter age group, we can also see that the proportion of immigrants from the Nordic countries is extremely high.

<sup>1</sup> The term *language minorities* does not cover national minorities such as Kvener (an older West Finnish immigrant group), the Roma or certain other groups, or indigenous peoples such as the Sami. The strategic plan does not therefore cover issues concerning these groups.



## Goals and target group

The Ministry of Education and Research has already implemented and will continue to implement several measures to raise the quality of primary and lower secondary education and also of higher education. The measures are aimed at *everyone* and are also intended to have a positive effect for language minorities. However there is still a need to make specific efforts to improve the learning yield of this group and to increase their participation in day-care centres, schools and education. To ensure that this is achieved, measures implemented through the plan will be linked to the five main goals:

- to improve pre-school minority language children's understanding of the Norwegian language
- to improve the educational achievements of minority language pupils
- to increase the percentage of minority language pupils and apprentices who begin and complete their upper secondary education
- to increase the percentage of minority language students in higher education
- to improve the Norwegian language skills of minority language adults

The target groups for the measures in the plan are minority language children of pre-school age, pupils and apprentices, as well as adults who do not currently reap the learning and social benefits of education stated in the primary objectives for Norwegian educational policy. The plan therefore aims to cover the challenges this group faces. However, it is important to emphasise that there are just as large variations in the ethnic minority group's learning yield as there are among majority pupils.

The plan is binding for decision-makers and those responsible at all levels – from the Ministry to the individual teacher. The measures in the plan will be monitored by the Ministry, universities and university colleges, adult learning institutions, county

governors, school owners, school administrators and teachers at all levels, as well as by those who own day-care centres. It also aims to promote a coherent approach to the efforts made by all institutions – from day-care institutions to colleges and research environments. It is important to consider the individual measures as an integrated whole and to adjust them in relation to economy and use of resources, and also to ensure that the results of the measures are followed up. To achieve this, players from every part of the education system must be involved and be assigned responsibility. Parents have the main responsibility for the education of their children, and there is emphasis in the plan on raising parents' awareness of this role.

The government intends to submit a Report to the Storting (the Norwegian parliament) in 2004 on multicultural Norway, and the compilation of the strategic plan has been carried out in parallel with the preparatory work for this report. In spring 2004 the Ministry of Education and Research will present a Report to the Storting that represents a follow-up of Official Norwegian Report NOU 2003:16 *I første rekke. Forsterket kvalitet i en grunnopplæring for alle* (First and foremost: enhancing the quality of basic education for all). The strategic plan must therefore be seen in connection with this. Furthermore there are several programmes of action and strategies that are relevant to this plan<sup>2</sup>. The strategic plan applies for the period from and including 2003 up to and including 2008, but will be revised as it proceeds and as experience is gained on how the measures function. Specific results will be reported and published annually, for example through status reports and *Skoleporten*<sup>3</sup> – the Norwegian school website that will be up and running in spring 2004. Municipalities are requested to carry out similar reporting on the results of local programmes.

<sup>2</sup> See Appendix 1 for other relevant plans.

<sup>3</sup> *Skoleporten.no* is a government website for quality assessment and quality development in primary and lower secondary schools and in upper secondary education.



## Description of the situation

This chapter gives information on the schemes for the education of language minorities. The description is divided into separate sections that address day care, basic education<sup>4</sup>, higher education and adult education. Research is applied to clarify aspects that are currently regarded as particularly challenging, and reference is made to the measures that are to be implemented to strengthen various elements of the education.

One of the concerns of Norwegian research on language minorities in primary and lower education has often been the connection between the pupils' backgrounds and their learning outcomes. Far less research has been conducted into how a school's content and organisation influence these outcomes. We know too little about which training models produce the best results for minority language pupils, and one of the plan's main aims is to increase knowledge in this area.

British authorities recently presented a plan to raise the achievement of ethnic minority pupils<sup>5</sup>. The plan concludes that schools that succeed in generating a good learning yield from ethnic minority pupils are characterised by:

- **Strong leadership:** the school's administration has an effective strategy that is implemented throughout the school.
- **High expectations of the pupils from both teachers and parents.**
- **Effective teaching and learning:** the lessons are well-planned and conducted, and support is given to pupils with English as a second language. Teachers also reflect cultures and identities in the local community through their tuition.
- **A general atmosphere at the school that is characterised by respect:** clear attitudes have been formulated against racism, bullying and bad behaviour. Prevention is highlighted.
- **Parent involvement:** both parents and the local community are expected to take part in the life of the school and its development.

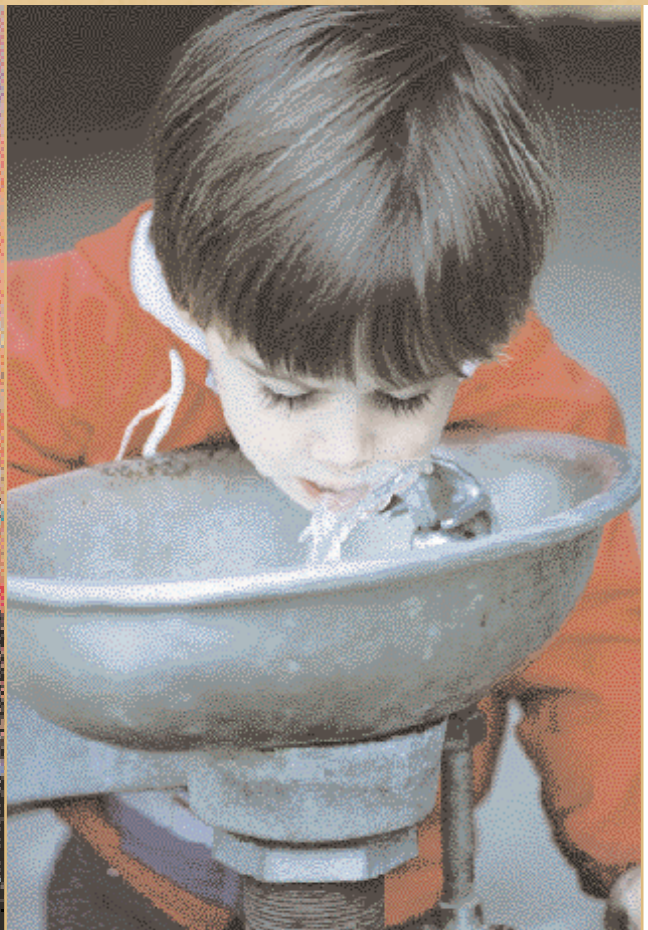
These factors also apply to Norway, and school owners have a special responsibility for ensuring that

they can all be found in the learning environment. There is good reason to assign priority to both the atmosphere at school and the competence demonstrated by school administrators and teachers in organising the teaching activities so that pupils from language minorities also gain appropriate benefit from the tuition. This is done by creating an education system that is inclusive and by having high expectations of the pupils. Several projects in the evaluation of Reform 97 confirm that teachers may lower their expectations of a pupil based on the impression they have of the pupil's social background. Minority language pupils in particular will suffer from such categorisation. Øzerk (2003) finds that teachers wanted the best for these pupils, but they nonetheless somehow indicated that not all ethnic minority pupils would be able to succeed at school. Such attitudes can be caused by lack of competence in teaching in multicultural schools. In 2000 the Ministry established the Centre for Development of Competence in the Multicultural School at Oslo University College to promote skills enhancement in multicultural schools in line with the provisions of the Norwegian Education Act, regula-

<sup>4</sup> The term "basic education" – primary and lower secondary education – usually also covers courses in the field of adult education. In chapter 2, however, adult education is discussed under a separate point.

<sup>5</sup> [http://www.standards.dfes.gov.uk/ethnicminorities/raising\\_achievement/whats\\_new/?template=C&art\\_id=595](http://www.standards.dfes.gov.uk/ethnicminorities/raising_achievement/whats_new/?template=C&art_id=595)







tions and curricula. The Centre works on continuing education, network building, counselling and guidance as well as on information and documentation.

The Ministry is of the opinion that there is a need for more competence development for teachers and school administrators in this field, and that the multicultural perspective should therefore be included in the management training provided by the school system (see measure 35). The mandate of the Centre for Development of Competence in the Multicultural School currently covers primary and lower secondary tuition and upper secondary education. The Ministry's view is that a centre with a wider mandate is required – a centre that also includes competence development for the groups that work with minority language pre-school children and those in higher education and adult education. The Ministry will therefore establish a new centre at Oslo University College, the main task of which will be to provide human resource development (see measure 34). This centre must work closely with the Norwegian Board of Education and the Norwegian Institute for Adult Education, which will retain the main responsibility for the development work for this group. The Ministry would like to see more attention being paid to the dissemination of lessons learned from good examples, and will promote this through the good-practice schools scheme, further development of the website for language minorities, and annual conferences/seminars in the period the strategic plan is effective (see measures 6, 36, 37, 38, and 39).

## Day-care institutions

In 2002 there were around 33,000 minority language children of pre-school age, i.e. from one to five years old. The vast majority of these had parents from non-western countries. About 33 per cent of all minority language children in this age group attended day-care centres in 2002. The corresponding figure for all children in the age group is 66 per cent. Children with minority language background are under-represented in day-care institutions. In addition, those who do attend have spent less time there before starting school than majority language children.

Research shows that the provision of good facilities for minority language children in day-care centres has a positive influence on the child's school start. A trial in one district of Oslo offering free short-term places in day-care centres for all four- to five-year-olds led to improved language development and integration of minority language children and their families in the trial period (Nergård 2003).

Cooperation among municipal services – health centres, day-care institutions, schools and Norwegian language programmes for parents – is a decisive factor in providing appropriate and comprehensive facilities for minority language children. Offering different types of short-term day-care centres and open centres appears to be a particularly popular measure among families with minority language backgrounds. Moreover, information on what is available is of great significance for participation.

One of the goals is to increase the participation of minority language children in day-care institutions and to create the conditions for providing good facilities. Day-care institutions constitute the most important integration and language-learning arena for minority language children of pre-school age. This requires good competence in multicultural skills and bilingual tuition among those employed. The Norwegian Day-care Institutions Act does not regulate the provision of offers and/or intake into day-care institutions for minority language children. However, the framework plan for such centres that forms a regulation to the Act does emphasise the necessity of result-oriented language programmes in day-care institutions that are based on observations of the children's individual language levels and needs.

Grants are given for bilingual assistance in day-care institutions with the aim of helping to pave the way for these centres to provide children with an appropriate programme for their development. A proposal has been made to terminate the grant scheme from 1 August 2004 since it has proved to be somewhat inflexible for local variations and needs. In addition the proportion of the target group that have benefited from the scheme is too small: only 38 per cent of the minority language children in day-care institutions were given bilingual assistance in 2002, compared with 53 per cent in 1997. A new grant scheme to improve the understanding of the Norwegian language among minority language children of pre-school age has been submitted by the Ministry of Children and Family Affairs in its budget proposal for 2004. This scheme is more result-oriented and more flexible (see measure 1), and will give the municipalities more freedom with regard to *how* and *where* they offer language enhancement. One subsidiary goal of the scheme will be to increase the participation of minority language children in day-care centres as these centres represent a good integration and language-learning arena, while another sub-goal is to encourage the municipalities to devise and offer integrated services where day-care centres, health centres, schools and Norwegian language programmes for parents are seen in an overall perspective.



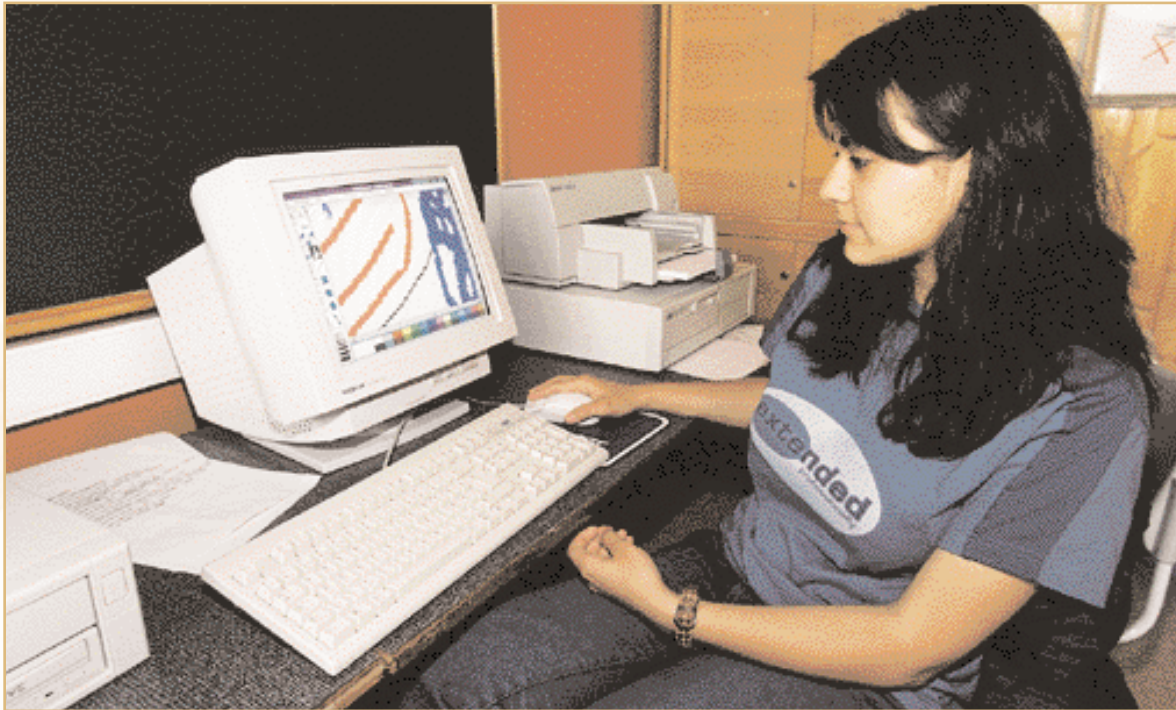
According to section 2-8 of the Norwegian Education Act, the municipalities are under the obligation to give pupils in primary and lower secondary education whose native language is not Norwegian or Sami the necessary tuition in their mother tongue, bilingual subject instruction and special education in the Norwegian language until they have acquired the proficiency to enable them to follow the normal teaching. Pupils who fulfil these conditions have the right to all three types of tuition, provided that suitable teaching staff is available in the municipality. When such staff cannot be found, it is the duty of the municipality to arrange – as far as possible – other tuition that is adapted to the pupils' requirements. When pupils have sufficient proficiency in Norwegian to enable them to follow the normal teaching, the rights pursuant to this provision no longer apply.

Mother tongue tuition is a supplement to the normal teaching and can take place in a school other than the one the pupil usually attends. Bilingual subject instruction and special Norwegian language tuition must be offered at the school the pupil usually attends. The pupil is not obliged to accept the special education described in section 2-8 of the Norwegian Education Act. When the municipality decides the rights a pupil is entitled to in accordance with this section of the Act, this represents an individual decision as stated in section 2 of the Norwegian Public Administration Act. To determine whether a pupil is entitled to special language education pursuant to section 2-8 of the Norwegian Education Act, it must verify whether or not the pupil has adequate proficiency in Norwegian to follow the normal teaching. No criteria have been laid down in section 2-8 as to how adequate proficiency in Norwegian is to be defined, and an approximate teacher-based assessment must be made as to when the pupil has reached this level.

Pursuant to the same conditions as those stated in section 2-8 of the Norwegian Education Act, pupils attending primary or lower secondary schools that have been approved in accordance with the Norwegian Act relating to independent schools have the same right to the required mother tongue tuition, bilingual subject instruction and special education in the Norwegian language (see section 3.5 of the Norwegian Act relating to independent schools).

Regulations have been laid down on curricula for tuition in Norwegian as a second language for language minorities (see the regulations to the Norwegian Education Act, section 1.1, fifth subsection). Curricula in mother tongues for the first to seventh years of schooling have been compiled, and also for supplementary mother tongue study at lower secondary school level. The state provides grants for special Norwegian language tuition, mother tongue tuition and bilingual subject instruction. The grant is given according to a rate for each lesson taught. In 2003 approximately NOK 663 million was allocated to this purpose. The local government is required to provide some of the financial resources necessary for the tuition.





Young people who have completed primary and lower secondary education or equivalent tuition are entitled to three years' full-time upper secondary education (see section 3-1 of the Norwegian Education Act). "Equivalent tuition" means education equivalent to that provided in the Norwegian primary and lower secondary school system. In other words, young people who have proof that they have completed this education in their home country, or who can prove that this is likely, have the right to admission to upper secondary education on condition that they are legally entitled to stay in the country. Asylum seekers who are under age can enter the system while they are waiting for a decision on their residence permit, but they are not entitled to complete the school year if their residence application is refused.

The county authority is responsible for ensuring that the right to upper secondary education can be fulfilled and that each pupil receives the instruction that is best adapted to his/her needs. Minority language pupils who need language tuition to gain satisfactory benefit from upper secondary education have the right to such instruction pursuant to the rules concerning special education (see Chapter 5 of the Norwegian Education Act). The state provides grants to cover the extra tuition of language minorities at upper secondary level. In 2003, NOK 26 million was earmarked for this. Those who received the grants are both county authority and private school owners along with publicly-maintained upper secondary schools. The purpose of the scheme is to encourage school owners to provide supplementary language tuition for language minorities. The grant can be used for remedial teaching in Norwegian, the mother tongue and English. The tuition can for example be carried out in Norwegian and the mother tongue using a dual teacher system, by teaching separate groups or classes, or as a separate introductory course.

## Foreign language teaching

Figures from the Norwegian information system on primary and lower secondary education show that 33,181 pupils participated in special education in Norwegian in municipal primary and lower secondary schools in the school year 2002/2003. Norwegian as a second language or special tuition in Norwegian covers both the teaching given in accordance with the curricula for Norwegian as a second language and other teaching programmes in Norwegian for pupils from language minorities. This amounts to around 5.5 per cent of the total number of pupils in these schools. One-third of all the pupils who take part in special Norwegian tuition live in Oslo. As Figure 3.1 shows, the proportion of those who take part in this special tuition is highest at the lowest year levels.

Far fewer pupils take part in mother tongue tuition and/or bilingual subject instruction. Educational statistics from Statistics Norway show that around 3.1 per cent of all pupils participate in mother tongue tuition and/or subject instruction in their mother tongue. There are large differences among the counties in the number of pupils who take specially designed Norwegian tuition and in the use of other instruments to improve pupils' Norwegian language skills.

Norwegian as a second language is an alternative subject to Norwegian as a mother tongue. The subject is taught to language minorities until their command of Norwegian allows them to benefit from normal teaching. There are special curricula in Norwegian as a second language in primary and lower secondary schools and in upper secondary education. These curricula have the same status as Norwegian as a mother tongue at both these levels. On admission to upper secondary education, the grade in Norwegian as a second language is equivalent to the grade for Norwegian as a mother tongue. In upper secondary education the curriculum in Norwegian as a second language provides general entrance qualifications for higher education in the same way as Norwegian as a mother tongue. Norwegian as a second language is not a different language from Norwegian. Neither is it "easy Norwegian" or Norwegian at a lower level than Norwegian as a mother tongue. The two subjects are only distinguished by the methods used in the learning process, and to a certain extent by the material chosen. This is accounted for by the different requirements of the pupils. When a pupil is assessed at the examination, the requirement set for the language level in Norwegian as a second language is the same as that for Norwegian as a mother tongue.

The Ministry has heard that the teaching of the Norwegian as a second language subject is not equally good at all institutions. It has been pointed out that pupils are automatically enrolled to the subject because they have a foreign-sounding name, that pupils study the subject too long, and that all the teaching takes place in special groups separate from pupils who have Norwegian as a mother tongue. The Ministry is of the opinion that there is a need to look

more closely at the teaching of this subject – with regard to use of resources, organisation and reporting – and to improve the statistical basis (see measure 11). The Ministry also finds it important that the teaching of Norwegian as a second language and Norwegian as a mother tongue are seen in the same context and that these subjects are not permanently organised into different groups. The Norwegian Board of Education will continue the development of mapping tools to help schools to decide when pupils are capable of following normal teaching.

A recurrent issue in the debate on learning outcomes among language minorities is whether mother tongue tuition – including reading and writing tuition in the mother tongue – has a favourable effect on learning outcomes. Several foreign studies reveal that minority language pupils who have been given teaching in and on their mother tongue in combination with meaningful teaching on a second language show good progression over time. Formal teaching of good quality in and on the mother tongue is the factor that is most clearly related to academic success (Thomas and Collier 2002).

In a study of the concept of inclusion in Reform 97, Skogen et al. (2003) show that teaching in the mother tongue for minority language pupils mainly takes place in special small groups, sometimes across the grade year. The lessons are often timetabled after the other daily lessons, as the regulation states. The mother tongue support subject instruction (bilingual subject instruction) may be given when both the class teacher and mother tongue teacher are present. In the survey Skogen et al. conducted, several teachers nonetheless gave the impression that teaching in and on the mother tongue did not give sufficient benefit to the pupils. It was not common for the mother tongue teacher and the subject teacher to plan the lessons together.

An analysis of pupils at an Oslo school (Bakken 2003b) shows that minority language pupils who have attended a Norwegian day-care centre and have had mother tongue tuition at lower and upper primary levels attain better results than others. Forty-two per cent of the pupils who have both attended Norwegian day-care centres and had mother tongue tuition for four to six years gain grades that are above the target set for a good achievement level<sup>6</sup>. Among those who have had as much mother tongue tuition but who did not attend a Norwegian day-care institution, only 22 per cent have a high achievement level, while 31 per cent of those who have attended a Norwegian day-care centre but have not had mother tongue tuition have a good achievement level.

This indicates that participation in day-care institutions can be an essential factor in a child's Norwegian language development, as Øzerk (1992) and Nielsen (1997) have pointed out. Several measures will be implemented through the measures programme to improve minority language children's language skills at pre-school age (see measures 1 and 2).

Section 2-8 of the Norwegian Education Act states

<sup>6</sup> Good achievement level is defined as the best 40 per cent in the entire selection.

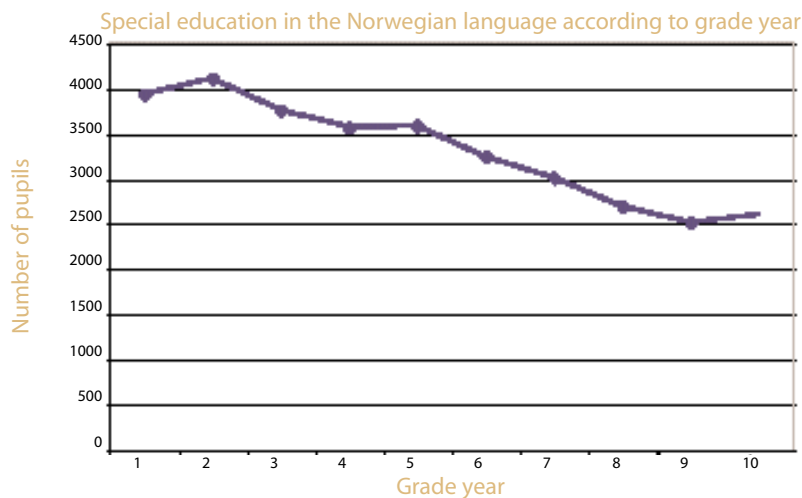


Figure 3.1: Number of pupils in the entire country taking part in special Norwegian education, including Norwegian as a second language, according to grade year. Source: the Norwegian information system on primary and lower secondary education

that the municipality shall give pupils in primary and lower secondary education who have a mother tongue other than Norwegian and Sami the necessary mother tongue tuition, bilingual subject instruction and special education in the Norwegian language until they have attained adequate proficiency in Norwegian to follow the normal teaching in the school. The Ministry has been informed that this provision is difficult to comply with in practice. The statutory provision says that the municipality is under the obligation to give *all three forms of teaching*: mother tongue tuition, bilingual subject instruction and special Norwegian language education. This presents problems, as it often proves difficult to procure competent mother tongue and bilingual teachers, especially in municipalities with very few minority language pupils. It is also difficult in large municipalities such as Oslo where there are pupils with a diversity of languages in each class. Head teachers and others have also claimed that the prevailing legislation is extremely rigid with regard to finding good pedagogical and organisational models that provide specially designed tuition for language minorities. The Ministry sees the importance of school owners and schools finding such models for *special language education*, and therefore wants to amend section 2-8 of the Norwegian Education Act and section 3-5 of the Norwegian Act relating to independent schools to allow each municipality to decide *how* it will provide suitable tuition (see measure 3). The proposal on the amendment to the legislation will be distributed for comment.

The Ministry has also been told by municipalities and head teachers that the grant scheme related to section 2-8 of the Norwegian Education Act is too rigid, and that funds allocated to language enhancement and tuition in day-care institutions and schools are not in general integrated. The Ministry will therefore conduct a trial in selected municipalities where

the grant scheme will be made more flexible. The municipalities themselves will suggest the models that are to be tested, thus ensuring that local needs are met. This will be tested through measure 4. Another aim is to gain experience of different models of language tuition, which in turn could form the basis of further efforts.

In addition to the above, the Ministry intends to implement other measures to improve language tuition in schools (see measures 8 and 9). These must be seen in connection with language enhancement for minority language children of pre-school age (see measures 1 and 2). Through the project *IKT i flerkulturelle skoler* (ICT in multicultural schools), initiated by the Ministry and the City of Oslo, positive experience has been reaped from the use of ICT in the teaching of writing, reading and language skills<sup>7</sup>. The use of ICT in tuition promotes pupil-active work methods and specially adapted teaching, and further efforts should be made to discover how ICT can be used to support pupils' learning of writing, reading and languages.

The Norwegian Board of Education has developed mapping tools in various mother tongues and guidelines on bilingual tuition in primary and lower secondary schools. Further work will be done on these tools through measure 9.

An area where very little has been done is minority language pupils' needs for specially adapted tuition. It is often difficult to decide whether minority pupils with poor school achievement are delayed in their development of the Norwegian language or whether the delay is more general and relates to language and other learning difficulties that require other measures. The Ministry will ask the Norwegian Board of Education to establish a network that will be assigned the task of developing mapping and guidance materials for this purpose (see measure 10<sup>8</sup>).

<sup>7</sup> For more information on this project, see Appendix 1.

<sup>8</sup> See also Appendix 1 for an overview of existing materials, including Internet-based guidelines on the use of mapping materials compiled by the County Governor of Oslo and Akershus with the support of the Ministry.



## Academic achievement

The international PISA survey (Programme for International Student Assessment), under the management of the OECD (the Organisation for Economic Cooperation and Development), compares the knowledge and skills of 15-year-olds in reading, mathematics and science. PISA 2000 showed that Norway is ranked around average among all the OECD countries with regard to differences in results between pupils from ethnic minority backgrounds and other pupils. However, several countries have been more successful than Norway in levelling out such differences, and the survey has helped to emphasise the need to discuss the extent to which schools function as an inclusive system.

The PIRS survey (Progress in International Reading Literacy Study) was conducted among fourth-year classes in 2001. It revealed the same picture. Pupils from language minorities attained lower average marks in reading skills, and analyses so far unpublished also show that the spread of reading skills among pupils with minority language backgrounds is greater than that found among ethnic majority pupils (Hansen Wagner 2003). Girls read better than boys in all the countries that participated in the test. This also applies to minority language pupils<sup>9</sup> (Hansen Wagner 2003).

The comprehensive study *Ung i Norge* (Young in Norway) covers around 11,000 pupils in lower and upper secondary schools (excluding apprentices). A separate sub-study has been conducted on ethnic minorities in schools (Bakken 2003). *Young in Norway* shows that on average minority language pupils<sup>10</sup> attain poorer marks than majority pupils in the subjects that were surveyed: Norwegian, English and mathematics (Bakken 2003). Thirty-six per cent of ethnic minority pupils perform above the national average, compared with 49 per cent of majority pupils. There are almost twice as many minority language pupils at the weakest achievement level as those from the majority group. The difference in achievement level can partly be explained by socio-economic factors. Home background is of great significance for both majority and minority language pupils' achievement at school, but there are certain differences with regard to the relative importance of various resources in the family. Among those from language minorities, however, it appears that economic conditions and access to a PC at home have the biggest effect on educational achievement, while parents' education and the cultural climate are of greater significance for young people from a language majority (Bakken 2003).

A study conducted by Øzerk (2003) explained the connections between differences in learning outcome and the school's way of organising and carrying out teaching activities. In addition to the explanations linked to social background factors, Øzerk is of the opinion that the school plays an important role in creat-

ing educational learning and development opportunities through pedagogically well-organised teaching activities. This applies particularly to pupils with weak home academic backgrounds.

Through an assessment of Reform 97, Øzerk (2003) has studied minority language pupils' situation in schools in Oslo. A survey of two schools in the city leads him to the conclusion that pupils with weak Norwegian proficiency attain a far poorer learning yield than other schoolchildren because they have problems following the teaching (Øzerk 2003). The project shows that the effect of the pupils' socio-economic backgrounds is not insignificant, but that factors such as emphasising educational goals, the structure of teaching situations and the teachers' form of interaction with the pupils are equally important.

The Ministry has implemented several measures to improve the learning yield in pupils with the lowest achievement. A number of measures have been put into action through the programmes of action *Gi rom for lesing!* (Make room for reading) and *Realfag, naturligvis* (Science subjects, of course) to strengthen tuition in basic subjects such as Norwegian, mathematics and other science subjects. Minority language pupils and apprentices will also benefit from this. However, it is important to plan the teaching at each individual school and for each individual pupil in a manner that ensures that the special measures implemented in language tuition and other teaching are seen in an overall perspective. The Ministry views it as particularly important to highlight this in each school and in the municipalities' planning documents, and hopes to see this addressed in the annual status reports (see measure 5). Through the good-practice schools scheme the Ministry will present schools that have been successful in implementing an integrated programme of tuition for language minorities (see measure 6).

Minority language pupils encounter problems in both primary and lower secondary schools and upper secondary education – for example in mathematics, history and social studies – as the tuition is not adapted to the pupils' bilingual background. Even though they may appear to have a good command of the Norwegian language, pupils encounter problems when subjects become more theoretical and the terms more abstract. This is particularly pronounced in the transition from lower primary level to upper primary level, at lower secondary level, and in upper secondary education. The Ministry views it as important that teachers possess the competence to make provisions in their teaching for the many pupils who have a bilingual background. The Ministry is therefore starting a project aimed at enhancing teachers' skills in using Norwegian as a second language in their subject teaching (see measure 12). Initially the project will be aimed at mathematics, science and social studies, as well as vocational subjects, in upper secondary education<sup>11</sup>.

<sup>9</sup> Defined here as having two foreign-born parents.

<sup>10</sup> Defined here as those with two foreign-born parents (excluding pupils with parents from Sweden and Denmark).

### Teaching aids

To ensure a good learning yield it is important that multicultural reality is reflected in curricula and teaching aids. A recently published report from Vestfold University College concludes that teaching aids published in recent years reflect multicultural Norway in the sense that they contain pictures of children whose appearance is different from the majority (Skjelbred and Aamodtsbakken 2003). Nevertheless, it is still the majority population and the socio-cultural customs of the middle class – with regard to food, holidays, religion, and family and living conditions – that are depicted. Several of the projects in the survey conclude that the opportunities provided by a multicultural perspective in teaching aids are hardly utilised. Neither do the teacher guidance sections give teachers the help they need to tackle the challenges represented by working in classes with children from diverse minority cultures. For example, such challenges are not mentioned at all in the teacher guidance for physical education, whereas in others the choices made and the available alternatives are hardly explained (Skjelbred and Aamodtsbakken 2003). The Ministry will continue the work of strengthening the multicultural perspective in curricula and teaching aids (see measures 13 and 14).

### Parents' commitment and the cooperation between home and school

In spite of the fact that many minority language pupils grow up in families with a lower socio-economic status, this pupil group has higher educational and occupational ambitions than the majority of Norwegian schoolchildren (Bakken 2003). Parents of children with an ethnic minority background have great expectations of what their children should achieve in the education system. There is a strong connection between how much support and help pupils are given at home and their results at school (Birkemo 2000). Parents' involvement in their children's schooling is in turn dependent on them having good contact with the school along with an overview of the material used. Good cooperation between home and school is therefore of significance for the benefit pupils gain from their schooling. Several studies show that this cooperation does not function as well for pupils with ethnic minority backgrounds as it does for the majority group (Fyhn 2000, Bakken 2003). While 88 per cent of majority pupils in lower secondary school say that their parents usually attend parents' meetings, this applies to 69 per cent of ethnic minority pupils (Bakken 2003).

To enable parents to monitor their children's schooling they also must have a good command of Norwegian and be acquainted with Norwegian society. Parents of children from language minorities are also responsible for ensuring that their children are proficient in the Norwegian language when they start school. Special measures are implemented in the plan

to raise the awareness of parents and to assist them with this (see measure 2). A three-year project *Minoritetsspråklige foreldre – en ressurs for elevenes opplæring i skolen* (Minority language parents – a resource for pupils' education in schools) was started in 2002. It is financed by the Ministry and run by the National Parents' Committee for Primary and Lower Secondary Education. The main aim of the project is to give parents of minority language children more confidence and strength so that their children will be able to function well in a multicultural community. The Ministry is of the opinion that raising parents' awareness, increasing their involvement and assigning them responsibility are critical factors for the success of the strategic plan's overriding goals, and therefore wants to continue these efforts (see measure 19). To inform the parents of both the minority and majority groups of the obligations and rights involved in having children in a Norwegian school, the Ministry has prepared a booklet on rights and obligations in primary and lower secondary schools (see measure 18).

### The learning environment

A prerequisite for learning is an environment that inspires those involved and motivates them to further efforts. Each pupil must be met on his or her own terms and must be challenged through tasks, working methods and forms of interaction that allow room for positive experience, development of self-confidence and belief in personal abilities. The learning environment is about both the physical and the psychosocial surroundings (problem behaviour such as violence, bullying, crime, substance abuse, racism and discrimination, as well as mental health), and aspects related to democracy, involvement and values.

Surveys show that ethnic minority pupils have a positive attitude to school. Most of them also think that it is important to get good marks. There are no differences in the proportion of minority and majority pupils at lower secondary level and in upper secondary education who are involved in problematic behaviour at school (Bakken 2003).

However, more minority language pupils often dread going to school, partly due to the fact that they are more exposed to bullying than others. The PIRLS survey (Hansen Wagner 2003) also shows a high incidence of bullying of pupils with an ethnic minority background. A report issued by the Norwegian Directorate of Immigration – *Rapport om rasisme og diskriminering 2001-2002* (Report on racism and discrimination 2001-2002) – reveals the lack of procedures in schools concerning bullying and the lack of attention paid to bullying resulting from ethnic discrimination.

Minority language pupils in lower secondary schools and upper secondary education spend more of their free time working at home (Bakken 2003). While one out of three majority pupils spends more than one

<sup>11</sup> A similar project has been carried out in Denmark. For more information see <http://www.tosprogede.kk.dk> or Laursen (2003). See attached references.

hour a day on homework, this applies to over half of the minority language group. And among both these groups it has been shown that those who do most homework also achieve the best results at school. Experiments in giving help with homework in one area of Oslo showed that the pupil group that took most advantage of the offer consisted of children of Pakistani or other non-western backgrounds and pupils at upper primary and lower secondary level (Fyhn 2000). The school encouraged both able and less able pupils to take advantage of the offer. It is stressed that minority language pupils are presumed to benefit most from this assistance. The Ministry views the scheme as useful for all pupils, and is of the opinion that minority language pupils can benefit considerably from such programmes. Several experiments have provided homework help and the results have been extremely positive. School owners and schools are therefore encouraged to increase their offer of help with homework (see measure 7).

In cooperation with the Ministry of Education and Research, the Norwegian Board of Education has compiled a total strategy for the learning and childhood environment<sup>12</sup>. The aim of the plan is to attain better-coordinated and more cohesive efforts at all levels of the education sector in the work on the learning and childhood environment. Measures for counteracting racism and discrimination are given the highest priority in the plan, for example through the *Benjamin prize* that is awarded on Holocaust day (27 January) each year to a school that can be singled out for its efforts against racism and discrimination<sup>13</sup>. Through the *Manifesto against bullying* the Norwegian parliament undertakes to be proactive in preventing bullying in schools. The Norwegian Board of Education is continuing this work, and a programme of action has been drawn up showing the measures the various manifesto parties will implement. These will contribute to creating a better learning environment for all pupils and apprentices – including minority language pupils – in primary and lower secondary schools and in upper secondary education<sup>14</sup>. The Ministry is of the opinion that teachers' and school administrators' skills in handling bullying in a multicultural context should be examined, and therefore supports the training programme run by Education International Norway intended to prevent bullying, discrimination and racism (see measure 21). We also refer to measure 20 for other measures aimed at improving the learning and childhood environment.

Pupils from different ethnic and language minorities represent a wide range of diverse religions and ethical views in schools, and this in turn represents a challenge for the Norwegian education system. In 1997 *Christian knowledge and religious and ethical education* was introduced as a compulsory subject to give

all pupils a common reference base. The objective was to create one common subject that would provide insight, respect and dialogue across beliefs and ethical borders, and that would promote understanding and tolerance in religious and moral issues. The tuition does constitute any form of evangelism or give instruction in one particular belief. On consideration, the subject's name was changed in 2001 to *Christian, religion and ethical education*, and the subject's curriculum was revised in cooperation with all the main religious and ethical communities. The right to exemption from parts of the tuition was better safeguarded. The subject has attracted great attention – not least through a lawsuit where the Supreme Court has concluded that the subject is not contrary to Norwegian law and international obligations. The decision has been appealed at the international human rights court in Strasbourg. The Ministry is of the opinion that through knowledge and dialogue the subject constitutes an appropriate instrument to increase tolerance and respect for each pupil's beliefs and ethics. Challenges linked to religion and ethical matters in schools will be addressed in more detail in a Report to the Storting on multicultural Norway to be issued shortly by the Ministry of Local Government and Regional Development.

### *Drop-out rate and skills attainment in upper secondary education*

Figures from Statistics Norway show that the proportion of ethnic minority pupils who participate in upper secondary education has increased in recent years. Nonetheless fewer pupils from language minorities begin this education when they have completed the ten-year compulsory schooling than those from the majority group, and the drop-out rate among ethnic minority pupils is higher. This particularly applies to vocational areas of study. There are also big differences between majority and minority pupils in choice of area of study.

A large number of pupils with ethnic minority backgrounds take general subjects, a fact that is reflected in other studies (Grøgaard et al. 1999, Pihl 1998, Støren and Opheim 2001, Markussen 2003).

We know from experience – including from the evaluation of Reform 94 – that both girls and boys with minority language backgrounds who start upper secondary education make slower progress than other pupils (Lødding 2003). The difference in progression between minority and majority pupils is greater among boys than girls, particularly in vocational subjects (Opheim and Støren 2001).

More recent surveys show, however, that a substantial improvement in progression has taken place among minority language pupils since 1994 – primarily in general subjects. Among the pupils who started

<sup>12</sup> The strategy can be found on the Norwegian Board of Education's website for the learning and childhood environment: <http://lom.ls.no>

<sup>13</sup> The Benjamin prize is named after Benjamin Hermansen (15) who was killed at Holmlia in Oslo on 26 January 2001. The killing was motivated by Nazism and racism.

<sup>14</sup> For more information on the Manifesto against bullying visit <http://lom.ls.no> and <http://www.barneombudet.no/index.asp>

upper secondary education as 16-year-olds in autumn 2000, there were just as many two years later among the ethnic minority group who had made normal progress as there were among majority pupils, and as many boys as girls. The improvement was particularly noticeable among minority language boys taking general subjects. In vocational subjects the progression among ethnic minority pupils has not shown any particular improvement compared with previous years, partly due to the fact that minority language pupils with non-western backgrounds who study vocational subjects have greater problems finding an apprenticeship position than the majority group (Støren 2003).

The Norwegian Board of Education has analysed the marks achieved by school leavers specialising in preliminary studies for higher education institutions. Results show that both the educational level of the parents and the pupils' gender and ethnic background affect their marks (Norwegian Board of Education 2003). The most striking find is that parents' educational level and ethnic background have a joint effect. Girls in general perform better than boys, and pupils born in Norway of foreign-born parents perform better than first-generation immigrants. Boys who are first-generation immigrants and who have parents with the least education attain the lowest marks of all. However, in several subjects there are only small differences between this group and majority language boys whose parents have little education.

To increase the number of apprentices with ethnic minority backgrounds, the Ministry would like to see a stronger commitment in this area in vocational training in general, along with more awareness in the recruitment of this group to the various trades. The Ministry will therefore request this sector to address this issue (see measure 23). In autumn 2002, the Ministry and the Norwegian Board of Education started a project in four counties to prevent pupils dropping out of upper secondary education. Special attention was paid to minority language pupils and disabled pupils since these groups constitute a large proportion of those who discontinue their studies. A competence development course on counselling minority language pupils has been designed for advisors and staff in the Follow-up Service. This will initially be offered to the four pilot counties (see measure 22). The work will be continued.

A special challenge in upper secondary education concerns young people with ethnic minority backgrounds who have recently arrived in the country. Many ethnic minority pupils over the age of 16 have not completed primary and lower secondary education, which in both Norway and abroad is a prerequisite for exercising the right to upper secondary education. An appreciable proportion of young immigrants who have not started upper secondary education cannot document their basic schooling (Støren 2002). Many have had their educational career interrupted by migration, and many have come to Norway at school age. This can lead to difficulties in continuing their education and may result in long delays. Of a group of

first-generation immigrants at the age of 21, the proportion that had completed upper secondary education was much higher among those who had lived in Norway for a long time than among those who, for example, came here between the ages of ten and fifteen (Støren 2002). The Ministry recognises the need for better provisions for and monitoring of minority language young people with weak educational backgrounds and a short period of residence in the country, and will therefore implement special measures to resolve this (see measures 24 and 25). Single under-age asylum seekers constitute part of this group, and it is important to ensure that asylum-seeker children and young people do not wait too long for an offer of schooling and do not fall out of the school system.

The municipalities are encouraged to increase inter-sectoral cooperation on school facilities for asylum-seeking children with or without parents or guardians so that education provisions are implemented quickly and are of the required quality. The mutual obligation to inform that exists between schools and reception centres for asylum seekers should be strengthened, and reporting on municipal educational facilities for asylum seekers should be actively utilised in all communication on this subject.

Several of the children and young people who come to Norway come from areas devastated by war. Schools should direct their attention towards the challenges this poses with regard to the learning environment and specially adapted tuition. Through the Norwegian parliament's strategic plan (Ministry of Health 2003) for the mental health of children and young people – ... *sammen om psykisk helse* ... (...promoting mental health together...), a national resource centre for violence and traumatic stress will be set up in 2004 to focus on the plight of children and young people, including children who have been exposed to violence or have witnessed violence, catastrophes or accidents, or who have fled from their country.



## Higher education

Young people with a minority language background are under-represented in Norwegian higher education institutions. The recruitment base is narrower, partly because fewer complete upper secondary education than those in the majority group. However, young people from the minority group who complete upper secondary education with entrance qualifications for higher education have almost as high an inclination to study as the majority group. Students with minority language backgrounds are thus under-represented only if the proportion of all pupils in this group is considered, not among those who have completed upper secondary education. The problems arise earlier in their educational career since there are few who complete upper secondary education (possibly also primary and lower secondary education) rather than in motivation for and recruitment to higher education (Opheim 2001, Opheim and Støren 2001).

In autumn 2000 almost five per cent of students at universities and colleges in the age group 19-29 had an immigrant background according to Statistics Norway's definition (Statistics Norway 2002). There are large variations in participation in studies related to country of origin. The percentage of immigrants who take higher education has fallen somewhat from 1994 to 2000 and is lowest among first-generation immigrants. In the age group 25-29 the proportion of those in higher education who were born in Norway with two foreign-born parents is just as high as in the total population (Statistics Norway 2002). With regard to the drop-out and completion rates at universities and colleges, ethnic minority students at universities appear to have a completion rate that is at least as good as majority students, while the drop-out rate among the minority group at university colleges is somewhat higher than the average (Opheim 2001).

A comprehensive restructuring of higher education in Norway is taking place through the quality reform. Key elements of the reform are a new grade system, closer monitoring of students, new types of examination and evaluation, a new study support scheme and increased internationalisation. The quality reform requires individual study contracts, and generally places considerable emphasis on closer follow-up and better feedback throughout the studies. This is expected to improve the general completion rate, including that of ethnic minority students.

### *Recruitment to higher education*

Students with minority language backgrounds choose science and technology more often than others, while teacher training attracts few (Opheim and Støren 2001). The former choice is positive as there is a huge need for these skills. However, it is impor-

tant that students with immigrant background are recruited to a wide range of subjects and occupations, one particular need being the recruitment of more teachers with minority language background as their bilingualism and culture gives them special skills. The teaching profession should reflect the constitution of the population in general, and teachers from ethnic minorities could be significant role models for pupils from these backgrounds.

Nonetheless, the work of recruiting teachers with ethnic minority backgrounds shows poor results. Norwegian is a compulsory subject in teacher training – both pre-school and general training – and in the four-year subject teacher training in practical and aesthetic subjects. Many of those with a mother tongue other than Norwegian have had problems with this subject. To simplify the situation for the students who do not have Norwegian as their mother tongue and who have not been assessed in both forms of Norwegian in upper secondary education, it has been possible from 1997 to grant exemptions from the examination in one of the two forms of Norwegian. This applies to all teacher training that includes compulsory Norwegian. The requirement for two forms of Norwegian is thus no longer a barrier for minority language students, and will make it easier to recruit general-subject teachers from minority language backgrounds.

The current framework plan for the general teacher training programme – adopted in 2003 – offers some differentiation in Norwegian studies for these students (see measure 28), intended to take their bilingual qualifications into account and to build further on this expertise.

The training leads to a general teacher qualification. Bilingual teacher training students gain the same qualifications to teach in Norwegian as other students, but because they are not examined in both forms of the language they can specialise in teaching Norwegian to bilingual pupils instead of the second choice form of Norwegian. This type of differentiation is voluntary.

Several roads lead to teaching competence, and not all require studies in the Norwegian language. For many students, subject studies at university and colleges with the one-year teacher training programme in pedagogy and didactics is a good basis for working in schools, and foreign education can be included as part of the qualification.

There are also relatively few ethnic minority students who apply for social sciences, humanities and journalism subjects. The Ministry supports various programmes aimed at improving the recruitment of and provisions for minority language students in higher education in general. Oslo University College has for several years made special efforts to recruit students with ethnic minority backgrounds and has



systemised the experience gained. In the light of this the Ministry has allocated resources to enable this university college to be a resource centre and to ensure the dissemination of lessons learned to other higher education institutions.

Oslo University College has two centres: the Centre for Multicultural and International Studies which is the institution's own centre and which includes Norwegian for special purposes, and the Centre for Development of Competence in the Multicultural School. On commission from the Ministry the latter centre has been given national responsibility for continuing education, counselling and guidance in this area. *Focus on ethnic minorities in higher education* is a two-year project that was started in 2003 at the University of Oslo. The project receives financial support from the Ministry and focuses on the recruitment and follow-up of minority language students, the development of multicultural studies, and finding work for ethnic minority students. The project organises activities such as seminars, guidance schemes, motivation seminars, counselling seminars and introductory courses. The Ministry will give support to various activities linked to recruitment and follow-up of minority language students (see measures 26 and 27). Support has also been given to projects that ease the route to pre-school teacher training for bilingual assistants in day-care institutions.

### Competence development for teachers

The framework plan for teacher training stipulates that colleges must include the multicultural and international perspective in the work on the various subjects for all students. A large percentage of teachers who already work in schools encounter a multicultural situation for which their training has not prepared them. Continuing education in multicultural understanding is therefore important for all teachers, and various programmes are offered at many higher education institutions, both as part of the basic studies and as continuing education. The Ministry has supported – and continues to support – the development of such programmes. Norwegian as a second language and multicultural pedagogy/multicultural work are other important areas of continuing education. Contrary to the multicultural understanding subject, these are specially aimed at didactic work in day-care centres and schools. Oslo University College also offers Master's studies in multicultural- and development-oriented education.

The Centre for Development of Competence in the Multicultural School currently works to enhance the skills of all those working in schools. Through the establishment of a new national centre at Oslo University College that will work on competence development for a wider target group (see measure 34), greater attention will be given to skills enhancement in higher education and adult education. This

can for example be done through the establishment of a network for exchanging experience and developing competence. The new centre will continue the work of improving the skills of teachers who already work in schools. Minority language teachers have very varied backgrounds – partly educated in their home country, and partly with education and experience from Norway. Many of them who already work in day-care centres and schools lack the formal education laid down in prevailing rules, but of these are there many who have high qualifications from their home country.

The Ministry wants mother tongue teachers/bilingual teachers working in schools to increase their competence. Many of these teachers do not have formal qualifications, nor do they teach in other subjects. Many work part-time. The City of Oslo's statistics show that 257 of a total of 4,000 teachers in Oslo schools have an ethnic minority background and work as mother tongue teachers. Only 109 of them are qualified as teachers.

Lack of competence and status along with repetitive tasks can lead to isolation from other teachers and pupils. Some of the minority language teachers need only a short course of continuing education to gain formal qualifications, while others need more comprehensive training. Programmes should be arranged for mother tongue teachers in primary and lower secondary schools that cover tuition in reading and writing so that this is given as part of the general teacher training, and it is important that information about programmes in Norwegian as a second language and bilingual tuition is available and disseminated.

The Ministry intends to introduce a grant scheme that will make it easier for minority language teachers to take continuing education and achieve formal qualifications for teaching in schools (see measure 16).

Minority language teachers must be given genuine opportunities to obtain further qualifications and to supplement their education on the basis of their current skills. More ways of qualifying for work in day-care institutions and schools must therefore be identified, and this must not be limited to working with minority language pupils. Programmes of continuing education in school subjects – if possible Internet-based – may be equally interesting to some as programmes linked to multicultural understanding. Supplementary teacher training or other pedagogical studies and topics concerning Norwegian schools and social science are relevant for many. Some higher education institutions have studies in Norwegian language and culture for people with foreign backgrounds. For many, such programmes will be suitable for documenting the necessary requirements for working in schools.

It has been difficult for ethnic minorities to be admitted to the normal one-year teacher training programme. There are several reasons for this:



many of those who teach in their mother tongue have not had the opportunity to take this education because the universities have not had subject didactics in the relevant languages. The development of such adapted programmes will be a major task. Oslo University College, which runs programmes for foreign language teaching in a number of the most common minority languages, has the prerequisites for developing the didactics for mother tongue tuition in relevant languages.

A survey should be made of the appropriate educational provisions at universities and colleges, and cooperation should be established with college environments that already have competence and dis-

tance-learning facilities in the fields of multicultural understanding, ethnic minority pedagogy and common teaching subjects. These facilities should be coordinated with the aim of creating good and comprehensive programmes for minority language persons working in day-care institutions and in schools, and for others who wish to accrue competence in this field. Another important target group for some of the activities will be teachers who give tuition in Norwegian to adult immigrants. Coordination and information will represent a major task for the national resource centre (see measure 15).

The Ministry has had discussions with several colleges on how to supplement the skills of minority

language teachers working in schools without qualifications, thus qualifying them for permanent employment. One way would be to offer the compulsory components of the general teacher training programme on a part-time basis and through distance learning so that they can acquire the general competence required to work in primary and lower secondary schools. Cooperation on offering the compulsory subjects in the new framework plan for the general teacher training programme – a total of two years of study – will give some of the minority language persons currently working in schools the opportunity to supplement their previous education and thus gain a full general teaching qualification. Education in the home country's language and culture or other relevant education from abroad can be included as an optional component of the instruction. For others, the qualification could be extended to cover skills as a mother tongue teacher, which now necessitates three years' higher education, and a further year's training could give authorisation based on the provision stipulating at least four years of teacher training. This will be organised as a cooperative project between seven colleges and is a furtherance of valuable experience gained from collaboration with teacher associations and certain colleges. The Ministry has consented to give support to the project, which can also cover other studies of special interest for minority language teachers and day-care centre employees without formal qualifications (see measure 15).

The Ministry will also support the Department of Teacher Education and School Development at the University of Oslo to ensure that minority language teachers and others with proficiency in major immigrant languages can more easily acquire the relevant teacher education. An important measure will be to develop a didactic programme in major minority languages that can be offered as mother tongues and foreign languages in Norwegian schools.

Hedmark University College has been allocated resources for a module-based form of continuing education for minority language assistants in day-care institutions. The scheme represents a recruitment measure for pre-school teacher training, and the modules are organised in such a way that they can be included as part of the subjects in a pre-school teacher training programme. A similar recruitment scheme will be implemented for general teacher training.

### *Minority language persons with higher education from abroad*

In recent years improvements have been made to the schemes for recognising foreign education and for admission to and a possible curtailment of continuing education in the light of previous studies and total qualifications. The Norwegian Agency for Quality Assurance in Education<sup>15</sup> makes decisions on applications for general recognition of foreign education that minority language teachers may have undertaken in their home country, i.e. the agency makes a rough calculation of study points and assesses whether the education corresponds to a Norwegian degree in level and scope.

The next step is for the educational institutions themselves to make a decision on applications for academic recognition of education, i.e. whether a course of foreign education is at the same academic level as a degree, part of a degree or a course of education that the institution offers. Educational institutions have the authority to curtail teacher training in the light of previous studies and total qualifications. The Ministry will continue its support to the development of adapted study programmes at educational institutions that will take into consideration the total and formal qualifications of minority language teachers (see measure 15). For specific appointments, the employer is responsible for assessing whether foreign education can be approved.

It is often difficult for refugees to procure documentation on education from their home country. The Norwegian Agency for Quality Assurance in Education has been allocated funds for a pilot project that can facilitate the procedures in such cases.

Many immigrants come to Norway with higher education. Several have problems gaining entrance into the Norwegian labour market. The Ministry recognises the need for more bilingual teacher in schools, partly as positive role models for the pupils but also to make full use of the skills immigrants can offer to Norwegian schools. The Ministry will therefore start a project aimed at recruiting more immigrants with high education to the teaching profession, and will gain experience of this through a practice-oriented scheme in a few selected municipalities (see measure 17.)

<sup>15</sup> The agency was established by the Storting in 2002 and commenced its activities on 1 January 2003. It has been granted extended powers with regard to the general recognition of foreign education, a task that was previously performed by Network Norway Council at the National Academic Information Centre (now part of this agency).

## Adult education

Adult immigrants have been offered tuition in Norwegian and social studies since the middle of the 1970s. The goal of the scheme has been to give immigrants a basis for inclusion and the knowledge required to function in society and the working community, as well as to provide them with the opportunity to further their education. Various surveys have pointed out that the language programmes for adult immigrants are not sufficiently adapted to the participants, at the same time as the cost of this tuition has increased.

From 1998 the Norwegian tuition was strengthened, and consideration was given to the fact that the participants came to Norway with extremely varying educational backgrounds. The scheme offers adult immigrants and refugees tuition in Norwegian and social studies to a certain level of language proficiency but within a certain time frame. The government grant is given according to fixed rates for lessons and participant hours for up to 850 lessons for immigrants with education corresponding at least to the ten years of Norwegian compulsory schooling, and up to 3,000 lessons for those with less education from their home country. For the budget year 2003 approximately NOK 890 million has been allocated to programmes in Norwegian and social studies for adult immigrants. The municipalities are responsible for offering the tuition.

Tuition in the Norwegian language and social studies is intended to be of a basic and general nature, and the participants will be given a general insight into written and unwritten rules in working life and the community. At several locations the Norwegian tuition is combined with work experience placements so that participants can gain experience in how working life functions. Norwegian language programmes have also been set up at some workplaces. It is of great significance that the tuition is linked to specific and practical tasks in order to emphasise its usefulness and its direct connection with the participants' activities in the community.

The number of participants in the Norwegian and social studies tuition has increased substantially in recent years. In 2002 more than 30,000 took part in such training. The increase is mainly due to the fact that in 1998 the programme was converted from a lesson-based to a level-based model, resulting in participants remaining in the training for a longer period. The basic Norwegian and social studies tuition leads to a final language examination. In 2002, 3,035 candidates enrolled for the exam while 2,593 took it, 60 per cent passing the entire exam. Twenty-three per cent of the candidates took the exam after being in Norway for less than one year,

five per cent had been in the country for five years, 31 per cent<sup>16</sup> had taken less than 400 lessons, while 16 per cent had taken more than 850 lessons. Factors that had a positive effect on the final language exam were whether participants came from western countries, their level of English, and whether they spoke Norwegian on a daily basis. One reason for so few taking the final examination is that the authorities and the working community do not make it a requirement. Many participants also leave the training before they have taken the lessons they are entitled to, and therefore have not learned enough to consider themselves capable of taking the exam. In a selective survey (Drøpping and Kavli 2002), 84 per cent said that they had participated in a Norwegian training programme, and 41 per cent said that they had completed the training. In the final report from the project *Norskopplæring for voksne innvandrere 1998-2001* (Norwegian tuition for adult immigrants 1998-2001), the conclusion was drawn that the training is subject to interruptions along with lack of continuity and intensiveness (Norwegian Institute for Adult Education 2002). Among both women and men the motivation to learn Norwegian is mainly linked to a wish for (more) education and for a job (Drøpping and Kavli 2002). In addition women consider to a much greater extent than men that proficiency in Norwegian is a potential barrier-breaker in other areas of society. It is therefore important that, in addition to qualifying participants for the labour market or for further studies, the Norwegian training also provides a language base for participation in other social areas. Women complete Norwegian language programmes more seldom than men, despite there being more women than men who start such training. The fact that they provide extensive care for others is cited as a major reason for them dropping out. Drøpping and Kavli therefore argue that an offer of childcare must be included in the definition of individually adapted tuition. The municipalities have been requested to regard the grant for Norwegian language programmes as part of the total resources for activities for the target group and to make provisions for looking after children/day-care centres and transport where necessary. Combinations such as Norwegian language training with childcare, and programmes in connection with "open day-care centres" or schools, are available to varying degrees. The Ministry is encouraging the municipalities to implement measures that offer participants in Norwegian language programmes the opportunity to have their children looked after (see measures 1, 4, 29 and 30).

<sup>16</sup> The calculations are based on 2,555 candidates. Background figures (100 per cent) vary for the different categories in the analysis since not all candidates fill in all the points on the personal data form they are given when they take the exam.





### *New scheme for Norwegian language tuition*

In spite of more extensive timeframes and better-adapted educational provisions, there still appears to be a need to strengthen Norwegian language tuition. Furthermore it has been pointed out that it is not sufficiently binding to enrol for Norwegian courses. Many participants stop before their proficiency is good enough to enable them to manage on their own in society, and there is reason to believe that some of them do not even enrol for the tuition. Allocations to education in Norwegian and social studies have steadily increased – with no documentation to show that immigrants have learned more of the language or are better acquainted with Norwegian society (the Norwegian Institute for Education, 2001).

These are some of the reasons the government will make greater demands on participation in language tuition. They want to ensure that all immigrants gain a minimum level of language and a basic understanding of the community they will live in. The basic teaching will therefore become the right of all participants, and they will be required to take

300 lessons of Norwegian and social studies in order to obtain a residence permit. The initial teaching in social studies (50 lessons) will be carried out in a language the participants understand in order to give them a genuine opportunity to get acquainted with some of the basic rules of the country. Those who can prove that they have teaching needs beyond these 300 hours will be granted more, up to 3,000 lessons in some cases. The municipalities will be obliged to provide such language training, but the tuition will not represent an individual right for the participants. It is also suggested that the municipalities can require those who want more than 300 lessons to take an examination that shows the level at which they need more training. The government is implementing several measures to improve Norwegian language teaching and the integration of adults with minority backgrounds (see measures 29, 30, 31 and 32). These measures include assigning the language examination a higher status so that it can be submitted to employers and for further education.

### Education for adults

From August 2000, adults who were born before 1978 and who had not completed upper secondary schooling were given the right to take this education if they had completed the compulsory ten years of Norwegian education or corresponding instruction. From August 2002 adults also became entitled to primary and lower secondary education if necessary. This right is pursuant to Chapter 4A of the Norwegian Education Act and covers adults from minority as well as majority language backgrounds. From 1 March 2003, asylum seekers between the ages of 16 and 18 can be offered primary and lower secondary school education if they have not already completed it. On 1 October 2002, as many as 2,137 immigrants took this adult education. They constituted 58 per cent of all adults in basic education. In addition around 7,000 adults were given special education in this area, only 302 of whom were immigrants (figures from the Norwegian information system on primary and lower secondary education). This basic education for adults must follow the 1997 curriculum, and separate guidelines and school-leaving examinations have been compiled for adults.

Adults who are entitled to upper secondary education have the right to have their total qualifications assessed, and also to receive a certificate of competence. Adults who are not entitled to upper secondary education can have their total qualifications assessed if this has been authorised by the municipality, the Norwegian Directorate of Labour or the social security service. Testing of work-related competence is one method of assessing total qualifications, where practical skills are tested within a specific area or occupation. The scheme is particularly relevant for immigrants who would like to find work but who in many cases lack documentation of their competence or qualifications.

To gain an overview of the extent to which adults take advantage of the right to primary and lower secondary and/or upper secondary education, a survey has been initiated to review the number who make use of the entitlement, the subjects they take and how long they spend on the education. Among other factors the survey will pay particular attention to immigrant groups. In the preliminary results from the survey – applying to upper secondary education – immigrants are not treated as a separate group. The final report will be available in 2004, and this group is one of those that will be in focus.

### Teaching in prisons

Approximately 15 per cent of those in Norwegian prisons are foreign citizens. There are no statistics to show how many of the inmates are Norwegian citizens with a minority language background. There are great differences among the prisoners' cultural, language and educational backgrounds.

In the period 2000-2003 a research-based evaluation was made of prison teaching in Norway. One of the sub-reports looked at teaching for minority language inmates (Viljugrein 2002). The report emphasises the importance of this teaching for those with minority language backgrounds – not only for future jobs or education after their release but also because the schooling has a positive effect on the prisoners' self-image and identity and reduces the strain of being in prison. Teachers also say that minority language and foreign inmates are in general more motivated for schooling and have more respect for the teacher than those in the majority language group. Minority language prisoners are often more isolated than others because of language and culture; prisoners must be able to speak the language to be able to communicate. Tuition in Norwegian is extremely important for minority language inmates, as well for those from abroad. This teaching also paves the way for what the inmates can choose in the future among the educational provisions in the prison. If their Norwegian proficiency is poor this will have an impact on the type of course they can take part in and the benefit they will gain from the education provided.

The report points out that teachers are of the opinion that many minority language inmates have what they call *surface language proficiency* even though they are second-generation immigrants. Language problems have led to many of them dropping out of the ten-year compulsory schooling and not taking any upper secondary education. Many in this group therefore need more Norwegian tuition – tuition that is adapted to the individual's level and needs. The Ministry will implement measures to improve Norwegian language programmes for those with a minority language background in Norwegian prisons (see measure 33).

From 2002 the government will introduce a comprehensive national campaign against crime among children and young people. This will involve a commitment to cooperation across specialist environments between the state, municipalities, the business community at large and local communities, one goal of which will be timely prevention of law-breaking by young people. This programme applies to all young people who violate the law, but it will also be of benefit to young criminals from immigrant backgrounds.



## Education for language minorities in Sweden and Denmark

### Sweden

Since the year 2000 several measures have led to better access to day-care institutions in Sweden, but the extent of mother tongue support in these centres is low (the Swedish National Agency for Education, 2002). The number of children who were given mother tongue support in day-care centres fell substantially during the 1990s, dropping from 64 to 12 per cent in the space of ten years. General retrenchment schemes in the municipalities and changes from earmarked contributions to general framework contributions in the grant rules are presumed to explain much of the decline.

Pupils in primary and lower secondary schools in Sweden have the right to mother tongue teaching if their native language is not Swedish and if their mother tongue is used as the language of communication with at least one parent or carer. Swedish mandatory guidelines stress that the mother tongue is of great importance for a child's identity and self-image, and that this language provides the basis of a child's ability to learn. Children will learn their second language and academic subjects more easily if they have a good command of their mother tongue. It is also a great advantage for society that many of the inhabitants speak more than one language (the Swedish National Agency for School Improvement, 2003)<sup>17</sup>. Around half the children who are entitled to mother tongue tuition take part in this teaching. The proportion has dropped during the past ten years (the Swedish National Agency for Education, 2001). There are big geographical differences in the participation: of pupils who have a mother tongue other than Swedish, 60 per cent in the towns and cities take part in such tuition compared with only 20 per cent in sparsely populated areas. The fact that there are few pupils who are entitled to tuition or that there is a lack of qualified teachers can result in exemptions from the municipalities' obligation to provide mother tongue teaching.

The government has recently requested trials with bilingual teaching for pupils with a mother tongue other than Swedish from the seventh to the ninth year of schooling, but no extra money has been allocated for this purpose. However, the Swedish National Agency for School Development have been assigned the task of making special efforts in the area of development work in *the segregated area*<sup>18</sup>. A new report shows that the extent of bullying is highest in the segregated areas.

Minority language pupils are over-represented

among those who do not attend upper secondary school, but there are fewer differences in higher education between minority language students and the majority group. It is said that the transition to higher education functions quite well and that the students manage satisfactorily.

In January 2003 Sweden introduced new course plans for Swedish for immigrants. These plans are level-based according to the participants' prior knowledge.

### Denmark

The Danish government has decided to direct its attention to the enhancement of language skills at an early age in day-care institutions or in language playrooms. Section 4a of the Danish Act relating to primary schools stipulates that municipalities must run specific language enhancement programmes for bilingual infants (under school age) where necessary. This request was made in 1996. In 1999 the law was reinforced to make this compulsory for municipalities. Originally the programmes were provided from the age of four, but in 2002 the parliament resolved that language enhancement should be provided from the age of three, and the law came into effect on 1 January 2003. In Denmark 84 per cent of children with minority language backgrounds attend day-care centres (compared with 92 per cent of all children under school age), a fact that provides an excellent starting-point for implementing measures at an early age. Programmes are also provided for minority language children who do not attend day-care institutions. The municipal organisation of the scheme for this group can for example be "language playrooms" at primary level. Here minority language children take part in pedagogical activities for 15 hours a week.

Government financial support to the municipalities for mother tongue tuition at primary and lower secondary level has been withdrawn. However, the largest municipalities still offer mother tongue tuition at their own expense. The Danish government has recently submitted a report that presents visions and strategies for better integration<sup>19</sup>. Several proposals are presented in the document that will be monitored through counselling, video materials, courses and information meetings. More emphasis will be placed on parents and on cooperation between home and school, and a special campaign will be conducted against bullying. The dissemination of good examples will also be encouraged.

<sup>17</sup> <http://modersmal.skolutveckling.se/projekt/modules.php?op=modload&name=Sections&file=index&req=viewarticle&artid=38&page=1>

<sup>18</sup> [http://www.skolutveckling.se/om\\_myndigheten/pdf/regleringsbrev\\_skolutv2003.pdf](http://www.skolutveckling.se/om_myndigheten/pdf/regleringsbrev_skolutv2003.pdf)

<sup>19</sup> [http://www.inm.dk/publikationer/regeringens\\_vision\\_og\\_strategier/vision\\_og\\_strategier/index.htm](http://www.inm.dk/publikationer/regeringens_vision_og_strategier/vision_og_strategier/index.htm)

A change occurred in the educational conduct among young people with minority backgrounds during the 1990s and up to today. In upper secondary schools particularly, recruitment and gender composition of pupils is more or less the same between the majority and minority groups. The completion rate is somewhat lower for immigrants and for those born in Denmark of foreign-born parents. The completion rate among ethnic minority pupils taking occupational courses is appreciably lower.

With regard to educational provisions for adults and for new immigrants, priority is given to rapid integration into the working community in combination with tuition in Danish and social studies. Extremely comprehensive programmes of continuing education for teachers and administrators in teaching Danish to adults have been carried out, and support to the municipalities is based on the completion rate of the participants taking the courses.



## Goals of the strategic plan

The primary goal of the plan is to direct attention to equal education that will give everyone the same opportunities for learning, schooling and working life, and to initiate measures that will contribute to ensuring this. Moreover, the plan shall promote an inclusive learning environment where there is no racism, discrimination, bullying or violence.

### Goals

The strategic plan has five main goals:

- To ensure that minority language children of pre-school age have a better understanding of the Norwegian language
- To improve the educational achievements of minority language pupils
- To increase the percentage of minority language pupils and apprentices who begin and complete their upper secondary education
- To increase the percentage of minority language students in higher education
- To improve the Norwegian language skills of minority language adults

### Subsidiary goals

The five main goals have the following subsidiary goals:

- To ensure that minority language children of pre-school age have a better understanding of the Norwegian language
  - to increase the participation of minority language children in day-care institutions
  - to contribute to the formulation of integrated and flexible services for ethnic minority families with children of pre-school age
  - to help to increase competence among employees with regard to bilingual development and multicultural issues
- To improve the educational achievements of minority language pupils
  - to improve language education in schools
  - to increase the recruitment of minority language teachers at all levels of education
  - to strengthen the cooperation between home and school
  - to improve the learning environment and the work against racism and discrimination

- To increase the percentage of minority language pupils and apprentices who begin and complete their upper secondary education
  - to improve occupational and educational counselling
  - to improve the opportunities for apprenticeships
  - to develop more flexible and result-oriented tuition for pupils with a short period of residence in the country
- To increase the percentage of minority language students in higher education
  - to increase the recruitment of students with minority backgrounds to higher education, particularly to teacher training
  - to intensify the follow-up of minority students to improve the completion rate
- To improve the Norwegian language skills of minority language adults
  - to make provisions for flexible and result-oriented tuition for adult immigrants
  - to ensure that more adult immigrants complete the Norwegian language education and that they pass the language examination
  - to develop more programmes for Norwegian language tuition for parents linked to their children's schools and day-care centres

In addition the plan aims to:

- promote the dissemination of good examples
- increase knowledge about minority language pupils in day-care institutions, schools and education in general
- improve inter-sectoral cooperation between day-care institutions, health centres, schools, higher education and the working community



## Measures

The measures of the strategic plan shall contribute to meeting the challenges described in Chapter 2. The measures are set out in the order of the plan's five primary goals, and include a final point on measures linked to the dissemination of experience.

Some of the measures have been implemented recently, while others are completely new. The measures must be seen as a whole. An overall approach where the measures are seen in relationship to each other will generate the greatest effect from each activity. The first institution that is mentioned in each measure has the main responsibility for the measure. The Norwegian Board of Education has a particular responsibility for monitoring the strategic plan and for ensuring that the various measures are seen as a coherent whole. In this work the Board will work closely with the newly-established National Centre for Multicultural Education at Oslo University College and with the Norwegian Institute for Adult Education. A more detailed account of the organisation and implementation of the measures is given in Chapter 5.

### Goal 1: To ensure that minority language children of pre-school age have a better understanding of the Norwegian language

#### *1 Measure to ensure that minority language children of pre-school age have a better understanding of the Norwegian language*

##### Action

A new grant scheme is being established to help the municipalities to formulate programmes to ensure that minority language children of pre-school age have a better understanding of the Norwegian language. The scheme comes into effect on 1 August 2004 and must be seen in connection with the fact that the grant for bilingual assistance in day-care institution ceases from the same date. One of the grant's subsidiary goals is to help the municipalities to provide integrated services, where day-care institutions, health centres, schools and Norwegian language programmes for mothers are seen in an overall perspective. Another subsidiary goal is to increase the attendance of minority language children at day-care institutions as these centres represent an excellent arena for integration and language learning. The municipalities can utilise the grant flexibly and can formulate measures in line with local variations, resources and needs. The resources are aimed at the children who have the greatest need for language enhancement. In addition to programmes in day-care centres, the grant can be used to strengthen employees' multicultural competence, to strengthen information for parents, to make provisions for minority language children who do not have a day-care place, and to establish good cooperation between the various services. The measure must be seen in connection with measures 2 and 4.

##### Responsibility

The Ministry of Children and Family Affairs/the county governors/the National Centre for Multicultural Education

##### Timeframe

New grant scheme from 1 August 2004

## *2 Enhancing the language of pre-school children – guidelines for parents*

### Action

Action takes the form of producing guidelines on how parents with ethnic minority backgrounds can support both the general and language development of their children before they start school. The target group for the measure is health centres, day-care centres and schools – institutions that can inform and counsel parents on the use of the materials. Experience from the Ministry of Children and Family Affairs' parent guidance programme<sup>20</sup> will be evaluated in connection with this measure.

### Responsibility

The National Centre for Multicultural Education/the Ministry of Children and Family Affairs/ the National Parents' Committee for Primary and Lower Secondary Education

### Timeframe

2004-2007

## **Goal 2: To improve the educational achievements of minority language pupils**

## **Measures to improve language education in schools**

### *3 Amendments to the Norwegian Education Act – more flexible special language tuition*

#### Action

The education of pupils from language minorities in publicly-maintained primary and lower secondary schools is governed by section 2-8 of the Norwegian Education Act. This provision stipulates that the municipality is obliged to provide pupils who have a mother tongue other than Norwegian or Sami with special education in the Norwegian language, bilingual subject instruction and mother tongue tuition. The pupils have the right to all three types of tuition provided that suitable teaching staff is available in the municipality. The Ministry has heard that the provision is difficult to put into practice as it is often problematic to procure competent mother tongue teachers and bilingual teachers, and that the provision makes it difficult to find good pedagogical and organisational models to provide adapted education for language minorities. From 1 October 2003, pupils from language minorities in independent schools have the same right to the special language education pursuant to section 3-5 of the Norwegian Act relating to independent schools. The Ministry therefore proposes to amend section 2-8 of the Norwegian Education Act and section 3-5 of the Norwegian Act relating to independent schools to give the municipalities more flexibility to decide *how* they will provide suitable tuition. The aim is to implement the amendment from the school year 2004/2005.

#### Responsibility

The Ministry of Education and Research

#### Timeframe

The consultative paper will be sent out in December 2003

### *4 Testing various models for special language education*

#### Action

Municipalities/county authorities will test different models for language tuition in schools and day-care centres. The testing can cover various models of mother tongue tuition, bilingual subject instruction, strengthened Norwegian language programmes and early language enhancement in day-care centres. The aim is to develop flexible models for Norwegian language teaching for mothers connected to day-care centres/schools, and to encourage greater cooperation between day-care centres and primary schools in order to improve language development, and between lower secondary schools and upper secondary education to improve transitions and increase learning yield. The testing will be evaluated with a view to disseminating experience and good examples. The measure must be seen in connection with measures 1 and 3. One prerequisite for implementing the measure is that the proposed amendments in measure 3 are adopted.

#### Responsibility

The Norwegian Board of Education/the Ministry of Children and Family Affairs/the National Centre for Multicultural Education/ the county governors/school owners/schools/day-care institution owners/day care institutions

#### Timeframe

2004-2009

<sup>20</sup> See Appendix 1 for more information on the parent guidance programme.





### 5 School owners' and schools' planning documents

#### Action

School owners are requested to include tuition for language minorities in the planning documents of the municipality/county authority and relevant schools. To ensure an overall perspective and cohesion in the tuition, the special educational programmes for pupils from language minorities should be included in the municipality's or county's overall planning. The municipality must consider different forms of language enhancement at pre-school age in relation to the activities in schools and provisions for parents. Comprehensive planning of the tuition at each school and for each pupil is a decisive factor in ensuring an overall perspective between the special education (mother tongue tuition, bilingual instruction, special Norwegian language education) and general education. The school owners' planning documents will form the basis of the annual status reporting.

#### Responsibility

School owners/schools/county governors/the Norwegian Board of Education

#### Timeframe

2004-2005

### 6 Good-practice schools

#### Action

It is a challenge for schools to evaluate new solutions and to initiate measures that can contribute to raising the quality of the education of pupils from language minorities and increasing their learning yield. The schools' work must be result-oriented – for example organising the tuition efficiently, ensuring an overall perspective and cohesion in the tuition, utilising teachers effectively, implementing various forms of contact with parents/guardians, using pupils as a resource in tuition, and addressing the transition between day-care institutions and primary schools, primary schools and lower secondary schools, and lower secondary schools and upper secondary education. Schools that have found good solutions and that achieve good results in several of these areas are given priority when new good-practice schools are nominated.

#### Responsibility

The Norwegian Board of Education

#### Timeframe

2004-2005

### 7 Help with homework

#### Action

Schools are requested to provide help with homework for all pupils, but the offer must be directed particularly towards minority language pupils. Cooperation between the voluntary organisations that already offer such facilities – for example the Norwegian Red Cross and the Primary Health Care Workshop in Oslo – is encouraged. The Ministry will support the scheme for help with homework at the Oslo Red Cross International Centre to enable this centre to disseminate its experience to schools in the City of Oslo and possibly to other places in the country. The brochure compiled in 11 languages by the National Parents' Committee for Primary and Lower Secondary Education – *Foreldrenes deltakelse i barnas læring* (Parents' participation in children's learning) – can be used in this work.

#### Responsibility

School owners/schools/ Oslo Red Cross International Centre/the National Parents' Committee for Primary and Lower Secondary Education/the City of Oslo

#### Timeframe

Ongoing

## 8 Use of literature and school libraries

### Action

The strategic plan *Gi rom for lesing!* (Make room for reading) promotes greater use of school libraries and reading. The Norwegian Board of Education's aim is to increase the provision of books in different mother tongues in school libraries/public libraries and to promote cooperation on reading incentives between schools, libraries and the home. Parents and children will be motivated to utilise books in their mother tongue and in Norwegian. The Deichmanske library is the national distant-loan centre for literature in minority languages and acts as a counselling and resource centre for library provisions for language minorities as well as offering them services through Bazar, its website. The Norwegian Board of Education will participate in increasing the competence on this topic and in disseminating good examples.

### Responsibility

The Norwegian Board of Education/school owners/school and public libraries/county governors

### Timeframe

2004-2008

## 9 Development and distribution of mapping materials for reading skills

### Action

The Norwegian Board of Education has compiled materials for pupils in the second and third year of schooling to map reading skills in mother tongues other than Norwegian and Sami. The materials include guidelines for teachers and are available in Albanian, Somali, Turkish, Urdu and Vietnamese. The materials can be used as an alternative to or in combination with mapping materials in Norwegian. Pilot tests have been carried out for measuring reading skills at a combined fourth and fifth year level for the same languages as those in the tests for the second and third years. The programme of action called *Gi rom for lesing!* (Make room for reading) suggests that tests in several languages should be compiled to map reading skills (e.g. in Arabic, Spanish and Tamil). The development of appropriate mapping tools for upper secondary education will be considered. The measure must be seen in connection with measure 10.

### Responsibility

The Norwegian Board of Education/the National Centre for Multicultural Education

### Timeframe

2003-2008

## 10 Language minorities with a need for specially adapted education

### Action

The Norwegian Board of Education has been assigned the task of setting up a network to enhance competence related to language minorities who need specially adapted education. Relevant players in this network – in addition to the National Centre for Multicultural Education – include Torshov and Bredtvet resource centres. Through the network, observation and mapping materials are to be developed along with methods connected to specially adapted education for pupils from language minorities who need such tuition. Human resource development in this field will also be considered, for example for school administrators and Educational-Psychological Services in primary and lower secondary education. The measure must be seen in connection with measures 1, 9 and 25.

### Responsibility

The Norwegian Board of Education/the National Centre for Multicultural Education/school owners

### Timeframe

2004-2007

### *11 Norwegian as a second language*

#### Action

Norwegian as a second language will be provided until pupils' proficiency in Norwegian is good enough for them to follow normal Norwegian education. Materials will be developed to help schools to assess when pupils are ready to transfer to standard education. The target group for the measure is teachers and pupils with Norwegian as a second language. The purpose is to enable the teacher and pupils to follow the Norwegian language development and to map the language level. The materials are based on *Common European Framework*, adapted to Norwegian as a second language, and are linked to the mapping assessment methodology. The materials are to be tested during 2003/2004. The Norwegian Board of Education is drawing up a plan for monitoring this, possibly with follow-up in the entire primary and lower secondary education system. An evaluation will be made of the practice of Norwegian as a second language with regard to use of resources, organisation, reporting and statistics.

#### Responsibility

The Norwegian Board of Education/the National Centre for Multicultural Education

#### Timeframe

2003-2006

### *12 Norwegian as a second language in other subjects*

#### Action

In order to increase the competence of teachers in teaching minority language pupils in the subjects of mathematics, science and social studies, and also in the vocational subjects, courses will be started in approaching the teaching of these subjects using Norwegian as a second language. The courses are being developed and are offered by the National Centre for Multicultural Education in cooperation with university colleges and school owners. The courses will in the first place be offered to teachers in upper secondary education.

#### Responsibility

The National Centre for Multicultural Education/school owners

#### Timeframe

2005-2009

### *13 The multicultural perspective in curricula in primary and lower secondary education*

#### Action

The government-appointed Quality Committee, which submitted its report on 5 June 2003, proposed that a new curriculum structure be developed, and that the curricula be revised in line with this. The Ministry of Education and Research will assess how this can be done and will ensure that the multicultural perspective is integrated into the new curricula to a greater degree.

#### Responsibility

The Ministry of Education and Research/the Norwegian Board of Education

#### Timeframe

2003-2007

### *14 Strengthen the development of teaching aids and the quality of these aids in primary and secondary education*

#### Action

Teaching aids must reflect the multicultural community in Norway and contribute to positive identity formation for both majority and minority pupils. The results from a recently published survey on how this is fulfilled in teaching aids in primary and lower secondary education will be examined through the Norwegian Board of Education's work on teaching aids in general. The action plan for teaching aids for language minorities will be completed in January 2004, and continuous efforts will be made to follow it up, for example through cooperation with teaching aid producers to ensure that the multicultural perspective is integrated into all types of aids. Internet-based teaching aids have shown positive results for language minorities, and will be further developed.

ResponsibilityThe Norwegian Board of Education/the Norwegian Institute for Adult Education/teaching-aid producers

#### Timeframe

2003-2009

## Measures to increase the recruitment of bilingual teachers

*15 Study programmes for competence development in the multicultural perspective for all teachers, and programmes for minority language employees in day-care institutions and schools*

### Action

Universities and university colleges have been asked to develop programmes of continuing education and training to increase the competence in multicultural work for all those working with minority language pupils in schools and day-care institutions. The Ministry of Education and Research will provide financial support for the development of such programmes, for example through distance learning. The Ministry will support a cooperation project between seven colleges on teacher training for bilingual teachers. The newly-established resource centre (see measures 34) will be assigned the tasks involved in coordinating and publicising the various continuing education programmes that are relevant for giving mother tongue teachers full qualifications and for expanding their competence with the aim of increasing the number of teaching tasks they perform in schools. The resource centre can also be a place school authorities can contact if they want continuing education and training relevant to a multicultural school.

### Responsibility

University colleges/universities/the National Centre for Multicultural Education

### Timeframe

Ongoing

*16 Grant scheme for minority language teachers who lack formal qualifications*

### Action

Some minority language persons work as teachers without having formal qualifications. To varying degrees they lack the pedagogical or subject education that satisfies employment requirements. Some of the minority language teachers need only a short course of continuing education to gain formal qualifications, while others need more comprehensive education. The Ministry will introduce a grant scheme to enable minority language teachers to seek further training with the aim of gaining approved general teaching competence or competence on the basis of a four-year course from university or university college. The grants will be advertised nationally, while the school owners will recommend candidates.

### Responsibility

The Norwegian Board of Education

### Timeframe

2004-2009

*17 Practice project linked to recruiting immigrants with high education to the teaching profession*

### Action

Minority language persons with higher education from Norway or abroad that is relevant for working in schools should be given guidance on the opportunities available and the possibility of supplementing their education and competence to achieve full teaching qualifications. In the light of experience with teaching practice positions, the Ministry will – in cooperation with selected municipalities – assess how a project of this kind can be started.

### Responsibility

The Norwegian Board of Education/selected municipalities/university colleges/the National Centre for Multicultural Education

### Timeframe

2005-2009

## Measures to strengthen cooperation between home and school

*18 Booklet on rights and obligations in primary and lower secondary schools*

### Action

A booklet on rights and obligations for the school, parents and pupils in primary and lower secondary education has been compiled to strengthen cooperation between home and school. The booklet is intended to reinforce the dialogue between parents and schools. It can, for example, be used on registration and school start. The booklet will be produced in several languages, and will give examples of how specific challenges can be resolved.



### Responsibility

Ministry of Education and Research/the Norwegian Board of Education in collaboration with the National Parents' Committee for Primary and Lower Secondary Education

### Timeframe

2003-2004

## *19 Increased participation in schools from parents with ethnic minority backgrounds*

### Action

Through the project *Minoritetsspråklige foreldre – en ressurs for elevenes opplæring i skolen* (Minority language parents – a resource for pupils' education in schools) efforts are being made to increase the participation of parents with ethnic minority backgrounds in school life, for example on the pupils' councils, the Parents' Council Working Committees and school boards. The main goal of the project is to increase the confidence of parents with ethnic minority backgrounds and to strengthen their role as parents. Parents will be given the skills to be counsellors and resource persons for their children. Work is also being done to extend cooperation with immigrant associations in order to promote more commitment in schools<sup>21</sup>. Ways of disseminating experience from the project beyond the project period will be evaluated.

### Responsibility

The National Parents' Committee for Primary and Lower Secondary Education/schools/immigrant associations

### Timeframe

2002-2004

## **Measures to improve the learning environment and combat racism and discrimination**

## *20 The schools' learning environment and platform of values*

### Action

Chapter 9a of the Norwegian Education Act concerning the pupils' learning environment stipulates that schools must work actively and systematically to promote a good psychosocial environment where each pupil experiences security and social fellowship. Schools must develop a plan for how they intend to achieve this. Tuition in values, democracy and human rights, and work on combating racism and discrimination are key elements of such a plan. The plan must be seen in connection with the municipalities' and the schools' other planning documents (see measure 5). The plan will include the entire school community and will be developed in cooperation with parents and pupils. The Norwegian Board of Education will compile guidelines for the schools' work on values to assist schools in compiling their own platform of values. The county governors are responsible for creating forums and meeting places for this work and for handling complaints, offering guidance and supervision of the schools' follow-up of section 9.

### Responsibility

The Norwegian Board of Education/county governors/school owners/schools

### Timeframe

2004-2009

## *21 The teaching programme "Mangfold og dialog" (Diversity and dialogue)*

### Action

One of many measures in the work on *Manifest mot mobbing* (Manifesto against bullying) is to increase the competence of the schools' employees in analysing multicultural situations and conflicts between children where ethnicity is a factor. As part of these efforts to combat bullying, Education International Norway will further develop the teaching programme "*Mangfold og dialog*" (Diversity and dialogue). This is a teaching system and a course programme that is used to change attitudes and to provide knowledge on issues that concern prejudice, discrimination and racism.

### Responsibility

Education International Norway/school owners/school administrators/the Norwegian Board of Education

### Timeframe

2004-2005

<sup>21</sup> The measure must be seen in connection with the Ministry of Children and Family Affairs' parent guidance programme. More information on this can be found in Appendix 1.

### Goal 3: To increase the percentage of minority language pupils and apprentices who begin and complete their upper secondary education

#### Measures to increase the competence of those counselling minority language pupils

##### *22 Drop-out rate in upper secondary education*

###### Action

The drop-out rate in upper secondary education is higher among minority language pupils than among the majority group – although there is much to indicate that the difference between the groups has become smaller in recent years. The greatest challenges currently lie among ethnic minority pupils taking vocational studies. As part of the Norwegian government's action plan to help the poor, the Follow-up Service's work on the drop-out rate in upper secondary education is to be reinforced, with the cooperation between the counselling service and the Norwegian Directorate of Labour playing a key role. A pilot project was initiated in 2002 in four counties, to become a national project in 2004 and 2005 with all counties taking part from and including 2004. An educational programme on providing guidance to minority language pupils has also been compiled for counsellors working in all parts of the school system, and for the Educational-Psychological Services, the Follow-up Service and the Norwegian Directorate of Labour. Initially the programme is being offered to counsellors in the four project counties, but consideration is being given to extending the service to cover the whole country.

###### Responsibility

The Norwegian Board of Education/the National Centre for Multicultural Education/the pilot counties (Vest-Agder, Oslo, Sør-Trøndelag and Finnmark)/school owners

###### Timeframe

2003-2005

##### *23 Vocational training and apprenticeships*

###### Action

Surveys show that minority language pupils have greater difficulty finding apprenticeship positions than those in the majority group. School owners (the vocational training board in the county authorities) and the various trades – for example through the apprenticeship training offices – are requested to give priority to the multicultural perspective when enhancing the skills of instructors and in businesses to ensure that both groups of pupils are given the same access to apprenticeship positions.

###### Responsibility

The county authorities/industrial organisations

###### Timeframe

2004-2009



## Measures to improve the transition to Norwegian schools for those who come to the country during their schooling

### *24 Measure to increase the recruitment of persons with immigrant backgrounds to upper secondary education and higher education*

#### Action

To increase the recruitment of those with immigrant backgrounds to upper secondary and higher education, the government will consider amending the Norwegian Education Act so that the fact that primary and lower secondary education has not been completed in the home country does not prevent admission into upper secondary education. The aim is to enable young people from language minorities who have not completed their basic education to be taught along with majority language pupils of the same age as soon as possible. This entails basic education being integrated into upper secondary education, and the county authority assuming the responsibility for this education. An amendment to the Education Act will be debated in the Report to the Storting on monitoring the work of the Quality Committee.

#### Responsibility

The Ministry of Education and Research

#### Timeframe

The Report to the Storting in spring 2004, the Ministry bill in spring 2005

### *25 Young people with poor primary and lower secondary education from abroad and a short period of residence in Norway*

#### Action

The measure aims to provide specially adapted education for young people with a weak school background who come to Norway at lower secondary school and upper secondary school age and who are expected to follow the instruction at their age level after a short period of residence. A pilot project is being implemented through collaboration between selected municipalities, county authorities and schools. The Norwegian Board of Education is responsible for developing the materials and providing guidance for the project. The programme may be extended to cover the whole country, and must be seen in connection with measure 10.

#### Responsibility

The Norwegian Board of Education/the National Centre for Multicultural Education/the Norwegian Institute for Adult Education/county governors/school owners

#### Timeframe

2004-2009

## Goal 4: To increase the percentage of minority language pupils in higher education

### Measures to increase the recruitment of pupils with minority backgrounds to higher education, particularly to teacher training

#### 26 Recruitment to higher education

##### Action

To follow up the measures in *Handlingsplan mot rasisme* (Action plan against racism), the Ministry has allocated funds to support special programmes at relevant institutions. These funds must be applied for, and are particularly intended for specific recruitment programmes for students with immigrant backgrounds. These include efforts to provide appropriate information and to increase motivation in immigrant environments at several teacher training locations, for example at Buskerud University College. For a two-year period, Oslo University College will ensure that experience is exchanged on the various measures.

##### Responsibility

Universities/university colleges/the Ministry of Education and Research

##### Timeframe

2003-2006

#### 27 A better completion rate and fewer drop-outs

##### Action

Oslo University College has extensive experience with ethnic minority students and has tried various measures such as instruction in Norwegian for special purposes and special monitoring programmes. The Ministry has allocated the university college funds to ensure the dissemination of experience to other institutions. The University of Oslo is conducting a two-year project that is aimed at promoting recruitment, preventing drop-outs and easing the transition to working life. Experience from these programmes will be spread to other university colleges and universities to improve the completion rate of language minority students in higher education.

##### Responsibility

Universities/university colleges/the National Centre for Multicultural Education/Oslo University College/the University of Oslo

##### Timeframe

2003-2009

#### 28 Framework plans and curricula for teacher training

##### Action

In order to prepare teachers and pre-school teachers in Norwegian schools and day-care institutions for the multicultural reality that awaits them, the multicultural aspect has been strengthened in the framework plans for all teacher training – including the one-year training programme in pedagogy and didactics. The multicultural and international perspectives are to be incorporated into all subjects. It is important that the Norwegian tuition covers both the multicultural aspect in general and the teaching of children who have Norwegian as a second language. The courses must provide the opportunity for depth studies in the education of minority language pupils. Norwegian as a second language can be selected as a special subject.

##### Responsibility

The Ministry of Education and Research/universities/the National Centre for Multicultural Education

##### Timeframe

Ongoing



## Goal 5: To improve the Norwegian language skills of minority language adults

### *29 Rights and obligations to Norwegian language education for adult immigrants*

#### Action

It has been proposed that adult immigrants who have been granted a resident permit that provides a basis for them to settle in the country will have the right and be under the obligation to take 300 lessons in Norwegian and social studies. The education will include 50 hours of social studies given in a language the participants understand, and is to be completed in three years. Three hundred completed lessons or documentation of corresponding Norwegian proficiency is a prerequisite for being granted a permit for settling in the country and for Norwegian citizenship. It will be the duty of the municipalities to provide up to 3,000 lessons for those who require it with a total timeframe of five years. In addition, a new curriculum and guidelines for the programme are to be drawn up to cover the organisation, content etc. Examinations based on the new curriculum will be compiled – for example a final examination that is intended to inform and motivate employers to give consideration to completed language examinations when making new job appointments. A national registration system will also be set up to provide better documentation on how the scheme functions.

#### Responsibility

The Ministry of Local Government and Regional Development/the Ministry of Education and Research/the Norwegian Board of Education/the Norwegian Institute for Adult Education/county governors/municipalities

#### Timeframe

The educational programme is to be implemented on 1 January 2005 for immigrants who arrive in the country after that date. The curriculum and language examination will be available on the same date.

### *30 Introductory programme*

#### Action

The municipalities of residence will be obliged to provide individually adapted introductory programmes for newly-arrived refugees, those who have been given a permit on humanitarian grounds, and persons who have been reunified with their families if such persons need basic qualifications (ref. the Norwegian Act no. 80 of 4 July 2003 relating to introductory schemes for newly-arrived immigrants). The object of the introductory scheme is to strengthen the possibility of such immigrants participating in working and community life and their opportunity to acquire financial independence. The programme will consist of one-day courses, normally for up to two years, and will provide basic skills in Norwegian and an insight into Norwegian community life, as well as preparing participants for working life and/or education. The practical introduction to Norwegian working and community life constitutes a major component of the programme.

#### Responsibility

The Ministry of Local Government and Regional Development/the Norwegian Directorate of Immigration/the Ministry of Education and Research/county governors/municipalities

#### Timeframe

The Norwegian Act relating to the introductory scheme came into effect as a voluntary scheme for the municipalities from 1 September 2003. The municipalities will be obliged to implement the Act from 1 September 2004.

### *31 ICT in Norwegian language programmes for adult immigrants*

#### Action

Various ICT programs for Norwegian language education are being developed and tested. The testing started in the school year 2003/2004 (for example of the Migranorsk and Nynorsk Pluss programs) in ten municipalities. The use of ICT increases the flexibility of the tuition, and also enables the participants' educational needs with regard to time, place, content and level to be more easily met.

#### Responsibility

The Ministry of Local Government and Regional Development/the Ministry of Education and Research/the Norwegian Institute for Adult Education/the Norwegian Board of Education/county governors/municipalities

#### Timeframe

2003-2004



### 32 *The development of the European language portfolio for adult immigrants*

#### Action

The new curriculum for basic education in Norwegian for adult immigrants will build on the level descriptions and evaluation criteria in the European framework *Common European Framework of Reference for Languages (CEF)*. The language portfolio is based on this framework and consists of three parts that show the pupil's/participant's knowledge of different languages and how these languages have been learned. It also contains documentation of language skills and proficiency. The Norwegian Board of Education has conducted a pilot project to test the language portfolio, and the project indicates that a special version is required for adult language learners in a new culture. Norwegian Language Test, the Ministry of Education and Research, the Norwegian Board of Education and the Norwegian Institute for Adult Education will cooperate in developing a suitable language portfolio for adult immigrants.

#### Responsibility

The Ministry of Education and Research/ the Norwegian Board of Education/the Norwegian Institute for Adult Education/Norwegian Language Test

#### Timeframe

2004-2005. The portfolio will be put into effect on 1 January 2005

### 33 *Teaching in prisons*

#### Action

Measures will be implemented to improve Norwegian language tuition for minority language prison inmates. The teaching must be adapted to the individual's level and needs. On the basis of an evaluation of prison teaching, guidance material will be compiled concerning the scope of the teaching, its methodology and its organisation.

#### Responsibility

The Norwegian Board of Education/the County Governor of Hordaland/county governors/school owners

#### Timeframe

2005-2009

## Measures connected to the dissemination of experience

### 34 National Centre for Multicultural Education

#### Action

A national centre for competence development in multicultural schools and education will be set up. The centre has been called *the National Centre for Multicultural Education* and it will run competence-building programmes for day-care centre owners, school owners, school administrators and teachers, university colleges and universities. The Centre will collaborate with specialist environments at universities, university colleges and resource centres, and will promote the establishment of networks in this field at national and local levels, a task currently performed by the Centre for Competence Development in the Multicultural School. The new centre will be located at Oslo University College, and the former unit will be incorporated. Other specialist environments at university colleges and universities will also be appropriate cooperative partners in the competence programmes. The former centre has already developed a collaboration structure with key professional environments. The new centre will be allocated funds in the same way as other national centres.

#### Responsibility

The Ministry of Education and Research/Oslo University College

#### Timeframe

2004-2009

### 35 Competence development for school administrators

#### Action

School administrators at all levels play a major role in implementing the strategic plan. It is therefore important to promote competence development and awareness of the multicultural perspective among this group. The multicultural perspective should be included in existing training programmes for school administrators at national, regional and local level, and cooperation between teacher training institutions and school owners should be encouraged.

#### Responsibility

School owners/university colleges/universities/the National Centre for Multicultural Education

#### Timeframe

Ongoing

### 36 Annual conferences/seminars during the strategic plan's period of application

#### Action

As part of the work of increasing awareness and enhancing competence in the education of language minorities, efforts will be made to convey information on good examples of disseminating experience through annual regional or national conferences/seminars between schools, school owners, day-care institutions and their owners, the university and university college sector, adult education institutions and others. These will take place during the strategic plan's period of application, and experience from the Centre for Competence Development in the Multicultural School's "focus schools"<sup>22</sup> should be used. Moreover, it could be relevant to build on experience from other sectors through interdisciplinary collaboration.

#### Responsibility

The Norwegian Board of Education/the Norwegian Institute for Adult Education/the Centre for Multicultural Education/county governors

#### Timeframe

2004-2009

<sup>22</sup> Schools that the centre cooperates with and that have made good progress in becoming multicultural schools. The National Centre for Multicultural Education will continue this work.

### 37 Internet-based services

#### Action

The Norwegian Board of Education's website for language minorities <http://skolenettet.no/sprakmin> located on the Norwegian school website is to be developed further. The dissemination of experience will be encouraged through greater use of this website and of Migranett and NOA-nett (both Internet-based meeting places for teachers), and through Bazar – the Deichmanske library's website for literature in minority languages. Relevant Internet-based projects such as the newly-established Centre for Multicultural Education initiatives (see measure 34) will also be linked to this website. \_

#### Responsibility

The Norwegian Board of Education/the Norwegian Institute for Adult Education/the Centre for Multicultural Education

#### Timeframe

Ongoing

### 38 Collection of examples

#### Action

A collection of examples is to be made to show how schools, school owners, and day-care institutions and their owners etc. adapt education for language minorities. The collection will serve as material to provide inspiration and will be Internet-based. It will be updated regularly and will thus be continuously developed. The measure must be seen in connection with measure 37.

#### Responsibility

The Norwegian Board of Education/the Centre for Multicultural Education/the Ministry of Children and Family Affairs

#### Timeframe

A first edition will be completed in time for school start in autumn 2004.

### 39 International cooperation

#### Action

Many countries in Europe have for many years acquired experience from educating language minorities. It is important that Norwegian schools can share experience from schools in other countries. The pupil group is relatively small in Norway, and it takes some time to produce adequate research and experience. The development in both the Nordic countries and other countries should therefore be followed. Norway has also gained experience that can usefully be conveyed to others. Schools and adult education institutions are encouraged to participate in international cooperation in this area, for example through taking part in Comenius or Grundtvig. The Nordic collaboration in this field must also be continued, including through the further development of *Nordbas*, the Nordic research database. It will also be of importance to establish contact with countries that achieve good results with minority pupils.

#### Responsibility

The Norwegian Board of Education/the Norwegian Institute for Adult Education/school owners/schools/the National Centre for Multicultural Education

#### Timeframe

Ongoing



## Organisation and implementation

### *Attention to results in all components*

The plan is intended to promote an overall perspective of the efforts made, from day-care institutions to university colleges and research, and of the inter-relationship of individual measures and the use of human and financial resources. To achieve this, players from all parts of the education system must be involved: parents and public agencies as well as trade and industry. The plan of action aims to produce results in several areas that together will promote the fulfilment of the five main goals that have been presented. A major part of the work will be to survey the attainment of the goals in the different areas to find out what is working and to identify good practice.

The national quality evaluation system that is to be implemented in spring 2004 will promote quality development by creating the conditions for informed decisions at all levels in the education sector. This system will be used to measure the attainment of the five goals of the strategic plan.

### **Goal 1: To ensure that minority language children of pre-school age have a better understanding of the Norwegian language**

The effect of this measure can be assessed by checking whether the participation of minority language children in day-care centres is increasing. Statistics Norway's annual statistics on the day-care field can give an indication of this. Furthermore, plans are being made to map/evaluate the municipalities' use of the funds in the new grant for improving language understanding among minority language children of pre-school age. There are also plans to compile a simple reporting system for the municipalities in KOSTRA to make it possible to check that the funds are utilised as intended.

### **Goal 2: To improve the educational achievements of minority language pupils**

National examinations are currently being developed to map pupils' basic skills in reading, writing, mathematics and English in four different grade years at primary and lower secondary levels. The examinations are intended to map the pupils' total learning yield. This means that examinations will be compiled that not only record the pupils' knowledge and skills in a narrow sense, but also chart their understanding, insight and ability to use knowledge and skills in new contexts. For example, pupils' learning strategies, motivation for and attitudes towards the subjects could be mapped using these examinations, which are designed in such a way that they form the basis for assessing development over time – at national, school owner, school and pupil levels.

In the UK, national examinations are an important tool in the formulation of the government's overall policy for minority language pupils<sup>23</sup>. The results from the examinations largely confirm what research has previously shown, but they also provide a unique opportunity to find out which schools achieve high performance among minority language pupils and to allow the development to be followed at schools that take part in special projects aiming at improving the achievements of minority language pupils.

<sup>23</sup> [http://www.standards.dfes.gov.uk/midbins/ema/Aiming\\_High\\_Consultation\\_Doc.DOC](http://www.standards.dfes.gov.uk/midbins/ema/Aiming_High_Consultation_Doc.DOC)

The national examinations that are to be used in Norwegian schools will be an important tool for evaluating the extent to which the goal of reducing the achievement gap between ethnic minority pupils and the majority group has been achieved. The examinations will also be used for pedagogical purposes since feedback will be given to school owners, school administrators and teachers as a basis for improvement and development at the individual educational institution, and also to each pupil's parents or guardians as a basis for the pupil's further learning and development. By following the development in learning yield and the learning environment in municipalities that carry out different trials on the use of the grant scheme for minority language pupils, it will be possible to verify which measures are most effective in improving the achievement of minority language pupils. In addition, inspectors of pupils and apprentices could be used to survey pupils' and apprentices' opinions on learning and well-being in education.

Through measures 4 and 11 separate studies will be made on the testing of different models and special language education and the practising of Norwegian as a second language. These will constitute an important contribution to further efforts.

### **Goal 3: To increase the percentage of minority language pupils and apprentices who begin and complete their upper secondary education**

Application, admission and completion rates in upper secondary education are registered by Statistics Norway. Following this development over time will enable the changes in the completion rate among ethnic minorities to be surveyed. Follow-up research will be implemented and the project will be evaluated (see *Oppfølgings tjenestens arbeid for å hindre at ungdom faller ut av videregående opplæring* [The work of the Follow-up Service to prevent young people from dropping out of upper secondary education]). The objective of this service is to reduce the drop-out rate in upper secondary education. The purpose of the follow-up research and evaluation is to gain knowledge and insight with a view to implementing changes and new measures and to spreading the experience nationally. The follow-up research will be based on data about the situation as it is today, and will look at both the development of the measures in the programme and the benefits gained from the measures.

### **Goal 4: To increase the percentage of minority language students in higher education**

In cooperation with Statistics Norway, the Ministry will clarify how data on immigrants in Norway can be linked to educational statistics at a personal level that will show recruitment to higher education, progression and completion. Without special surveys being made, this will provide knowledge on recruitment as well as completion and drop-out rates. It will be useful to be given access to such statistics at institution level provided that this is not precluded by protection of privacy considerations.

### **Goal 5: To improve the Norwegian language skills of minority language adults**

In connection with the introduction of rights and obligations to education in Norwegian and social studies for adult immigrants, participants will be required to take 300 lessons before they can be granted a permit to settle in Norway. Those who can document their skills need not take the compulsory education. Efforts will be made to increase the status of the language examination that is being compiled for the new curriculum. On the introduction of the rights and obligations for education, a national registration system will be established to show how much instruction each participant has taken and the results he/she achieves in the various examinations. This system will enable participants to be followed throughout their education and will provide a better foundation for evaluating the scheme.

Norway is participating in the international survey *Adult Literacy and Lifeskills Survey (ALL)* – a follow-up/continuation of the *Second International Adult Literacy Survey (SIALS)*. Data collection is to be made in 2003, and the aim is to have a range of minority language persons that is wide enough to indicate the general level of Norwegian language skills in the adult ethnic minority population.

### *Organisation and management*

System-oriented efforts to improve the learning yield of minority language children, young people and adults and to promote participation in higher education is conditional on all levels assuming responsibility and on an appropriate division of responsibility and work. Changed framework conditions and more local influence on economy, personnel management, school administration and educational provisions provide opportunities to organise education in new ways and to extend the sphere of action according to pupils' and participants' needs and wishes. Management at the different levels – particularly at school and class/group levels – plays a significant role in the system-oriented efforts in which one goal is to ensure the long-term perspective of the work.

### *Distribution of roles and responsibility*

The strategic plans build on general principles for distributing responsibility among the various levels in the education sector. However there is a need for better coordination among the levels in this field.

The Norwegian Board of Education has a special responsibility for monitoring the strategic plan and for handling the different measures as a cohesive whole. Towards this end the Board will work closely with the newly-established National Centre for Multicultural Education at Oslo University College and the Norwegian Institute for Adult Education. Annual status reports will be compiled for the entire strategic plan, the Board having the main responsibility for this reporting. The Board will also be in charge of coordinating key cooperative parties and administrating information. The role of the Centre is to build the plan's image and to attract attention and commitment in specialised environments, interest groups and the public in general. Cooperative partners are school owners and competence providers such as universities, university colleges, other specialist environments and players in the private sector. During the plan's period of application, the Board of Education will pay continuous attention to the fulfilment of the goals.

### *Owners of day-care institutions*

Day-care institutions are intended to give children under school age good opportunities for development and activity in close understanding and collaboration with the children's home (section 1 of the Norwegian Act on Day-care Institutions). Day-care institution owners

- can help minority language children to develop bilingual skills, partly through strengthening their mother tongue and partly through proactive work on Norwegian as a second language (framework plan for day-care institutions)
- should ensure that specially devised language programmes are implemented to enable minority language children to learn Norwegian (framework plan for day-care institutions)

### *School owners*

School owners have a particular responsibility for ensuring that the schools work systematically on quality development. School owners shall

- ensure that the schools prepare local plans for the learning and childhood environment that include the school's platform of values and work against racism, discrimination and bullying
- promote a better cooperation between home and school
- ensure that the schools draw up strategies for the inclusion of minority language pupils in education as part of the above plans
- inspire and motivate the schools to increase their efforts in this field
- monitor the schools, and offer guidance, support and human resource development
- report to the county governor on the development in the field

### *Universities and university colleges*

The universities and university colleges are responsible for conveying information on and recruiting students to their courses of study, and also for establishing or terminating study programmes and developing continuing education and training options. Within this sphere of authority it is critical that they give priority to recruiting students from ethnic minority backgrounds into a broad range of studies, and that they ensure that the studies offered include subject matter that give future graduates insight into multicultural issues and working with ethnic minority groups in Norway.

Universities and university colleges also have educational and counselling competence that should be used systematically by teachers and the administration of day-care centres and schools, and by other professional persons in schools and day-care institutions. The universities and university colleges are expected to

- increase collaboration with the practical training field on the basis of research-based knowledge
- encourage cooperation and division of work between the providers of continuing education and training to increase the efficiency and quality of competence development for day-care centres, schools, individual teachers and instructors, and the administration personnel of day-care institutions and schools. Collaboration and exchange of experience will generate synergy effects that will benefit schools, pupils and apprentices

### *The Norwegian Association of Local and Regional Authorities*

The Association aims to help municipalities and county authorities to be good school owners and employers of teaching staff. The Association has a special responsibility as

- a motive force for the municipalities in relation to monitoring the strategic plans



#### *County governors*

County governors play a central role at regional level. The county governors shall

- convey information about and coordinate centrally-initiated measures for their cooperative partners
- give guidance, supervise and monitor the work of owners of day-care institutions and schools in this field
- report on performance and give professional input to the Norwegian Board of Education and the Ministry
- maintain regional contact with the university and university college sector

#### *The Norwegian Board of Education*

The Norwegian Board of Education is particularly responsible for monitoring the strategic plan and for handling the different measures as an integrated whole. Towards this end the Board will work closely with the newly-established National Centre for Multicultural Education at Oslo University College and the Norwegian Institute for Adult Education. The Board shall

- initiate, implement and coordinate the measures in the plan, projects, programmes, human resource development and evaluation

- assist in developing systems for collaboration and coordination
- process, analyse and disseminate knowledge and experience
- follow up Nordic and other international work and cooperation in the field
- carry out performance reporting and give professional input to the Ministry and other clients
- initiate and monitor research and evaluations in this area
- compile annual status reports on the measures in the plan to be sent to the Ministry of Education and Research

#### *The Norwegian Institute for Adult Education*

The task of the Norwegian Institute for Adult Education is to focus on the educational needs of adult immigrants in both working and community life. It will also play a key role in implementing the measures in the plan that involve adults. The Institute shall

- initiate and implement development work concerning education for adult immigrants. This includes the initial language tuition and education for adults in primary and lower secondary schools and upper education



- follow up the Competence Reform and the total qualifications project, including testing of work-related competence. These projects apply to the entire adult population, although experience so far indicates that the reforms are of particular importance for adult immigrants carry out research on commission from the working community and the government
  - analyse the need for programmes for adults in working life and the education system, with particular focus on immigrants
  - run national and international networks
- disseminate knowledge on measures that are initiated, on method innovations and on good results from implemented projects

#### *The Centre for Competence Development in the Multicultural School*

The Centre is responsible for implementing and administrating competence development in the sector. The work takes place both on the Centre's own initiative and on assignment from the Ministry. The Centre shall

- assist in developing competence in multicultural schools
- in cooperation with university colleges and universities, help to ensure that county authorities and municipalities are able to run the required competence development programmes
- collaborate with the Norwegian Board of Education, the Norwegian Institute for Adult Education and the county governors in several of the measures and projects

From 1 January 2004 the Centre will be closed down and their tasks will be incorporated into the work of the newly-established National Centre for Multicultural Education (see below).

#### *The National Centre for Multicultural Education*

The Centre aims to be a national centre for competence development in multicultural schools and education. It is responsible for building competence in day-care centres, primary and lower secondary schools, upper secondary education, adult education and higher education. The Centre shall

- through collaboration with university colleges and universities, promote the continuing education and counselling of employees in public administration and in day-care institutions, schools and adult education bodies, and promote the building of networks between these players
- in cooperation with the Norwegian Board of Education, the Norwegian Institute for Adult Education and the country governors, assist in competence development and in the establishment

of good regional collaboration structures between competence providers and competence applicants at all levels and between school administrations in the public sector. In this way human resource development in the multicultural area will be rooted in the regions, enabling it to become sustainable

#### *The Ministry of Education and Research*

- formulates primary goals and plans for the work
- implements the policy through assignments for the Norwegian Board of Education and other operative bodies
- revises the strategic plan on the basis of the annual status report

#### *The Ministry of Children and Family Affairs*

- has the principal responsibility for the policy concerning children, young people, gender equality and families, including the policy related to day-care institutions
- is responsible for developing a policy that can give minority language children good day-care provisions that encourage their development

#### *The Ministry of Local Government and Regional Development*

- has a special responsibility for following the development in the refugee and immigrant field across the various sector borders
- has the main responsibility for following up the Norwegian Act no. 80 of 4 July 2003 relating to the introductory schemes for newly-arrived immigrants
- will from 1 January 2004 administrate the grant scheme for Norwegian language education and social studies for adult immigrants

#### *Others*

It is also important to form a good collaboration with a number of other players to ensure pupil participation and good support for the strategic plan among teachers and other users. Relevant cooperative partners are

- *the National Parents' Committee for Primary and Lower Secondary Education*
- *teacher associations*
- *the pupils' council*
- *immigrant associations*



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# List of plans, websites, programmes and projects

This list is not complete. A number of measures that are being implemented locally and nationally, in both the private and public sectors, have not been included. The list can be supplemented by reporting information to [ls@ls.no](mailto:ls@ls.no)

## Relevant plans associated with education in schools and with language minorities implemented by the Storting and the government

- *Handlingsplan for å øke deltagelsen i samfunnet av barn og unge med innvandrerbakgrunn (Action plan to increase the participation of children and young people with immigrant backgrounds in the community)*, Ministry of Local and Regional Government (2002), H-2133
- *Handlingsplan mot rasisme og diskriminering (Action plan to combat racism and discrimination)* (2002-2006), Ministry of Local and Regional Government (2002), H-2134
- *Language Education Policy Profile: Norway*, Council of Europe and the Ministry of Education and Research (to be published in 2004)
- *Utdanning for alle – Nasjonal plan for oppfølging av Dakar-erklæringen (Education for all – national plan for following up the Dakar declaration)*, Ministry of Education and Research (2003)
- *Gi rom for lesing! Strategi for stimulering av leselyst og leseferdighet 2003-2007 (Make room for reading! Strategic plan for promoting pleasure in reading and reading skills)*, Ministry of Education and Research (2003), F-4148 B
- The government's strategic plan for the mental health of children and young people: *...sammen om psykisk helse...*, (*...promoting mental health together...*), Ministry of Health (2003), I-1088
- *Realfag, naturligvis. Strategi for styrking av realfagene 2002-2007 (Science subjects, of course. Strategy for strengthening science subjects 2002-2007)*, Ministry of Education and Research (2002), F-4142
- Report no. 6 to the Storting (2002-2003) *Tiltaksplan mot fattigdom (Programme against poverty)*, Ministry of Social Affairs (2002)
- Report no. 17 to the Storting (1996-97) *Om innvandring og det flerkulturelle Norge (Immigration and multi-cultural Norway)*, Ministry of Labour and Government Administration
- Report no. 21 to the Storting (1999-2000) *Menneskeverd i sentrum. Handlingsplan for menneskerettigheter (Human worth in focus. Action plan for human rights)*, Ministry of Foreign Affairs (1999)
- Report no. 25 to the Storting (1998-99) *Morsmålsopplæring i grunnskolen (Mother tongue education in primary and lower secondary schools)*, former Ministry of Culture, Education and Research (1998)

## websites

- *Utdanning.no* is a portal that gathers website resources on education in Norway. The portal has been set up by the Ministry of Education and Research and constitutes part of the National Learning net. <http://www.utoanning.no>
- *Skoleporten* is a government website for quality evaluation and quality development in primary and lower secondary schools and upper secondary education. <http://www.skoleporten.no>
- *Skolenettet* is the Norwegian Board of Education's website portal for pupils, teachers, parents and others who are interested in schools and learning. *Skolenettet* has a separate website for minority language pupils and parents, as well as for teachers who work with this target group. The website contains an area for children, Multikult, where pupils can make their own contributions. <http://skolenettet.ls.no/sprakmin>
- *LOM* is the Norwegian Board of Education's website for the learning and childhood environment. The website aims to strengthen the learning environment. <http://lom.ls.no>
- *Den gode barnehagen (The good day-care centre)* is a website that was set up in connection with quality efforts in the day-care sector. It includes a list of relevant projects. <http://www.dengodebarnehagen.dep.no>

- *Foreldreutvalget for grunnskolen, FUG, (the National Parents' Committee for Primary and Lower Secondary Education)* is a separate website containing information in different languages connected with schools, learning and other topics that may be of interest to minority language parents.  
<http://www.foreldrenettet.no>
- *Migranett* – linked to *Euromigranett* – is the website of the Norwegian Institute for Adult Education and promotes the exchange of experience between teachers who work with minority language adults.  
<http://www.statvoks.no/migranett/>
- *MOA-nett* is the website of Cappelen publishing house and is intended for teachers who teach Norwegian as a second language. <http://noa.cappelen.no/>
- *The Centre for Competence Development in the Multicultural School* has its own website. This includes a list of the 48 focus schools (primary, lower secondary and upper secondary schools) the Centre collaborates with. The schools endeavour to be good models for bilingual education and to strengthen the multicultural perspective (better learning conditions for minority language pupils). From 1 January 2004 the Centre will be incorporated in the National Centre for Multicultural Education at Oslo University College.  
<http://www.hio.no/enheter/sefs> and <http://www.hio.no/enheter/nafo>
- *Minoritetsspråklige med særskilte behov (Minority language pupils with special needs)*. Torshov Resource Centre has its own website concerning minority language pupils with special needs.  
<http://www.statped.no/torshov>
- *Tema Modersmål (Talking about mother tongues)* is a Swedish website for everyone who is interested in issues connected to mother tongue education. Topic locations in 22 languages with examples of good practice are run proactively by mother tongue teachers. In addition the website contains information, a discussion forum and a collection of links. The website has been developed on assignment from the Swedish school authorities and can be found on the site for the Swedish National Agency for Schools Improvement.  
<http://modersmal.skolutveckling.se/>
- *UC2* is a nationwide resource centre for bilingualism and integration in Denmark. It includes a list of the centre's publications. <http://www.uc2.dk>
- *The Norwegian Agency for Quality Assurance in Education* makes decisions on applications for the approval of foreign education that minority language teachers may have undertaken in their home countries. The site gives information on approving higher foreign education, and on evaluation and accreditation of Norwegian education. In time it will provide a general overview of higher education in Norway.  
<http://www.nokut.no/>
- *BAZAR* – a website developed for asylum seekers, refugees and immigrants in Norway, and for all those who work with this group. The service includes community information, cultural knowledge, and information on Norwegian culture as well as allowing access to novels in minority languages and to news, newspapers and journals from all over the world. In addition to Norwegian, the content of BAZAR is presented in English, French, Albanian and Somali. BAZAR has been developed by the Deichmanske library in Oslo.  
<http://nyhuus.deich.folkebibl.no/deichman/bazar/index.html>
- *The website of the Norwegian Directorate of Immigration* is available for use for teaching and contains information on Norway's immigration and refugee policy, integration policy and work against racism and discrimination. <http://www.udi.no>
- *Statistics Norway's Immigration Statistics* represent an overview that gives statistics of immigration and immigrants. <http://www.ssb.no/emner/00/00/10/innvstat/>
- *Utrop.no* is a multicultural web portal for all ethnic minorities. It introduces newsletters that are sent out by e-mail every Monday. These include news, articles, information and other relevant matters.  
<http://www.utrop.no>

### Day care

- *TRAS (early recording of language development)*. Materials for mapping language functions at an early age have been developed. In collaboration with the Centre for Reading Research, Eikelund Resource Centre, the Centre for Behavioural Research and the Norwegian Institute for Special Education at the University of Oslo, the Bredtvet Resource Centre has compiled simple screening materials for use in health centres and

day-care institutions. Materials have been developed that consist of a TRAS observation form and a handbook. The materials have been compiled with a view to their use in day-care centres. Five series of regional courses were run in 2003 on the use of the materials.

- *Surveys of language proficiency.* The Ministry of Local and Regional Government has allocated funds to the district of Grorud in Oslo and to the municipality of Drammen to summarise and disseminate experience gained from trials of surveys of language proficiency in health centres and follow-up of this in day-care institutions and schools.
- *SATS og SPRÅK 4.* SATS represents the screening of the language of two-year-olds – in other words a surveying method developed by a specialist Norwegian environment for use in health centres. SPRÅK 4 consists of systematic observation materials that have been compiled with a view to revealing basic features of four-year-olds' language proficiency. The Directorate for Health and Welfare is currently working on professional guidelines for surveying children's sight, hearing and language. These guidelines should be available at the beginning of 2004. The target group for the guidelines is health personnel in primary and specialist health services, with main focus on the municipalities' health centre service and maternity departments in hospitals.
- *Booklets.* Two booklets compiled for the Ministry of Children and Family Affairs by Astrid Øygården Mjelve: *Antirasistisk arbeid i barnehagen (Anti-racist work in day-care centres)* (Q-0858, 1994) and *Hørt på maken – Tospråklig assistanse i barnehagen (Heard anything like it? Bilingual assistance in day-care centres)* (Q-0928, 1996).

### Primary and lower secondary schools

#### Language teaching

- *Strategy for promoting pleasure in reading and reading skills 2003-2007* is a strategy which aims to strengthen pupils' reading skills and motivation for reading and to increase teachers' competence in reading education. The strategy is intended for all pupils, including those from minority language backgrounds.
- *Examinations to measure reading skills.* National mapping examinations in Norwegian have been developed for the second, third, fifth, seventh and ninth grade years, along with observation materials for the first grade year and mapping examinations for foundation courses in upper secondary education. Guidelines in the use of the examinations in Norwegian have also been prepared for pupils with Norwegian as a second language. These can be found on the School Net: <http://skolenettet.ls.no/sprakmin>. Examinations for the second and third grade years have also been compiled in five languages for pupils from language minorities. This work will be extended to cover more languages and more levels.
- *Guidelines for mapping the language skills of ethnic minority pupils.* With funds from the Ministry of Education and Research, the County Governor in Oslo and Akershus has developed website-based guidelines that give schools a theoretical background for mapping language skills. This model aims to help distinguish between needs related to a second language and special educational needs, and it constitutes a method of approach for the practical work of mapping along with information on available mapping tools. The guidelines are now on <http://www.fylkesmannen.no/OsloOgAkershus> (under the link *Utdanning*), and will later be available on the website of the Norwegian Board of Education: <http://skolenettet.ls.no/sprakmin>
- *Guidance for bilingual tuition for language minorities in primary and lower secondary schools.* The Norwegian Board of Education has developed guidelines for working with minority language pupils in this part of the school system. These were sent to all schools, municipalities and county governors in January 2003, and provide ideas for organising and implementing the education of language minorities. The guidelines can be ordered from the Board.
- *Grant scheme for the production of teaching aids.* The Norwegian Board of Education administrates a grant scheme for the development and production of teaching aids for pupils from language minorities. The funds are allocated to teaching-aid producers through advertising and a comprehensive assessment of the applications received. New teaching aids for mother tongue and bilingual subject teaching in primary and lower secondary education are being developed with support from the Board. Information on available teaching aids for language minorities can be found on the School Net: <http://skolenettet.ls.no/sprakmin>
- *Language learning in a multicultural context.* The Board has initiated a cooperative project with the

Netherlands on classroom research associated with learning in a multicultural school. The report will be available at the turn of year 2003/2004.

- *Digital teaching aids.* The Board has started developing digital teaching aids. ZMEKK is an interdisciplinary teaching aid for use in mother tongue tuition and in bilingual education in mathematics, social studies and the science and environment subject for upper primary level pupils. *Årstidene (The Seasons)* is a story about concept development in the science and environment subject for language minorities at lower primary level. Interactive pupil activities constitute an important component in these teaching aids, and the tools will be available in autumn 2003 and spring 2004 respectively.
- *ICT in multicultural schools.* The Ministry and the City of Oslo have implemented a three-year project on ICT and learning in the multicultural school. The project aims to investigate the opportunities ICT provides in schools where there are many pupils with different cultural and language backgrounds, and to test how ICT can assist in creating new and flexible learning arenas. Vahl school, Jordal school and Elvebakken upper secondary school in Oslo are taking part in the project. Vahl school has chosen to have the main focus on the teaching of writing, reading and language.  
<http://www.skoleetaten.oslo.kommune.no/default.asp?page=/Prosjekter/Nasjonale-prosjekter&id=48179>
- *LEXIN* consists of illustrated website-based dictionaries for pupils from language minorities, and assigns particular importance to user-friendliness. LEXIN is located on <http://skolenettet.ls.no/sprakmin> where there are dictionaries in Norwegian and Tamil along with Norwegian/English dictionaries with pictures and explanations and a picture glossary with text in Tamil, English and both forms of Norwegian. In spring 2004 dictionaries in Norwegian/South Kurdish and Norwegian/North Kurdish will also be available. The University of Bergen has compiled the LEXIN dictionaries on commission from the Norwegian Board of Education. Others with multicultural backgrounds and pupils with reading and writing difficulties can presumably also benefit from the dictionaries.

#### *Learning environment, efforts against racism and discrimination and cooperation between home and school*

- *Amendment to Chapter 9a of the Norwegian Education Act.* The amendment will give pupils and parents greater user participation, for example through a clearer right of appeal and the fact that the schools' obligations will be clarified – particularly with regard to the psychosocial environment.
- *Strategic plan for the learning and childhood environment.* More information on this strategy can be found on the Norwegian Board of education's website on this subject (see list of websites).
- *Manifesto against bullying.* More information on this strategy can be found on the Norwegian Board of Education's website on the learning and childhood environment (see list of websites).
- *Human rights.* In the school year 2002/2003 human rights was included as a national optional subject. More information on this strategy can be found on the Norwegian Board of Education's website on the learning and childhood environment (see list of websites).
- *The puzzle method.* The Board has supported the development of this method of learning. It has been compiled to strengthen cooperation, sense of belonging and equality in schools. The Board supports the evaluation of this method and the dissemination of experience from and information on it. The Norwegian Institute for Urban and Regional Research will cooperate with Drammen municipality to evaluate the use of the puzzle method as a tool in anti-racist and multicultural work.
- *MIXCITY.* The Board has supported the production of a digital role-play for young people developed by the Centre for Combating Ethnic Discrimination. This resource is available for all schools on the School Net and LOM from school start in 2003, and information will be given through several channels.
- *Development of learning resources for the work against racism and discrimination.* Together with the Centre for Studies of Holocaust and Religious Minorities in Norway, the Board will develop a learning resource based on the Centre's future exhibition at Villa Grande in the Bygdøy district of Oslo. This material will be made available for schools via the Internet.
- *Tell your children about it.* The Board has translated the Swedish work on Holocaust in Europe at its website LOM. Plans and rules for combating racism and discrimination that schools have sent in can also be found here, along with short stories, pictures and artistic works from pupils.
- *Minority language parents – a resource for pupils' education in schools* is a three-year project run by the National Parents' Committee for primary and lower secondary education with funds from the Ministry of



Education and Research. The main goals of the project are to increase the confidence of parents from ethnic minority backgrounds and to strengthen their role as parents so that their children function well in a multicultural society. Cooperation between home and school will also be reinforced.

- *Family Learning*. The Norwegian Institute for Adult Education collaborates with schools in Oslo in a pilot project on parents and help with homework. The model originated in England.
- *Grant scheme – activities for young people in large urban communities*. Through this grant, which has been allocated to ten of the countries' boroughs, the Ministry of Children and Family Affairs supports activities and projects that aim at preventing drop-out throughout the school system.
- *Parent counselling programme*. The Ministry of Children and Family affairs has started this programme as a preventive measure that will offer support to carers and contribute to preventing psychosocial problems in children and young people. Materials that describe the interaction between teachers, pupils and parents have been developed through the programme for use in schools (DVD, guidance booklets etc.). A pilot project has been carried out for parents with ethnic minority backgrounds based on the parent counselling programme. The project will continue.

### Upper secondary education

- *The Follow-up Service* has had its work against dropping out reinforced. In a project that the Norwegian Board of Education is responsible for, particular focus will be given to minority language pupils.
- *Straight into apprenticeship after lower secondary school*. In spring 2003 the Storting resolved that pupils must be able to go straight into apprenticeships after lower secondary school without expert assessment from the Educational-Psychological Service (see section 3-3 (3), second point of the Norwegian Education Act, and first subsection of section 11-12 of the regulations to the Education Act). It is presumed that greater flexibility with regard to alternative ways to the trade/journeyman certificate will lead to more pupils completing upper secondary education.
- *Testing of work-related competence*. This method of assessing total qualifications has proved to be well-suited to evaluating a person's specific abilities to practise an occupation. Those entitled to take upper secondary education who would like to have their total qualifications assessed – either as a basis for admission to education or to shorten their educational career, or to enable them to start work – have the right to have their vocational qualifications documented. The county authority is obliged to make such assessments of total qualifications. If requested by other bodies, those who are not entitled to take upper secondary education may also have their work-related competence tested.
- *Methodology guidelines*. The Norwegian Board of Education's work on language minorities in all areas of study (1995) contains some information on migration pedagogy and on Norwegian as a second language.
- *Booklet of ideas* describes foreign language pupils as a resource in upper secondary school (the former Ministry of Education, Research and Church Affairs, 1993), and the handbook with the same title from 1995 gives an overview of the various measures that have been tried out in upper secondary schools.
- *Interactive Norwegian as a second language* – a course launched by the Norwegian Institute of Adult Education.

### Higher education and teacher training

- *Framework plans for teacher training*. The multicultural perspective is intensified in the framework plans for all teacher training, including the one-year programme in pedagogy and didactics. The multicultural and international aspects are to be included in the work on the various subjects for all students.
- *Basic education in reading, writing and mathematics*. The Ministry of Education and Research has submitted new framework plans for teacher training in which a compulsory unit of 30 study points has been included on basic education in reading, writing and mathematics. In addition, a greater opportunity of choice has been given to enable students to distinguish themselves in in-depth modules. This also applies to in-depth studies in Norwegian. The new plans will come into effect from and including the 2003/2004 study year.
- *Competence development, continuing education*. One of the core tasks of the National Centre for Multicultural Education is competence development in the fields of migration pedagogy and Norwegian as a second language.

The Centre's work follows a strategy that gradually incorporates new areas into the activities. In spring 2003 the Centre carried out continuing education for teachers in almost all counties (including bilingual teachers), head teachers, Educational-Psychological services, those responsible for school subjects, and pedagogical counsellors. The objectives of the courses include initiating change projects in schools and building networks between key players in competence development. This work will be continued.

- *Campaign for recruiting teachers.* The Ministry conducted a campaign in 2001 and 2002 to increase recruitment to teacher training. In the campaign, special attention was paid to those from minority language backgrounds.
- *Approval of foreign education.* The schemes for approving higher education from abroad have been improved. The National Agency for Quality Assurance in Education handles applications on the general approval of foreign qualifications.
- *As part of the action plan to combat racism and discrimination,* and after advertising in 2003, the Ministry of Education and Research allocated a total of NOK 1,875,000 to programmes at universities and university colleges, with particular emphasis on teacher training. University colleges in Akershus, Hedmark, Oslo, Sør-Trøndelag and Telemark as well as the Sami University College were granted funds.
- *Motivation seminars.* The Pakistani student community has for ten years arranged motivation seminars to increase the recruitment of young people from ethnic minorities to higher education. The Ministry has given funds to these activities.
- Oslo University College holds annual information meetings on counselling and giving guidance to minority language students for counsellors, school administrators etc. in the region.
- In autumn 2002 Oslo University College started multicultural teacher training with support from the Ministry.
- Queen Maud's College of Early Childhood Education in Trondheim has received support from the Ministry for the recruitment of students from ethnic minority backgrounds and for the special adaptations required.
- With support from the Ministry, Buskerud University College has developed a general course of teacher training centred on the multicultural aspect.
- Bergen University College has received funds from the Ministry for teacher training programmes for minority language students.
- The University of Oslo has been given support for various measures for recruiting and special provisions for minority language students.

### Adult education

- *Opplæringsplan i norsk med samfunnskunnskap for voksne innvandrere, KUF 1999.* (Training curriculum in Norwegian with social studies for adult immigrants, former Ministry of Education, Research and Church Affairs, 1999.) The Norwegian Board of Education.
- *Norsk med samfunnskunnskap for voksne innvandrere – Retningslinjer og informasjon.* (Norwegian with social studies for adult immigrants – Guidelines and information.) F-4058.
- *Høring – opplæring i norsk og samfunnskunnskap for innvandrere – forslag til ny lovfestet ordning og ny finansieringsordning.* (Consultative paper – education in Norwegian and social studies for immigrants – proposal for new statutory scheme and new financing scheme.) The deadline was 16 October 2003. A new curriculum is being developed as part of the scheme with 300 lessons of teaching that include 50 lessons in social studies (The Norwegian Board of Education/the Norwegian Institute for Adult Education). Examinations will be compiled based on this curriculum (Norwegian Language Test).
- *The use of ICT in Norwegian education for adult immigrants.* The project is taking place in ten municipalities and was initiated by the Ministry of Education and Research and the Ministry of Local and Regional Government. The Norwegian Institute for Adult Education is leading the project which is to last for two years, ending in 2004. The goal is to increase the use of ICT to raise the quality of the tuition and give it greater flexibility. Funds have been allocated to follow-up research.
- *Introduction programme for newly-arrived immigrants and refugees.* The Norwegian Act no. 80 of 4 July relating to the introductory scheme for newly-arrived immigrants comes into effect as a compulsory arrangement for the municipalities in September 2004. The municipalities will be under the obligation to organise the introductory programmes for newly-arrived immigrants resident in the municipalities accord-

ing to this Act. The Act came into effect as a voluntary scheme for the municipalities on 1 September 2003 and has since been used by several of them. The Norwegian Directorate of Immigration is responsible for monitoring the municipalities' implementation of the Act and for assisting them with teaching and guidance.

- *Kunnskapsgrunnlaget (The knowledge base)* – a project run by the Norwegian Institute for Adult Education to monitor the number of adults who exercise their right to primary, lower secondary and upper secondary education, including the subjects they take and the duration of the education. The project is intended for the whole population, but part of it will particularly apply to immigrants' use of educational entitlements.
- *Migransk* – a project run by the Norwegian Institute for Adult Education. A multimedia-based training programme for minority language adults. The alphabetisation module and the general component are ready for use, and a working life module is being compiled.
- *NynorskPluss+* is an aid for teaching immigrants in New Norwegian and can be a good alternative for many immigrants who choose to settle in a New Norwegian district. NynorskPluss+ fulfils the requirements of the curriculum in Norwegian with social studies for adult immigrants. Kunnskap.no is used as a learning platform, and allows differentiation, evaluation and individual adaptation. NynorskPluss+ is available free on the Website for adult participants who are entitled to Norwegian education.  
<http://skolenettet.ls.no/nynorskpluss>
- The Norwegian Institute for Adult Education has several activities and projects aimed at flexible education for adults, and collaborates with municipalities, schools and city districts on various programmes: the model for family learning, theoretical tuition for the driving licence test, work practice, language practice, theme booklets on social studies for use in Norwegian education for the group with the least schooling from their home countries (for example booklets on the body and health, family and society etc.).
- The Norwegian Institute for Adult Education collaborates with the Norwegian Directorate of Immigration on basic training for local government employees on the introduction programme for newly-arrived immigrants. Eighteen booklets have been produced in cooperation with the Norwegian Association for Local and Regional Authorities, the Norwegian Directorate of Labour and this Institute.
- *Dyslexia and hearing impairment in minority language persons*. The Oslo Network (that includes the Norwegian Institute for Adult Education) is developing tests to reveal dyslexia and hearing impairment in minority language persons.
- *Nettnorsk for innvandrere (Norwegian for immigrants on the Website)*. The Norwegian Institute for Adult Education is launching an interactive course in Norwegian for immigrants. It is available on the website and is free. Course participants follow the curriculum for upper secondary schools and learn literary history and language history, and study various types of texts and grammar. The course places considerable emphasis on practical and interactive task-resolving during the process, and on illustrative graphics and animation. <http://www.vox.no/nettnorsk>
- *Veien videre (The road ahead)* is website-based tuition in Norwegian at primary and lower secondary levels for adult immigrants, developed at Nygård school in Bergen in collaboration with the Norwegian Institute for Adult Education and Grieg Multimedia.

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<sup>24</sup> From 15 June 2004; Directorate for Primary and Secondary Education, [www.utdanningsdirektoratet.no](http://www.utdanningsdirektoratet.no)

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