



**OECD Thematic Review on Migrant
Education**

**Country Background Report
for Norway**

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SECTION I: NOTE FROM THE OECD

INTRODUCTION

This national report is an output of the OECD Thematic Review of Migrant Education. It provides facts and existing evaluative information on migrant education in Norway following the OECD's guidelines for country background reports for this review (EDU/EDPC/MI(2009)3). Information provided by Norway in this report will be consolidated with additional facts or counter-facts compiled during the OECD's fact-finding mission to Norway and will feed into both the OECD's report on Norway and the synthesis report as the final output of the OECD Thematic Review on Migrant Education.

BACKGROUND TO THIS REPORT

Norway has provided this report to answer the overarching policy question of the OECD Thematic Review of Migrant Education:

What policies will promote successful education outcomes for first- and second-generation migrants?

The report presents information on three major areas:

ACCESS

- Do immigrant pupils have the same opportunities to access quality education as their native peers?
- What policies can ensure access to quality education for immigrant pupils, especially those from low socio-economic backgrounds?

PARTICIPATION

- Do immigrant pupils participate (enrol and complete) as much as their native peers?
- What are the effective re-integration programmes for early school leavers, preventive interventions for potential early school leavers, and introductory programmes for newly arrived immigrant pupils to encourage better integration into school?

LEARNING OUTCOMES

- Do immigrant pupils perform as well as their native peers?
- What are the critical factors that explain the high performance or low performance of immigrant pupils (1st and 2nd generation)?

- What are the most effective integration policies and practices to raise the performance of immigrant pupils?

The report follows guidelines prepared by the Secretariat based on recommendations made by the *ad hoc* group on indicators chaired by Mr. Anders Widholm of Sweden within the Group of National Experts on the Education of Migrants.¹

MAJOR AIMS OF THIS REPORT

The focus of this report is on migrant education policies and practices. However, some information on general immigration and integration policies and approaches is provided in order to place education policies in overall national policy contexts. There are two major aims:

1. **Descriptive:** To present the current picture of what is happening in terms of immigrant children's access to, participation in and performance at school, and what interventions are working and not working.
2. **Analytical:** To present why certain interventions are working and others are not working (*e.g.* evaluative information done by research).

INTERNATIONAL DEFINITIONS USED IN THIS REPORT

IMMIGRANT STATUS

FIRST-GENERATION IMMIGRANT PUPILS

- Pupils who were born outside the country of assessment and whose parents were also born in a different country.

SECOND-GENERATION IMMIGRANT PUPILS

- Pupils who themselves were born in the country of assessment but whose parents were born in a different country, *i.e.* pupils who are following/have followed all their pre-school/schooling in the country of assessment.

FOREIGN NATIONALS

- Individuals not holding citizenship of the country of residence.

NATIVE PUPILS

- Pupils who themselves were born in the country of assessment with at least one parent born in the country of assessment.

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1. The Secretariat wishes to thank the delegates of Australia, Belgium (Flemish), Denmark, Finland, Italy, Ireland, New Zealand, Norway, Sweden, and the UK for their interventions at the 1st meeting and/or their follow-up interventions *via* emails.

LEVEL OF EDUCATION

Definitions respect the International Standard Classification of Education (ISCED)²:

ISCED 0: PRE-PRIMARY EDUCATION

- Pre-primary education (ISCED 0) is defined as the initial stage of organised instruction, designed primarily to introduce very young children to a school-type environment, that is, to provide a bridge between home and a school-based atmosphere. ISCED 0 does not include early childhood care services as they are not considered as 'organised instruction'.

ISCED 1: PRIMARY EDUCATION

- This level is compulsory in all countries and generally begins between five and seven years of age and lasts from four to six years.

ISCED 2: LOWER-SECONDARY EDUCATION

- This level continues the basic programmes of the primary level, although teaching is typically more subject-focused. Usually, the end of this level coincides with the end of compulsory education.

ISCED 3: UPPER-SECONDARY EDUCATION

- This level generally begins at the end of compulsory education. The entrance age is typically 15 or 16 years. Entrance qualifications (end of compulsory education) and other minimum entry requirements are usually needed. Instruction is often more subject-oriented than at ISCED level 2. The typical duration of ISCED level 3 varies from two to five years.

ISCED 4: POST-SECONDARY NON-TERTIARY LEVEL OF EDUCATION

- ISCED 4 straddles the boundary between upper-secondary and post-secondary education from an international point of view. Although their content may not be significantly more advanced than upper-secondary programmes, they serve to broaden the knowledge of participants who have already gained an upper-secondary qualification.

ISCED 5: TERTIARY EDUCATION

- Post-secondary education is either: 1) Type A – largely theory-based with a minimum cumulative theoretical duration (at tertiary level) of three years' full-time equivalent, although it typically lasts four or more years; or 2) Type B – practical, technical or occupational skills-based with a minimum duration of two years full-time equivalent at the tertiary level.

2. OECD (2004) OECD Handbook for Internationally Comparative Education Statistics: Concepts, standards, definitions and classifications.

TYPE OF SCHOOL

PUBLIC SCHOOL

- An institution is classified as public if ultimate control rests with 1) a public-education authority or agency or, 2) a governing body (Council, Committee, etc.) most of whose members are appointed by a public authority or elected by public franchise.
-
-

YEAR COVERED

Unless otherwise specified, information is provided for the 2006/07 school year or the year 2007.

SECTION II: MIGRANT EDUCATION IN NORWAY

The report consists of five parts:

- Part I. General information
- Part II. Quantitative data and research evidence
- Part III. School policies and practices
- Part IV. Role of community
- Part V. Government policies and approaches

PART I. GENERAL INFORMATION

List of abbreviations:

Ministry of Education and Research /BA, OA, UH (teacher training), AIK

Ministry of Labour and Social Inclusion (AID)

Integration and Diversity Directorate (IMDI)

Directorate of Education and Training (Udir)

Ministry of Local Government and Regional Development (KRD)

Ministry of Children and Equality (BLD)

1. SOCIO-ECONOMIC AND REGIONAL CONTEXTS

1.1 Evidence on the socio-economic context of immigrant pupils

Children from a migrant background are clearly more at risk of living in households with less financial resources than what children in general are. The most recent data suggest that children with a migrant background from Eastern Europe, Africa, Asia or Latin America face a risk of living in a household with persistent low-income that is five to six times higher than children in general. Of the total number of children in low-income households in Norway, 40% are children with a migrant background.

Table 1:

Despite the fact that children with a migrant background in general are overrepresented among low-income households, there is considerable variation depending, for instance, on the parents' country of origin. Whereas children with a background from countries such as Sri Lanka, Philippines or India have a relatively small risk of living in low-income households, the risk is substantially higher for

children whose parents come from such countries as Pakistan, Turkey or Somalia. Important explanations behind this variation are differences in work attachment of the parents, as well as differences in the number of children in the household.

Table 1			
Children in households with persistent low-income.			
Two different low-income definitions. 2006			
	OECD-		EU-
	definition		definition
Per cent			
Children <18 ys. of age	4.4		7.0
Children <18 ys. of age with a migrant background	26.4		35.5
Children <18 ys. of age with a migrant background from Eastern Europe, Asia, Africa or Latin America	27.8		37.5
The number of children			
Children <18 ys. of age	43 000		67 000
Children <18 ys. of age with a migrant background	19 000		26 000
Children <18 ys. of age with a migrant background from Eastern Europe, Asia, Africa or Latin America	19 000		25 000
Source : Statistics Norway, Income Statistics for Households			
Persistent low income:			
An average household equivalent three year income for the years 2004, 2005 and 2006 below the (average) low-income threshold for the same years.			
Low-income threshold:			
OECD-definition: Household income adjusted by the old OECD scale ¹ less than 50% of the median equivalent income for the years 2004-2006.			
EU-definition: Household income adjusted by the "modified" OECD scale ² less than 60% of the median equivalent income for the years 2004-2006.			
¹ The "old" OECD equivalence scale assigns a value of 1 to the first adult in the household, 0.7 to each other adult, and 0.5 to each child.			
² The "modified" OECD equivalence scale assigns a value of 1 to the first adult in the household, 0.5 to each other adult, and 0.3 to each child.			

Table 2

The proportion of children 0-15 years in families with persistent low-income, by country of origin. Three year period 2002-2004². OECDs and EUs low-income definitions

	Per cent with persistent low-income		Number of economically actives in family		Average family size
	OECD-50	EU-60	None ⁴	Two or more ⁵	
All children	3.5	5.6	4.0	52,4	4,2
No migrant background	2.1	3.8	2.9	54,4	4,2
With migrant background ³	22.1	29.7	17.9	24,5	4,7

Country of origin :

Western-Europe, North-America and Oceania

	9.6	13.2	3.9	41,6	4,3
Here of:					
Denmark	7	10	5	48	4,3
Finland	3	6	2	45	4,0
Iceland	8	13	4	43	4,4
Sweden	7	10	5	47	4,2
Netherlands	9	13	4	47	4,6
UK	18	21	4	28	4,4
Germany	10	15	2	40	4,4
USA	15	18	3	27	4,5
Eastern-Europe	14.2	20.6	11.8	34,1	4,4
where of:					
Croatia	9	13	9	43	4,2
Serbia and Montenegro	23	32	18	22	4,8
Russia	23	30	18	16	3,9
Bosnia-Herzegovina	6	12	7	49	4,2
Macedonia	16	21	12	29	4,6
Poland	8	12	7	37	3,9
Asia, Africa, Latin- America and Turkey	25.4	33.8	21.0	20,2	4,8
where of:					
Turkey	25	36	15	16	4,4
Eritrea	12	18	15	32	4,5
Ethiopia	27	38	41	17	4,8
Morocco	29	38	25	12	4,9
Somalia	43	50	46	4	5,7
Afghanistan	54	69	53	3	5,9
Sri Lanka	6	8	2	46	4,3

The Philippines	5	7	6	48	4,1
India	8	11	3	43	4,2
Iraq	42	55	42	5	5,4
Iran	17	26	25	18	4,3
Pakistan	35	45	13	11	5,4
Vietnam	10	16	11	38	4,4
Chile	8	13	9	31	4,1

² Excludes children in families with financial wealth larger than NOK 250 000 per consumption unit.

³ Born abroad or born in Norway of two parents born abroad

⁴ None economically actives in any of the years 2002-004

⁵ At least two economically actives in all of the years 2002-2004

Source: Table 8.4 in Epland, J. and M. I. Kirkeberg (2007):

Barn i lavinntektsfamilier 1996-2004, Reports 2007/33, Statistics Norway

1.2 Regional context: the three 'cities' or 'municipalities' that have the largest immigrant populations

Cities or regions	Total population	Share of immigrant population in the total population (%)	Up to five main immigrant groups (country of origin) in decreasing order of importance (e.g. China, Pakistan, India)	Data source and year
1. Oslo	560 484	139 878 25%	Pakistan 20313 Somalia 9708 Sweden 8118 Sri Lanka 7127 Poland 6581	Statistics Norway January 2008
2. Bergen	247 746	23 682 9.6%	Poland 2022 Iraq 1535 Vietnam 1229 Chile 1201 Sri Lanka 1061	
3. Stavanger	119 586	16 636 13.9%	UK 1337 Poland 1272 Turkey 1104 Somalia 669 Denmark 669	

The immigrant population is in this connection defined as persons without former connection to Norway and who have immigrated physically to Norway in addition to persons born in Norway of immigrants.

1.3 Regional context: the city/region that has the biggest immigrant population

The city of Oslo has the largest immigrant population in Norway. The share of immigrant population in the total population is, as stated above, 25 percent. The administration of the education sector in Oslo is divided into seven areas. These areas do not correspond with the administrative units of Oslo (15).

The areas/districts with the highest concentrated immigrant population are: Søndre Nordstrand, 34 980 total population, 44.2% immigrants, of which 41.2% are non-Western; Alna 45 114 total population, 40.5% immigrants, 38.4% non-Western (Source Statistics Norway, the City of Oslo).

The results from Oslo deviate from the rest of the country in that the results of the pupils in the national tests (in reading skills) are above the average score. This may be caused by other factors which correlate with the size of the municipality, for example the social background of the pupils. Social background variables do not fully explain the differences found between Oslo and other municipalities (see Table 1) although they explain municipal differences in the rest of the country. Further analyses are now being performed to obtain a better understanding of why the pupils in Oslo achieve good results in the national tests. For further information on the share of minority pupils in Oslo schools, the following statistics may be consulted (Statistics Norway, The city of Oslo):

<http://www.utdanningsetaten.oslo.kommune.no/>

School in Oslo is multicultural, with 38% pupils with immigrant backgrounds representing 125 different languages. Of a total of 19 602 pupils with a migrant background, 11 975 receive particular language training in Norwegian for language minority pupils/students and 4285 pupils receive training in their mother tongue and/or bilingual instruction in non-language topics (23 languages).

The budget allocation for the primary schools is decided by the city council. One criterion is the number of pupils with a migrant background. These pupils receive special language training for one year, after which they enter ordinary classes. Some schools have set up special groups for newly arrived pupils, where they receive all their teaching. Schools receive earmarked funds for these groups.

The budget for lower-secondary school is decided in the city council. Extra funding is given to allow schools to adapt their teaching to the different needs of the pupils, based on three criteria: Rate of pupils having an average grade lower than a given threshold, number of migrant pupils needing extra assistance in Norwegian or English and/or number of pupils with special-education needs.

The municipal education sector works systematically in documenting the results of the pupils in various tests, questionnaires, and through documenting their grades, absence and so on. This information is the basis for developing the schools to enhance the learning output for each pupil.

The municipality of Oslo has a web-site (The Quality Portal) with information about each school with respect to resource allocation, number of pupils with minority background, number of teachers and the (average) results of the pupils. For more information consult

<http://www.utdanningsetaten.oslo.kommune.no/kvalitetsportalen-oslo>.

Furthermore, the municipality of Oslo emphasizes the improvement of reading and writing skills of the pupils. These efforts are particularly focused on pupils with a migrant background. In 2005, the municipality reintroduced a general curriculum for all pupils in Oslo schools. At the same time, a project “Forsterket tilpasset norskopplæring” was introduced, aiming at strengthening the teaching in Norwegian for language minorities in an inclusive setting. This project has been evaluated by the University of Oslo and Hedmark University College. Other projects, such as homework-assistance, are mentioned.

1.4 Regional context: areas of the city/municipality identified as ‘deprived areas’

Please see 1.3 above

2. CHARACTERISTICS OF IMMIGRANT PUPILS

2.1 Evidence of immigrant pupils’ proficiency in the language of instruction (L2) for first- and second-generation immigrant pupils

There are no tests on the immigrant pupil’s arrival at a school. But within schools there are different ways of assessing the language proficiency of the pupil. For further information on the results of immigrant pupils in Norwegian in national tests, see II, 2.5.

2.2 The average duration of stay of immigrant children

The average duration of stay of the immigrant children the past 15 years has varied between 4 and 6.1 years.

Please see dataset below (2.3).

2.3 The average age of arrival of immigrant children for the past 15 years

The average age of arrival of the immigrant children the past 15 years has varied between 10.6 years and 11.5 years.

Average age and duration of stay, first-generation immigrants between the ages of 0-17 years. 1/1/1993 - 1/1/2008

Time	Persons	Mean
01/01/2008	Average age, immigrants 0-17 years of age:	11,0
01/01/2008	Average duration of stay, immigrants 0-17 years of age :	4.6
01/01/2007	Average age, immigrants 0-17 years of age:	11.2
01/01/2007	Average duration of stay, immigrants 0-17 years of age	4.8
01/01/2006	Average age, immigrants 0-17 years of age:	11.3
01/01/2006	Average duration of stay, immigrants 0-17 years of age	4.8
01/01/2005	Average age, immigrants 0-17 years of age:	11.3
01/01/2005	Average duration of stay, immigrants 0-17 years of age	4.8
01/01/2004	Average age, immigrants 0-17 years of age:	11.3
01/01/2004	Average duration of stay, immigrants 0-17 years of age	4.8
01/01/2003	Average age, immigrants 0-17 years of age:	11.4
01/01/2003	Average duration of stay, immigrants 0-17 years of age	4.9
01/01/2002	Average age, immigrants 0-17 years of age:	11.4
01/01/2002	Average duration of stay, immigrants 0-17 years of age	6.1
01/01/2001	Average age, immigrants 0-17 years of age:	11.3
01/01/2001	Average duration of stay, immigrants 0-17 years of age	4.8
01/01/2000	Average age, immigrants 0-17 years of age:	11.2
01/01/2000	Average duration of stay, immigrants 0-17 years of age	4.8
01/01/1999	Average age, immigrants 0-17 years of age:	11.4
01/01/1999	Average duration of stay, immigrants 0-17 years of age	5.2
01/01/1998	Average age, immigrants 0-17 years of age:	11.5
01/01/1998	Average duration of stay, immigrants 0-17 years of age	5.1
01/01/1997	Average age, immigrants 0-17 years of age:	11.4
01/01/1997	Average duration of stay, immigrants 0-17 years of age	5.0
01/01/1996	Average age, immigrants 0-17 years of age:	11.2
01/01/1996	Average duration of stay, immigrants 0-17 years of age	4.7
01/01/1995	Average age, immigrants 0-17 years of age:	10.9
01.01.1995	Average duration of stay, immigrants 0-17 years of age	4.3
01.01.1994	Average age, immigrants 0-17 years of age :	10.7
01.01.1994	Average duration of stay, immigrants 0-17 years of age	4.0
01.01.1993	Average age, immigrants 0-17 years of age :	10.6
01.01.1993	Average duration of stay, immigrants 0-17 years of age	4.2

3. FAMILY BACKGROUNDS

3.1 Socio-economic backgrounds of average immigrant parents

Please see below, 3.2.

3.2 The occupational and educational backgrounds of average immigrant parents

Participation in work, family situation and different immigrant groups

Statistics Norway (SSB 2008) has presented the results from a survey of the number of immigrants employed, age and marital status and whether they have children living at home with them. The figures show that the total participation in working life in the population above 15 years of age is 70 per cent and that it is in the 35 -49 age group we find the highest percentage of participation in working life, that is 84 per cent. The percentage of employed persons is higher among men than women, 73 per cent and 67 per cent respectively.

The percentage of employed among non-Western immigrants is 54%. In the same group the male percentage is 60% and the female percentage is 48%. The figures for immigrants from Eastern Europe are 59% in total, 62% for men and 56% for women.

For the immigrant group from Asia, the total figure for employed persons is 53%, 60% for men and 47% for women. A total of 45% of the immigrant population from Africa is employed, 51% men and 37% women. A total of 63% of immigrants from southern and central America are employed, 69% of the men and 57% of the women.

In the total population the group of people with joint children, the percentage of active participation in working life is 87%. A total of 85% of the married couples with children are employed, while there is 75% participation in working life among singles with children.

Among non-Western cohabiting immigrants, 67% are employed. Among the married couples with children, 59% are employed while in the category of singles 46% are employed. In the immigrant population from Asia the figures are rather similar, 67% are employed among cohabiting couples with children, 57% among the married couples with children and 46% for singles with children. Eastern European immigrants have almost the same number for married and cohabiting couples with children, that is 68%, whilst 57% of singles with children are employed.

For the immigrant population from Africa the difference is bigger, with 59% employed in the category cohabiting with a joint child, 49 per cent employed in the category married with children and 33 per cent in the group single with children.

The immigrant population from South and Central America has the largest percentage of employed, that is 77% in the group with joint children, 69 per cent among the married couples with children and 61 per cent among singles with child/children.

PART II. QUANTITATIVE DATA AND RESEARCH EVIDENCE

1. BASIC AGGREGATE DATA ON IMMIGRANT PUPILS (TABLES 1.1-1.6)

Table 1.1. Enrolment numbers (public and private schools, 2006/07)

Enrolment number = number of pupils enrolled in each level of education (the count of pupils studying in the beginning of the school/academic year).

Country	Level of education	Type of education	Total number of pupils enrolled ¹	Number of native pupils enrolled ²	Number of immigrant pupils enrolled		
					First-generation	Second-generation	Foreign national ³
	Pre-primary childcare	0-2-year-olds	174 677	157 174	1 960	15 543	8 401
	ISCED 0	3-5-year-olds	173 372	156 765	3 922	12 685	6 532
	ISCED 1	6-12-year-olds	432 602	395 118	16 143	21 341	15 270
	ISCED 2	13-15-year-olds	189 163	173 695	8 806	6 662	6 375
	ISCED 3	Public	213 200	195 148	12 924	4 928	8 298
		Private	21 441	20 780	384	277	688

Notes:

¹ For ISCED 0-2: Total number of pupils enrolled by ISCED-level = Total population by age (Pre-primary = 0-2-year-olds, ISCED 0 = 3-5-year-olds, ISCED 1 = 6-12-year-olds. For ISCED 3: Enrolment data

² Number of native pupils enrolled = Total population excluding immigrants and Norwegian-born by two immigrant parents (here: first- and second-generation)

³ Foreign nationals are defined according to foreign citizenships from first- and second-generation immigrants.

Table 1.2. Net enrolment rate (public schools, 2006/07)

Net enrolment rate = the share of children of the specified age group enrolled in the corresponding level of education (in percentage)

Country	Level of education	Official age range per level of education	Overall enrolment rate (%)	Enrolment rate of native pupils (%)	Enrolment rate of immigrant pupils (%)		
					First generation	Second generation	Foreign national
	Pre-primary childcare ¹	0(1)-2	42	m	m	M	m
	ISCED 0 ¹	3-5	93	m	m	M	m
	ISCED 1 ²	6-12	100	100	100	100	100
	ISCED 2 ²	13-15	100	100	100	100	100
	ISCED 3	16-19	74 ³	75	59	73	61 ⁴

Notes:

¹ Enrolment in both public and private institutions is included as 54% of children in pre-primary and ISCED 0 are enrolled in public institutions, and the remaining 46% are in private institutions.

² Children in Norway aged 6-15 do not only have the right to compulsory education (ISCED 1 and 2) but are obliged to participate (mandatory). Enrolment rate is set to 100%.

³ Enrolments aged 16-19 in ISCED 3, public institutions (180 818) is used as a numerator. Population aged 16-19 (244 387) is used as a denominator to determine overall enrolment rate in public institutions.

⁴ Foreign enrolments aged 16-19 in ISCED 3, public institutions (5 414) is used as a numerator. Foreign nationals aged 16-19 are defined according to foreign citizenships from first- and second-generation immigrants and used as a denominator (8 855).

Table 1.3. Drop-out rate (public schools, 2006/07)

Drop-out rate = the share of pupils enrolled in the specified level of education at the beginning of the school year who have left the school system before the beginning of the next school year without completing the level (as a percentage).¹

Country	Level of education	Overall drop-out rate (%)	Drop-out rate of native pupils	Drop-out rate of immigrant pupils (%)		
				First generation	Second generation	Foreign national
	Pre-primary childcare	a	A	A	a	a
	ISCED 0	a	A	A	a	a
	ISCED 1	n	n	N	n	n
	ISCED 2	n	n	N	n	n
	ISCED 3	45	4,3	66	38	69

Notes:

1. Percentage of early school leaver by national status is introduced in the European Commission (2006), Efficiency and Equity in European Education and Training Systems COM(2006)481 Final, November, p70, based on the Eurostat Labour Force Survey (2005).

Table 1.4. Grade repetition rate (public schools, 2006/07)

Grade repetition rate = the share of pupils enrolled in the specified level of education who are enrolling in the same grade or year of study of the same education programme for a second or further time (as a percentage).

Country	Level of education	Overall grade repetition rate (%)	Grade repetition rate of native pupils (%)	Grade repetition rate of immigrant pupils (%)		
				First generation	Second generation	Foreign national
	Pre-primary childcare	a	a	a	A	A
	ISCED 0	a	a	a	A	A
	ISCED 1	n	n	n	N	N
	ISCED 2	n	n	n	N	N
	ISCED 3 ¹	2.8	2.6	5.3	2.0	5.0

Notes:

¹ Only ISCED 3A enrolments have been considered.

Reading first generation in ISCED 3: 6011 first-generation immigrants were enrolled in a ISCED 3A programme as of October 2006, where 321 were enrolled in the same educational programme at the same class level the previous year (October 2005) – 321/6011 gives the proportion 5.3.

Table 1.5. Transition rate (2006/07 - 2007/08)

Transition rate = the share of pupils enrolled in the final grade of the specified level of education in the 2006/07 school year who have been admitted to a higher level of education in the 2007-08 school year (in percentage).

Country	Level of education	Overall transition rate (%)	Transition rate of native pupils (%)	Transition rate of immigrant pupils (%)		
				First-generation	Second-generation	Foreign national
	Pre-primary childcare	a	a	a	a	a
	ISCED 0	100	100	100	100	100
	ISCED 1	100	100	100	100	100
	ISCED 2 ¹	97,1	97,6	88,3	97,6	m
	ISCED 3 ¹²	37,0	36,4	41,5	48,1	m
	ISCED 4 ¹					

Notes:

Reading ISCED 2: 97.1% of the pupils completing the final grade of ISCED 2 in 2006/2007 were enrolled in ISCED 3 at the beginning of the academic year 2007/2008.

¹ Transition rates have been identified by the proportion of pupils completing the final grade in 2006/2007 and enrolled in a higher level of education at the beginning of the academic year 2007/2008.

² For ISCED 3 we have considered completers of ISCED 3A programmes in 2006/2007 only.

Table 1.6. Country of Origin (public schools, 2006/07)¹

Please provide the main countries of origin for the immigrant pupils who are currently enrolled at school.

Country	Level of education ²	Country of origin	Percentage of enrolled children who were born in this country of origin (first generation) - %	Percentage of enrolled children whose parents were born in this country of origin (second generation) - %	Percentage of enrolled children who hold citizenship of this country of origin (foreign nationals) - %
	Pre-primary childcare	1) Somalia	m	M	M
		2) Iraq	m	M	M
		3) Pakistan	m	M	M
	ISCED 0	1) Somalia	m	M	M
		2) Iraq	m	M	m
		3) Pakistan	m	M	m
	ISCED 1	1) Pakistan	12.3	87.7	m
		2) Somalia	57.4	42.6	m
		3) Iraq	66.5	33.5	M
	ISCED 2	1) Pakistan	16.0	84.0	m
		2) Iraq	93.1	6.9	m
		3) Vietnam	12.6	87.6	m
ISCED 3	1)				
	2)				
	3)				

Notes:

¹ Both public and private schools are included.

² Level of education reflects demographic data for ISCED 0-2 + pre-primary.

Enrolment data is not available by country of origin and immigration status for ISCED 0-2 (+pre-primary). Demographic data has been used for these levels, but it is difficult to estimate proportions between first- and second-generation immigrants for pre-primary and ISCED 0 as enrolment rates are not close to 100%. For ISCED 1 and 2 all children in Norway aged 6-15 are enrolled as these levels are mandatory. Here we have used demographic data to estimate proportions as demographics and enrolments are 1:1 related for the age-group 6-15.

Reading percentage of enrolled children who were born in this country of origin (first generation):

A total of 3603 people aged 6-12 are immigrants (first- and second-generation) from Pakistan. A total of 442 were born in Pakistan, giving the proportion of (442/3603) 12.3, whereas 87.7 are second generation (3161/3603).

2. EXISTING NATIONAL DATA

ACCESS AND PARTICIPATION

2.1 Evidence that immigrant children are underrepresented in early childhood education and care

Table 5 Participation in day care, rate of coverage divided according to age, all children and children with minority-language background (Statistics Norway)

	All children	Children with minority-language background
1 year-olds	59.5	25.4
2 year-olds	79.3	43.0
3 year-olds	92.3	72.1
4 year-olds	95.3	85.8
5 year-olds	95.9	90.0
1- 5 year-olds	84.3	62.8

Overall access is seen as an important means contributing to social inclusion and equity.

In 2007, the proportion of children aged 1-5 who attended barnehage (i.e. the Norwegian word for pedagogical institutions for pre-primary school, rendered here as day care) was 84 per cent, an increase of four percentage points from 2006. Approximately 18 900 children with a minority-language background attended day care. The number of minority children in day-care centres has doubled since 2004. This constitutes approximately 63 per cent of minority children aged 1 – 5 years. Attendance levels are lower than in the population as a whole (i.e. 84 percent).

A shortage of places in day care and the financial situation of families are the main reasons why some children do not attend day care. A national day-care survey ³ indicated that about 1000 more children would attend day care if today's fee was reduced by NOK 100 a month, while 84 per cent of those who did not apply for a place answered that their choice was not dependent on price. A cash-benefit scheme is an alternative for parents with children between one and three years of age who do not use day care or combine part-time day care with a reduced cash benefit. The cash benefit is of more importance to immigrant families' incomes than to families within the population as a whole as it represents a higher proportion of the total income of these families. See also Part II 3.1.

In 2004, a maximum fee was introduced for a place in day care (ref Part III 1.4.).

An individual legal right to a place in day care for children who turn one year before September will be introduced in 2009. There is now close to full coverage of the need for day-care places. Several White Papers to the Parliament have discussed the consequences of lower participation among minority-speaking children in the ECEC,

³ TNS gallup 2008

and White Paper no. 23 (2007-2008) Language builds bridges puts great emphasis on the role of the local authorities in ensuring language-stimulating programmes for children in need of such measures – for instance migrant children in need of Norwegian-language stimulation. The day-care centres are seen as the main provider of such programmes.

Initiatives to increase participation are mostly taken on the local level and a report on language observation and language enhancement in the municipalities shows that such measures have been introduced in several communities. The higher the proportion of minority children, the broader variety of measures is established (Rambøll Management 2008).

<http://www.regjeringen.no/upload/KD/Vedlegg/Barnehager/Rapporter%20og%20planer/Sluttrapport%20språkstimulering%20og%20språkkartlegging.pdf>

Some initiatives have also been taken on the national level – see Part III 2.2.1, and Parts V.2.2.1 and 2.2.4.

2.2 Evidence that immigrant children are overrepresented in special education⁴

The overall vision in Norway is a school for all. The main responsibility for providing special education lies with the municipal and county authorities. The Norwegian Support System for Special Education gives support to the local education authorities in providing educational facilities for children, young people and adults with special educational needs. Municipalities are obliged to provide education for all pupils with necessary support according to their needs.

Almost all pre-school children with Special Needs Education (SEN) attend regular ECEC services, i.e. day care. Statistics on immigrant children with SEN in day care and school are not available. However, previous research shows that immigrant children are overrepresented in special-needs education.

Special-needs education is often allocated to the pupil within the framework of the class and is provided by a special-needs teacher, or he/she can attend a smaller group with special-needs teachers for a short or long period of time. The school and teacher can obtain support from the school pedagogical-psychological agency (PPT) and the school and local resource centre can obtain support at the national level: The Norwegian Support System for Special Education. The school and the teacher evaluate the child's development at least twice yearly. For children with SEN, the

4. Special schools cater to students who have special educational needs, such as learning difficulties or physical disabilities. For this purpose, they generally receive additional public and/or private resources.

school and parents discuss an action plan and develop an individual education plan. A translation and interpretation service is offered to the parents.

Research indicates that schools and teachers often are not competent to deal with both migrant children and special education, and that many schools have problems establishing close collaboration with parents. The main problem in assessing a pupil's need for special-needs education, is to distinguish between children who have a need for linguistic support and children who have special-education needs. Research points to shortcomings in the assessment tools. The tests have been developed and standardised for monolingual Norwegian children and give inadequate information about bilingual children. In her study "Etnisk mangfold i skolen – det sakkyndige blikket" (Ethnic diversity in school - the professional overview) Joron Pihl (2005) finds malpractice in evaluations of children by the school psychology agency with respect to special education for language minority children. Her criticism is directed at the school psychology agency as well as the universities educating the staff for this agency.

Pihl's research shows that parents of migrant children know little about what takes place when their children are tested by the pedagogical-psychological service, in part because they do not receive information and in part because the information is written in a non-comprehensible expert language. And even if decisions on special-needs education request the consent of the parents, very few know what consequences a professional report and a reduced curriculum may have for their children later on in life.

National centres (NAFO/Statped) are collaborating on a project to test and evaluate assessment tools based on the child's native language. This project will be followed up by a national competence development programme for the Educational and Psychological Counselling Service (PPT), special-needs teachers, native-language teachers and teachers with competence with migrant children.

2.3 Evidence that immigrant pupils are overrepresented in lower tracks of secondary education

It is non-compulsory to apply for a place and attend upper-secondary education and training in Norway. However, it is a political objective that as many as possible commence in upper-secondary education and training after completed lower-secondary school. The present Stoltenberg Government considers completion of upper-secondary education and training as important for promoting social equality. White Paper no. 16 (2006-2007) Early Intervention for Lifelong Learning states that "without completion of upper-secondary education and training the risk of poverty

and marginalization is drastic later in life.” It is further expressed that weak basic skills from primary and lower-secondary school is one of the main reasons for dropping out of upper-secondary education and training, which prevents achievement of qualifications for a trade or access to higher education.

More immigrant youths than other background youths, especially those with parents without higher education, drop out after lower-secondary school. Many studies show that early school leaving is closely connected with family background (Raaum, Rogstad, Røed and Westlie, 2005)

Even though a high proportion of youths with immigrant backgrounds start in upper-secondary school, pupils with such backgrounds have a weaker rate of completion than majority pupils. This is especially the situation for first-generation immigrants. The possibility of completing upper-secondary education and training increases the better the pupil’s grades are in the course of the education and training. This can partly explain why pupils with immigrant background have a weaker rate of completion than pupils with majority background, as pupils with an immigrant background have lower grades (Støren, Helland and Grøgaard 2007).

For further information, please see 3.2 and Table 1.5 in Part II.

2.4 Evidence of gender disparity in enrollment

In Norway, the biggest differences in the pupils` grades can be explained in relation to their social background, measured according to the parents` level of education, but there are considerable gender differences and differences between the pupils depending on immigrant background or Norwegian background. There are differences in the grades attained in upper-secondary school among girls and boys, and the gender differences are slightly larger in the vocational subjects than in the academic subjects.

For further information, see our reply to question 3.1 below.

PUPIL PERFORMANCE

2.5 Results from national or regional tests

Final grades: The 2007 Education Mirror has an overview of pupil results from primary and lower-secondary school and upper-secondary education and training.

Table 3.13 shows differences in average primary and lower-secondary school points according to pupil gender, whether the pupils have immigrant backgrounds or Norwegian backgrounds, in addition to the highest education level of the parents. The greatest difference in primary and lower-secondary school points is 15, and this difference is between immigrant boys whose parents have education on the primary-school level and girls with Norwegian backgrounds whose parents have higher education lasting at least four years. Descendants of immigrants WHO'S parents have education on the level of upper-secondary school or lower have a higher primary and lower-secondary-school point score than pupils with Norwegian backgrounds and first-generation immigrants with similar social backgrounds.

Table 3.13: Lower secondary school points achieved in 2007, according to gender, parents' education and immigrant background.

Pupils' gender and parents' education level	Total	First-generation immigrant	Descendant of immigrants	Norwegian background
Boys and girls	39,6	35,5	38,4	39,9
Grunnskole	34,1	34,3	35,8	33,8
Videregående, grunntdanning	36,9	36,0	37,9	36,8
Videregående, avsluttende utdanning	38,1	37,6	39,0	38,1
<= 4 år høyere utdanning	42,5	38,7	40,9	42,6
> 4 år høyere utdanning	45,6	44,5	43,7	45,6
Boys	37,8	33,6	36,9	38,0
Primary and lower secondary school	32,3	33,3	34,0	32
Upper secondary, basic education	34,8	31,3	36,0	34,8
Upper secondary, final education	36,1	35,1	37,4	36,1
<= four years of higher education	40,6	36,6	39,2	40,7
> four years of higher education	44,0	41,4	42,0	44,1
Girls	41,6	37,5	40,0	41,8
Primary and lower secondary school	35,9	35,7	37,4	35,7
Upper secondary, basic education	38,9	39,6	40,2	38,9
Upper secondary, final education	40,2	39,9	40,6	40,2
<= four years of higher education	44,4	41,5	42,9	44,5
> four years of higher education	47,3	47,2	45,8	47,3

Source: Gravaas et al. 2008.

The difference in results between immigrant boys whose parents have education on the primary school level and girls with Norwegian backgrounds whose parents have higher education of more than four years is 1.3 grade points for the overall achievement grade in written first-choice Norwegian.

Table 3.18: Average overall achievement grades in Norwegian first-choice language in the third year of upper secondary school (the old VK2) in areas of study qualifying for higher education, according to gender, parents' education and immigrant background 2007.

Pupil gender and parental education level	Total	First-generation immigrant	Descendant of immigrant	Norwegian background
Boys and girls	3,8	3,5	3,6	3,8
Primary and lower secondary school	3,3	3,2	3,4	3,4
Upper secondary, basic education	3,6	3,2	3,5	3,6
Upper secondary, final education	3,6	3,4	3,4	3,6
<= four years of higher education	3,9	3,6	3,8	3,9
> four years of higher education	4,2	4,3	4,0	4,2
Boys	3,6	3,3	3,4	3,6
Primary and lower secondary school	3,1	3,1	3,3	3,1
Upper secondary, basic education	3,3	3,1	3,0	3,3
Upper secondary, final education	3,3	3,1	3,1	3,3
<= four years of higher education	3,7	3,5	3,5	3,7
> four years of higher education	4,0	3,9	3,8	4,0
Girls	3,9	3,6	3,7	3,9
Primary and lower secondary school	3,4	3,3	3,5	3,5
Upper secondary, basic education	3,7	3,3	3,9	3,7
Upper secondary, final education	3,7	3,6	3,5	3,7
<= four years of higher education	4,0	3,7	4,0	4,0
> four years of higher education	4,4	4,5	4,1	4,4

Source: Gravaas et al. 2008.

Table 3.18 shows that immigrant girls whose parents have higher education of more than four years are those who achieve the best overall achievement grades in written first-choice Norwegian in VK2 (Year 3 of upper-secondary school). Immigrant girls with Western backgrounds WHO'S parents have higher education of more than four years pull the average up. Their average overall achievement grade is 4.7 in written first-choice Norwegian. Pupils with Norwegian backgrounds have the best results, first-generation immigrants have the lowest average grades, and descendants have results that place them approximately in the middle between the two other groups. In cases with similar family backgrounds, a regression analysis nevertheless shows that gender differences in written first-choice Norwegian are four grade points when adjusted for other pupil characteristics, while the differences between immigrants and pupils with Norwegian backgrounds are reduced to 0.2 grade points when adjusted for gender and parents' education levels⁵.

⁵ Bente Christine Gravaas, Hægeland, Torbjørn Hægeland, Lars J. Kirkebøen and Kjartan Steffensen (2008): Skoleresultater 2007. En kartlegging av karakterer fra grunn- og videregående skoler i Noreg (School results 2007. A study of grades in primary, lower- and upper-secondary school in Norway). SSB-notat 2008. Statistisk sentralbyrå.

National tests

National tests were carried out in 2007 in reading and English for pupils in Years 5 and Year 8. The pupils were divided into three levels based on their test scores. The 2007 Education Mirror analyzes the national tests.

A general feature of all the national tests is that the distribution of results is greater among boys than among girls. Girls scored higher than boys in reading in both YEARS 5 and Year 8 on the national tests in 2007, while boys score slightly higher than girls in mathematics in year 8. In English (both years) and mathematics in Year 5 there are minor differences between girls and boys. The gender differences, whether in Year 5 or Year 8, are not of the same order of magnitude as the differences in results according to pupil family background, as measured in relation to the parents' education levels and whether they have immigrant backgrounds or Norwegian backgrounds⁶.

Figures 3.4 and 3.5 show standardized results for the national tests from 2007 in respectively Year 5 and Year 8 according to whether the pupils are first-generation immigrants, descendants of immigrants or have Norwegian backgrounds. The results are presented with a total score for reading, mathematics and English. The score has been standardized with an average of zero and the graphs show how much the result of the three tests for the different groups deviate from the average score for all the pupils. Figure 3.4 shows that pupils in Year 5 have a relatively normally distributed graph for all the three groups.

Immigrants have a graph that is slightly more skewed to the left than descendants of immigrants and pupils with Norwegian backgrounds, who constitute the majority of the pupils. This means that immigrants have far more pupils with low test scores than descendants of immigrants and pupils with Norwegian backgrounds. A comparison of Figures 3.4 and 3.5 shows that the differences between immigrants and pupils with Norwegian backgrounds increase from Year 5 to Year 8. This in particular applies to first-generation immigrants, whose graphs are strongly skewed to the left, but also descendants of immigrants lag further behind pupils with Norwegian backgrounds than they did in Year 5. A substantial proportion of the results for immigrant pupils may be explained by their social background measured by their parents' education level. Pupils whose parents have higher education generally have significantly better results in Year 5 than pupils whose parents have

⁶ Bonesrønning, Hans and Per Tovmo (2008): Arbeidsnotat. Foreløpige analyser av nasjonale prøver 2007 (Work memo. Preliminary analyses of national tests 2007). Senter for økonomisk forskning (SØF), Trondheim

lower education levels. The effect of the parents' education levels on pupil results increases from Year 5 to Year 8. This means that pupil results are more dominated by the social background in Year 8 than in Year 5.

Figure 3.4

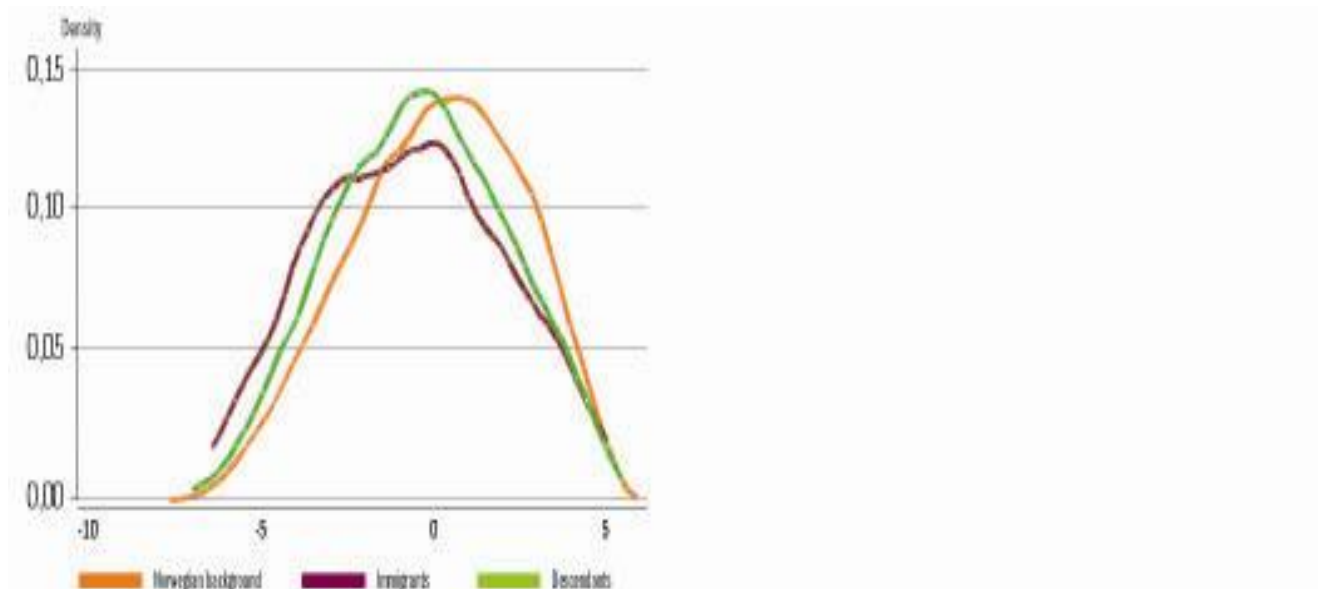
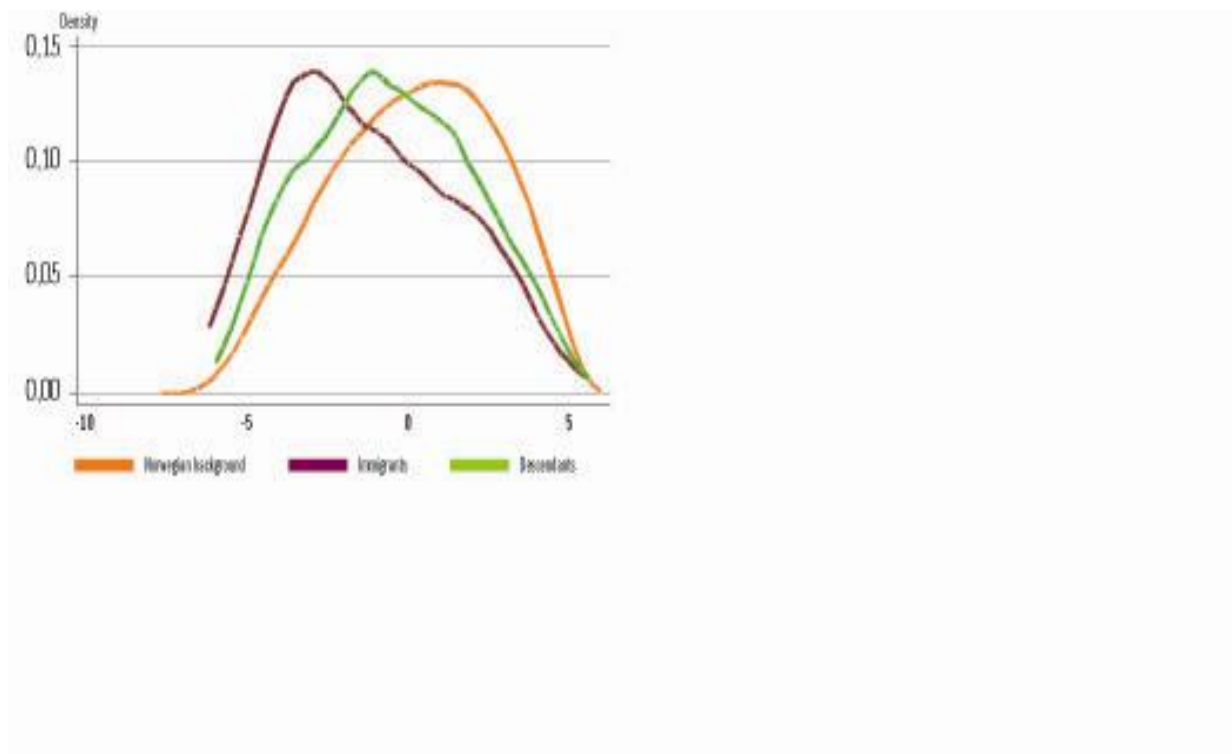


Figure 3.5



3. RESEARCH

3.1 Research that has identified success factors among immigrant pupils

Statistics show that the immigrant pupils/students of non-Western origin on average do not perform as well as or better than their native peers and that they do not drop out from school less frequently than their native peers. The question why they possibly are able to attend school that has advantageous characteristics is not very relevant for Norway as school attendance in Norway is mainly based on the pupils' place of residence. Most pupils in primary and lower-secondary education attend (local) public schools (and pupils in upper-secondary education attend schools in the county where they live, most often also in their home town). The Norwegian school system is, in general, not a selective system, although admission to the different programmes in upper-secondary education is based on grades if there are more applicants than available places, and some programmes in higher education are fairly selective. If there are any (in upper-secondary education or higher education) study programmes/schools with advantageous characteristics, these would be programmes/schools with very high intake scores, and the success-factors that explain why pupils are granted admission to these programmes would be the same success factors that explain the good grades.

Thus, in answering question 3.1 we might understand "success factors" more broadly than the way it is phrased in the question. Success factors for immigrant children's school achievement may be identified in the way that some factors decrease the probability of failure/drop out and increase the probability of educational success.

In most Norwegian educational research on immigrants, the focus is on those with a non-Western origin (Asia, Africa, Latin-America and Eastern Europe, the latter group quite often from the former Yugoslavia and Russian republics). Immigrant pupils with a Western origin (West-Europe or North-America) perform as well as their native peers in school or tend to outperform them, mainly because they come from families with high income and with a high parental education level (Støren 2005a). Below, when speaking of immigrants, the reference is to non-Western immigrants (first-generation or second-generation), unless otherwise stated. Most immigrant children in Norway have a non-Western background. Often the label "minority" pupils (or "minority-language pupils") will be used, mainly because this term is used in the research that will be referred to. This term will also be used to refer to individuals with a non-Western immigrant background.

“Working harder to make the grade” (Lauglo 1999).

Several studies on immigrant pupils show that they on average spend more time on homework compared to majority-language pupils (Lauglo 1996, 1999; Krange and Bakken 1998; Opheim and Støren 2001; Lødding 2003, Bakken 2003a). Lødding (2003) finds that the more time the minority-language pupils spent on homework, the less was the probability of dropping out in the transition from lower-secondary to upper-secondary education. Lødding also found that the minority-language pupils spent more time on homework than the majority-language pupils. (The data were based on a survey among pupils in the last year of lower-secondary education in seven counties in the eastern region of Norway, and register data concerning the transition from lower-secondary to upper-secondary education in the same counties.)

All the studies mentioned indicate that minority pupils gain somewhat less than the majority pupils from spending more time on homework. However, all the studies also indicate that if the minority pupils had not worked as hard as they did, the differences in achievement between the minority and majority pupils would have been greater. There may be several reasons why the immigrant pupils need to spend more time on homework, for instance lack of proficiency in Norwegian (at least for a part of the group), less chances of getting help from parents and so on. Bakken (2003a, pp. 78–79) shows that immigrant youth go to their parents for help with homework to a (somewhat) less extent than the majority pupils. However, Bakken does not find a strong relationship between grades and the extent to which the pupils go to their parents for help with homework, but the data indicate that those who often seek help from their parents, both among the minority and majority youth, achieve the best grades (p. 79).

Motivation, adjustment, well-being and attitudes to school

Bakken (2003a) found higher aspirations among minority than majority pupils. When it comes to adjustment and attitudes to school and well-being at school, Bakken found small differences between the minority and majority pupils, and he found that the achievement gap between the minority-language pupils and the majority-language pupils was not explained by factors related to pupils' adjustment to school, such as motivation for school, attitudes towards learning and education and behaviour problems at school (Bakken 2003a, p. 129). Bakken found, however, that the minority pupils more often than the majority pupils dread going to school (29 versus 16 per cent); on the other hand, the same proportion (83 and 85 per cent respectively) reported that they liked school (Bakken p. 85). Fewer of the minority

pupils (60 per cent) than the majority pupils (70 per cent) said that school was boring. A higher share of the minority pupils (12 per cent) than the majority pupils (7 per cent) reported experiences of harassment from peers at school (Bakken, p. 88). These differences were greatest among pupils in upper-secondary education (10 versus 4 per cent). There were minor differences between minority and majority pupils regarding self-reported misbehaviour at school (p. 92). Bakken does not find a significant relationship between the minority pupils' tendency to dread going to school and experiences with academic failures at school, thus academic failures are probably not the cause of the lack of well-being. On the other side, he finds that those who experience harassment and possibly feel that they are not socially integrated at school, more often do not enjoy school, or dread to go to school (Bakken 2003, p. 90).

Although a substantial part (10 per cent) of the immigrant youth in upper-secondary education dread going to school (Bakken 2003a), which, needless to say, should be of great concern, the above-mentioned reports give an overall picture of school as an area of integration where the attitudes to school are positive and school motivation is generally high.

Another study that focuses on the immigrant pupils' school motivation is Elstad and Turmo's (2007) study of learning strategies, motivation and interest in science. Their data are based on a survey conducted in 2006 in five upper-secondary schools in Oslo (N=512, of which 86 pupils are ethnic minority-language pupils, Elstad and Turmo 2007, p. 33). The results show "that the minority pupils report more learning strategy use, and also stronger mastery motivation, performance motivation and interest in science. Minority pupils respond more positively to teacher learning pressure and teacher demands, while majority pupils respond more positively to teaching focusing on understanding and interest" (Elstad and Turmo 2007, p. 44).

Aspirations and parental involvement

Young people with a non-Western immigrant background tend to set a higher priority on proceeding to higher education (HE) than ethnic Norwegian youth. This is most clearly shown for the second-generation immigrants (Støren 2005a, b; Støren et al. 2007). While the first-generation non-Western immigrants are clearly underrepresented in higher education when measured as proportion of birth cohorts, register data from Statistics Norway show that the second-generation immigrants are represented at the same rate as ethnic Norwegian youth, or to some extent are overrepresented (Støren et al. 2007, pp. 277–278). The main reason why the first-generation is underrepresented is that a lower share of the first-generation non-Western immigrants participate in and complete upper-secondary education. If

they have started in upper-secondary education, the differences are minor. Among pupils who had started in upper-secondary education in 1999, 38 per cent of the second-generation non-Western pupils had started in higher education five years later (in 2004), versus 34 per cent of the first-generation non-Western pupils and 39 per cent of the majority pupils (Støren et al. 2007, p. 281). If we look at the proportion who have completed the general academic track (and achieved a general university admission certification which qualifies for further studies at universities and university colleges), the corresponding proportions are 73 per cent (second-generation), 67 per cent (first-generation) 68 (majority pupils) (Støren et al. 2007, p. 283). A striking feature of the data is that those with an immigrant background tend to start in higher education more rapidly than the majority pupils. The latter group tend to hesitate more, thus there is a difference in the HE participation rate in favour of the immigrant pupils the autumn of the same year that the upper-secondary education was completed (Støren et al., p. 283).

The results indicate high aspirations among the minority pupils, and high shares in HE also among the first-generation non-Western immigrants if they have the possibility to do so. This may seem contradictory to studies showing lower achievement in upper-secondary education among those with a non-Western immigrant background (see Bakken 2003a referred to above, and further elaboration on this issue below). However, Støren et al. find a possible explanation in data providing information on grades the last year of upper-secondary education (Støren et al. 2007, p. 280). Among those pupils who had started in HE there is a difference in the average grades in favour of the majority pupils, but the difference between those with a non-Western immigrant background and the majority pupils in this group is very small. However, among those who had not started in higher education, there is a large difference in average grades between those with a non-Western immigrant background and the majority pupils in favour of the latter group. This indicates that among those with mediocre grades, there are higher aspirations for them among the immigrant youth than among the ethnic Norwegian youth.

Two additional findings underpinning the hypothesis of high aspirations and drive towards social mobility are: i) the preference for the general academic track (as opposed to the vocational track) is much higher among young persons with a non-Western immigrant background than among the majority youth (Støren 2005b, pp. 62–65). ii) the positive relationship between the high education level of parents and the likelihood of the offspring to take higher education is a well-known general finding. The education level of the parents of the non-Western immigrant youth is much lower than among the majority youth (Støren et al. 2007, p. 314, Støren 2005a, p. 76). This would indicate a higher transition rate to HE among the majority

pupils than among the immigrant pupils, something which was not found, see above. Moreover, when controlling for social background variables, there is clearly a higher transition rate to HE within each level of parental education among non-Western immigrants than among the ethnic majority pupils, indicating that the minority pupils cross social barriers to a higher degree than majority youth. (Støren 2005a, p. 90, Støren 2005b, pp. 68–71)

The findings from the above-mentioned analyses of register data indicating high ambitions and aspirations are confirmed by survey data (Bakken 2003a). Bakken's results show that there are small differences between minority and majority youth concerning their parents' school involvement (in both groups the parents' interest is overall high, but there is a tendency that the minority parents are somewhat less involved, Bakken, p. 70). However, when it comes to aspirations and ambitions of the parents, the minority pupils report clearly higher ambitions than do the majority youth (Bakken p. 73).

Differences by nationality background

There are differences in educational achievement and attainment according to nationality background amongst the immigrant groups. This is due to many factors, such as differences in the duration of hiatuses from schooling because of migration; socio-economic levels (including parental education level) between the groups; cultural differences concerning how education is valued and emphasised; differences between the immigrants' home countries regarding educational opportunities, or, for instance, long-lasting social crisis in the country of origin (social disruption, ongoing hostilities/wars or extreme poverty etc.), which for instance may particularly affect pupils with a background from Somalia, Iraq, Afghanistan and the former Yugoslavia.

It is seldom possible to control for all relevant background variables when examining nationality/ethnic differences among the immigrant pupils, especially when it comes to the situation of the families in the country of origin. However, some of the research that has been undertaken in Norway shows:

Støren (2006) examined differences in achievement in terms of grades for the foundation course in upper-secondary education between ethnic minority groups. The analysis is based on register data referring to cohorts who started in upper-secondary education in 1999–2001 (most of them born in 1983–1985). It was found, for example, that pupils with Vietnamese, Sri Lankan and Bosnian backgrounds obtain the highest grades. Although different indicators of social background have a considerable impact on the total variation of grades, analyses show that there

remain differences between national groups after controlling for parents' educational level and labour market status, the fathers' incomes and the length of pupils' residence in Norway.

The results concerning the Vietnamese group (in other countries pupils with a Chinese background, however, there are few such pupils in Norway) is often explained by their Confucian cultural heritage, with a strong orientation towards education and an emphasis on school achievements (Lauglo 1996; Helland 1997). In Norway, the pupils from Sri Lanka are mainly Tamil. The study of youth (Engebretsen and Fuglehaug 2007, p. 67) showed that especially youth with a Tamil background report parents placing a high value on school and education.

The data used in Støren's analyses (2006) refer mainly to first-generation immigrants. Fekjær (2007) has examined educational differences between second-generation immigrants of Pakistani, Turkish and Indian background, born in Norway between 1965 and 1981. The research question examined the degree to which the educational differences could be explained by the traditional explanations of social background. The conclusion is that social background explains some of the differences in educational outcomes, in particular the relatively low educational attainment of the groups of Turkish and Pakistani origin. Pupils of Indian origin had the highest educational attainment. The probability of completion of upper-secondary education was higher among the Indian second-generation immigrants with low educated parents than among the majority pupils with the same parental education level, but in the group with highly educated parents, there was a small difference (in favour of the Indian group) in the probability of completion (p. 381). The effect of the education level of the parents was smaller among the pupils of Indian and Pakistani origin than among the majority pupils (and smaller than among the pupils with a Turkish background).

Girls

Being a girl (whether taking the vocational or general studies programme), and being a girl and having highly educated parents, and/or being a girl whose parents are employed, are success factors with regard to the probability of completion of upper-secondary education. However, the girls fare best also among the majority group (a general finding in Western societies). In general studies the positive effect of being a girl is more or less the same among the non-Western pupils as among the majority pupils. In vocational studies, the positive effect of being a girl is larger among the non-Western immigrants than among the majority pupils (Støren et al. 2007, p. 324). Overall, the difference between girls and boys tends to be largest among immigrants.

Regarding achievement in terms of grades, the results are somewhat different. Bakken (2008, p. 90) shows that the gender difference in grades (in lower-secondary school) in favour of the girls is somewhat greater among the majority pupils than among the minority pupils. Støren (2005b, p. 39) shows that the positive effect of being a girl with respect to average grades (in upper-secondary education) is slightly (but not significantly) higher in the majority group than in the minority group.

All in all, the conclusion is that being a girl is a “success factor” for educational attainment among the immigrants to more or less the same degree as among the majority pupils. The reasons for the gender differences in school achievement may be the same among immigrants and non-immigrants (reasons that are heavily debated in Western societies; one argument being that the school has become too feminine due to the overrepresentation of female teachers), but when it comes to immigrant pupils, another factor may be important; is possible that the girls find a more encouraging atmosphere in school, and possibly they are less victimized by negative stereotyping and discrimination than the boys are (see below). Some research (Engebriksen and Fuglehaug 2007) also reports that immigrant girls are especially encouraged by their parents to take school seriously.

Learning in their mother tongue

There has been much debate in Norway on the effects of learning and teaching in the immigrant children’s mother tongue. Research and theory-based arguments for learning in their mother tongue (Bakken 2003b, pp. 4–5) are i) better learning conditions, ii) strengthening of the pupil’s cultural and ethnic belonging, iii) improving the communication between children and parents, iv) improving language skills in the society. Little quantitative research on the effects of learning and teaching in the immigrant children’s mother tongue for a representative group of pupils has been performed in Norway. One article by Bakken (2003b) studies the relation between bilingual pupils’ formal literacy learning in their mother tongue and academic achievement later in adolescence. The hypothesis was that “the more intensive the educational programme, the better the scholastic results” (Bakken 2003b, p. 23). The hypothesis was “not unconditionally supported. The study rather supports a threshold hypothesis of maintaining positive effects with more intensive educational programmes” (ibid, p. 23). The analysis was based on a survey of 14–17-year old pupils in Oslo schools in 1996. Of the total number of respondents (11 425 pupils) the minority-language respondents constituted 1290 pupils. One conclusion is that learning in the immigrant children’s mother tongue has no negative effects (as some opponents of the measure have argued). One of the

findings is that those with the longest duration of learning in the mother tongue (4–6 years) achieve best in school. Between those who had no learning in the mother tongue, or had less than one year, or two–three years’ learning in the mother tongue, there were no significant differences. Those with four–six years of learning in their mother tongue comprised a small group, so for the majority of the immigrant pupils there was no effect on later school achievement (Bakken 2003b, pp. 18–19). Bakken points out that the study contains no information on the quality of the teaching. He argues that the study may give support to a hypothesis that suggests that the proficiency in the mother tongue has to be developed to a certain level before the positive effects of teaching and learning in the mother tongue become visible (Bakken 2003b, p. 20).

3.2 Research that has identified factors that segregate rather than integrate immigrant students

To our knowledge, there has been rather little research aimed directly at identifying segregating factors (etc.) that have negative effects on immigrant pupils’ access to or completion of education. Some obstacles have been identified, such as problems in obtaining an apprenticeship, and problems concerning deficient basic education from their homeland. Some research has also focused on the possible effects of a segregated residence pattern/ethnicity composition of schools. Moreover, in the discussions on the research-based evaluation of the cash-benefit scheme for one –to two year olds (“kontantstøtten”) it has been pointed out that this measure may have a negative effect on the integration of immigrant children as it could keep them away from day care and thus have a detrimental effect on their learning of the Norwegian language and subsequently negative effects on future school achievement. The factors mentioned will be described in more detail below.

Apprenticeships

Helland and Støren (2006) examined how the probability of obtaining an apprenticeship (as a part of upper-secondary education) varies between ethnic Norwegians and minority groups. They used longitudinal register data for the total cohort entering upper-secondary education in Norway in 2000, and who then applied for apprenticeship in 2002. The analyses showed considerable differences between the ethnic majority and the minority groups of non-Western origin. Although grades and school attendance records have a marked effect on the probability of obtaining an apprenticeship, there are ethnic differences that are not due to such human capital factors. Furthermore, good grades were more important for the minority than for majority applicants. All in all, the results suggested that the

ethnic minority applicants of non-Western origin have to outperform their majority peers in order to have the same chance of obtaining an apprenticeship. Further analyses (Støren et al. 2007, pp. 93– 94) of the 2001 cohort applying for apprenticeship in 2003 confirmed the results; applicants with a non-Western background had greater problems obtaining apprenticeships than applicants with a majority background, even when young people with similar grades and levels of absenteeism from school were compared. The negative results for apprenticeship seekers with a non-Western background applied mainly to the immigrant boys, and particularly to those boys who applied for apprenticeship in Oslo. The results indicate that discriminatory practices exist and represent an impediment to completing their education for some of the immigrant pupils attending vocational courses.

Discrimination

Above we have indicated that discriminatory practices exist in the allocation of apprenticeships. This seems to hit boys more than girls. Some research findings also point in the direction of discrimination of boys with a non-Western immigrant background. In Engebretsen and Fuglehaug's (2007) report on young people in refugee families, focusing on Tamil and Somali youth, one finding is: "More Somali boys do, however, also report discrimination and racism than other groups" (p. 95). Øia and Vestel's (2007) report on "meetings in multicultural Norway" (based on two surveys in Oslo-schools in 1996 and 2006) conclude, for example (p. 217): "There are no changes in the amount of reported negative or racist experiences from youth of immigrant background from 1996 to 2006. Boys with an immigrant background have such experiences much more often than girls do" (our italicizing). The report shows, among other things, that in the 2006 Survey, 9.6 per cent of the immigrant youth have experienced harassment because of their immigrant background "often" or "very often"; 12.6 per cent "sometimes"; 25.1 per cent "seldom"; and only 46.4 per cent answer "never" (Øia and Vestel 2007, p. 87).

Deficient basic education from the immigrant's homeland and short duration of residence in Norway

Young persons above the age of 16 (the typical age for starting in upper-secondary education) with short residence time in Norway and without (registered) completed lower-secondary education are strongly underrepresented in Norwegian upper-secondary education (Støren 2005a; b; Støren et al. 2007, p. 136). This represents a major challenge in integrating these young persons in upper-secondary education. Thus, one of the measures in the Norwegian government's strategic plan: "Equal Education in Practice! Strategy for better learning and greater participation of

linguistic minorities in day-care centres, schools and education" reads: "Measure to develop more goal-oriented teaching for pupils with insufficient education and with brief residence in Norway" (Measure 20). Among other things, a pilot project has been implemented to provide primary and lower-secondary teaching within upper-secondary education for ethnic minority young people with a weak school background. This project is being evaluated by the National Centre for Multicultural Education (NAFO).

Segregated residence pattern/ethnic composition of schools

Oslo has a segregated residence pattern with a high proportion of immigrants in parts of the eastern districts of the city, which means there are very high proportions of immigrants in certain schools. The affected schools receive rather generous grants to compensate for this. Internationally, the results vary with regard to the effect of ethnic composition of schools (see Fekjær and Birkelund 2007), however, Fekjær and Birkelund (p. 312) conclude that "most studies find a negative effect of a high proportion of minority pupils both on school achievement and educational attainment". The ethnic composition might have an effect on learning opportunities and in relation to peer groups. In Norway, a previous study of Oslo schools (Engen et al. 1997) with data referring to 1993/1994, found a negative effect on immigrants pupils' achievement in lower-secondary education with an increasing proportion of immigrant pupils (without control for social-background variables). Støren et al. (2007) found a negative effect from living in Oslo on the probability of completing upper-secondary education only among the non-Western immigrants (after control for parental education level etc.), and not among their ethnic Norwegian peers. The results for the immigrants applied mainly to pupils attending general (academic) studies. (The data refer to all young persons in Norway who started upper-secondary education for the first time in 1999, 2000 and 2001.) The results indicate that the segregated residence pattern in Oslo and the ethnic composition of Oslo schools might have had a certain negative effect on the non-Western immigrant's completion rates.

The results from Fekjær and Birkelund (2007) point in the opposite direction. They examined pupils who graduated from non-vocational courses in upper-secondary schools in Oslo in 2001, 2002 and 2003 (thus, those who had dropped out were excluded from the analyses). They examined the effect of ethnic composition in upper-secondary school on pupils' grades, and their subsequent educational choices. The latter refers to whether or not they proceeded to higher education. They found (p. 309) "little evidence of a negative effect of ethnic composition. On the contrary, when we control for academic composition of the schools, we find small, but positive effects of attending a school with many minority pupils". The

authors also point out that (p. 320): “Minority pupils who complete upper-secondary school seem to be a strongly selected group, with high educational motivation and attainment. This means that our results from upper-secondary schools should not be generalized to other schools.”

Thus, more research is needed to show the possible negative or positive effects of ethnic composition of Norwegian schools with respect to completion and educational attainment.

The cash-benefit scheme (“kontantstøtten”)

The cash-benefit scheme for families with small children was introduced in 1998/1999. “The right to the cash benefit applies to children between the age of nil and three and to adopted children who have not started school. The cash benefit may be granted for up to 23 months. Parents may receive the cash benefit provided that their child does not make use of a full-time place in a day-care centre that receives a state grant. If the child has a part-time place in such a day-care centre and the agreed time is less than 33 hours a week, a reduced cash benefit may be granted.” (Source: The Norwegian Ministry of Children and Equality 2007).

Families with children between one and three years of age can receive a full or reduced cash benefit if they do not attend full-day day care. In September 2006, 45 per cent of one-year-olds and 27 per cent of two-year-olds received full cash benefits. Several analyses on the use of the cash-benefit scheme shows that more parents with low education and weak participation in working life receive cash benefit than those with high education and a strong connection to working life (Pettersen 20037, Rønsen 20058).

Non-Western immigrants are overrepresented among the receivers of the cash benefit. The use of the cash-benefit scheme in the total population has decreased annually since it was introduced, however, it has remained stable among non-Western immigrants. Figures from 2004 show that in Oslo, for example, 84 per cent of non-Western minority-language parents received the cash benefit, whilst this applied to 33 per cent of the majority population. The cash-benefit scheme has greater importance for the income of the immigrant families than for families among

⁷ Pettersen, S.V. The supervision system for families with a child/children, participation in working life and the use of cash-benefit schemes spring 2002

⁸ Rønsen,

the total population because on average, it amounts to a larger part of the total income for these families (Daugstad).

To our knowledge there is no research aimed at examining the possible effects of the cash- benefit scheme on the immigrant children's educational achievement. In the public debate, however, there is a general view that the scheme, at least to some extent, serves as a barrier for immigrant children's participation in day-care centres, as well as for immigrant mothers' participation in the labour force. Thus, the scheme may indirectly have negative effects on the immigrant children's educational achievement in two ways: i) Being in day-care centres/pre-primary education improves the children's mastery of the Norwegian language. ii) When the mothers have paid employment, the school-relevant social capital of the family increases, which is beneficial for the children's education. Above we have mentioned research that shows that there is a positive effect on the completion of upper-secondary education if immigrant mothers have paid work (Støren et al. 2007). Research has also shown that participating in pre-primary education is important for the development of the immigrant children's knowledge in the Norwegian language (Øzerk 1992) and for their later school achievement (Bakken 2003b). Thus, if not directly, it can be said that the cash-benefit scheme is an identified factor that segregates rather than integrates immigrant children, with negative effects on school achievement.

PART III. SCHOOL POLICIES AND PRACTICES

1. ACCESS

ADMISSION PROCESSES

1.1 Can parents request a school of their choice for their children?

ISCED (public schools)

	0	1	2	3	4
✓ Yes, parents may request a school of their choice for their children	X			X	A
✓ No, admission is according to residence in the school catchment area		X	X		
✓ Admission is primarily according to residence in the school catchment area but exceptions are possible (please specify below)					

For 15-year-old pupils, reference is available from OECD (2007), Chapter 5.

1.2 Can schools select their pupils?

ISCED (public schools)

	0	1	2	3	4	5
✓ Yes						X
✓ Only when the school is oversubscribed						
✓ No	X	X	X	X	X	

The Regulations for the Day-Care Institution Act regulate the distribution of places in public or private day care. For 15-year-old pupils, reference is available from OECD (2007), Chapter 5.

1.3 The criteria used to select pupils (if applicable)

ISCED (public schools)

	0	1	2	3	4	5
✓ Not applicable (answer to Question 1.2 is 'No')	X	X	X	X		
✓ Distance between home and school						
✓ Pupils' academic records (e.g. grades, placement tests)						X
✓ Recommendations from feeder schools						
✓ Parents' endorsement of the instructional philosophy of the school						
✓ Parents' endorsement of the religious philosophy of the school						
✓ Pupils' needs or desires for a specific programme						
✓ Past-or present attendance of other family members at the school						
✓ Measures of pupils' socio-economic background (e.g. family income)						
✓ Pupil immigrant background (please specify. e.g. to ensure an equal mix of native and immigrant backgrounds)						
✓ First-come, first-serve						

For 15-year-old pupils, reference is available from OECD (2007), Chapter 5.

ACCESSIBILITY

1.4 Do pupils have free access to education and care?

ISCED (public schools)

	0	1	2	3	4
✓ Yes		X	X	X	X
✓ Yes, in some schools [please indicate the % of schools for each ISCED level. If no exact figures are available, please provide your best estimate and add "est" (e.g. 50% est)]					
✓ No	X				

Explanatory note

ISCED 0:

In 2007, the maximum fee was NOK 2330 per month for a full-time place. Part-time places are charged proportionally, and the local authorities are obliged to offer reduced fees or not charge fees for low-income families.

Primary, lower- and upper-secondary education is free in Norway. This does not include transportation between school and the pupil's home. Nonetheless, pupils can obtain free transportation on certain conditions:

-
- Pupils in the first level (6 years old) have free transportation if they live more than 2 km from school.
 - Pupils in years two to ten receive free transportation if they live more than 4 km from school.
 - Pupils in years one to ten receive free transportation if the road to school is especially dangerous or difficult.
 - Pupils in upper-secondary education get free transportation if they live more than 6 km from school. Pupils in upper-secondary education must pay a fee for using a personal computer. By 2009, the pupils will have the right to free textbooks. Today, approximately two-thirds of the pupils have free textbooks.
-

1.5 The average annual school fee

Not applicable as there are no school fees in Norwegian public education.

1.6 Are there introduction programs that are systematically provided to newly arrived immigrant pupils and/or their parents to ensure their enrolment into school and support their integration processes (other than language)?

ISCED (public schools)

	0	1	2	3	4
✓ Yes, in all schools	X	X	X	X	
✓ Yes, in some schools [please indicate the % of schools for each ISCED level. If no exact figures are available, please provide your best estimate and add "est" (e.g. 50% est)]					
✓ No					

While guidelines for introductory programmes for immigrant pupils and their parents are provided by national policy, their implementation is the responsibility of day-care centre owners and school owners in the municipalities (in effect the local authority). However, within the framework provided by national policy, day-care centre owners and school owners in the municipalities have considerable freedom to develop their own programmes and models for support in the integration process.

ISCED 0:

In order to support the process of integration for pre-school migrant children, the Norwegian government provides earmarked funds for each minority child attending day care. This then is used by day-care centre owners to provide bilingual assistance and language material, and to strengthen the pre-school teaching staff to meet the needs of the children. The government also provides earmarked funds to the municipalities for newly arrived children of refugees. These funds can be used to meet the needs of these children by organizing them into special groups in ordinary day-care centres or to provide them with special day-care centres.

ISCED 1, 2 and 3:

The Norwegian Education Act states that newly arrived minority pupils in primary and secondary schools have the right to special teaching in Norwegian as a second language until they have sufficient proficiency in the language to enter ordinary classes, and if necessary, they also have the right to teaching in their mother tongue and bilingual teaching in subjects. Most school owners in the municipalities have established "reception" classes for newly arrived immigrant pupils which also provide support in the integration process.

Parents: The majority of adult refugees and immigrants who are granted a residence permit in Norway have the right and obligation to attend an introductory course of at least 300 hours of teaching in basic Norwegian, basic knowledge about Norwegian society, and preparation for participation in working life. The local authority of the municipality where the immigrant settles has the obligation to provide the introductory course within three months after settlement, and must also provide extra tuition, up to a total of 3000 hours, if necessary.

1.7 Type of introduction programmes (if applicable)

	0	1	2	3	4	5
Not applicable						
Distribution of welcoming materials in national language	✓	✓	✓	✓	m	✓
Distribution of welcoming materials in non-national languages	✓	✓	✓		m	
Assigning “welcome buddy”		✓			m	
Assigning tutor/mentor					m	
Interpretation service	✓	✓	✓	✓	m	✓
Bilingual classroom assistant	✓	✓	✓		m	
Family advisor					m	
Organization of social events for parents who are new to the locality					m	
Other						

Almost all schools in Norway distribute welcoming materials in the national language to minority pupils and their parents. The National Parents’ Committee for Primary and Lower-Secondary Education (Norwegian abbreviation FUG) has developed welcoming material in 12 non-national languages for use by parents and school employees. These net-based materials can be downloaded by schools. Some schools have developed their own welcoming materials in both L1 and L2, others have established routines and procedures to enrol and help minority pupils and their parents participate in activities at school. Assigning a “welcome buddy” for school-starters is common practice in primary schools. However, we are not aware of any programme which specifically assigns “welcome buddies” to newly arrived immigrant pupils.

Almost all the larger municipalities in Norway have interpretation services which are provided to schools or parents when needed. As mentioned above, earmarked funds are provided by the government to the municipalities so they can employ bilingual assistants in day-care centres. Similarly, in most of the larger municipalities, where there are “reception schools”, as in Trondheim and Tromsø, or

“reception” classes, as in Bergen and Bodø, bilingual teachers are employed to support newly arrived immigrant pupils in the integration process.

The Norwegian Directorate for Education and Training has developed a handbook to guide parents in the upbringing of children in multicultural families. This handbook has been translated into five languages.

2. SCHOOL INFORMATION, COMMUNICATION AND LEADERSHIP

DATA COLLECTION ON PUPILS’ PERFORMANCE AND TEACHERS’ PERFORMANCE

2.1 Are new entrants (*i.e.* pupils who enter this level of education for the first time) tested by schools before being enrolled at school?

ISCED (public schools)

	0	1	2	3	4
Yes, all new entrants					
Yes, only entrants with immigrant background					
No	X	X	X		

There are no systematic nation-wide procedures for testing new entrants before enrolment at school at ISCED levels: 0, 1 and 2. However, in 2006 the government introduced a pilot-project to assess the language ability of all 4 year-olds in 12 municipalities in Norway. The assessment was to be made while the children were undergoing check-ups at their local Health Care Centre. A language assessment instrument known as Language 4 was developed to systematically observe the language ability of all children. The aim of the project was twofold: Firstly, early identification of all children showing poor general language development, and secondly, to identify those migrant children with poor knowledge of the Norwegian language. This programme was evaluated by Rambøll Management in 2006. Improvement in the design of the test was recommended, *i.e.* that the language ability of migrant children should be assessed in both their mother-tongue as well as in Norwegian.

Language 4 is being followed up by another wider programme known as Språkløftet (Language Promotion) in nine municipalities. The aim is to ensure that both pre-school and school children identified as having poor language ability receives adequate help, that the municipalities provide counselling to the children’s parents and that the children are either offered a place in day care or receive adequate help at schools. By providing these children with adequate language stimulation in day care and school it is hoped that they will catch up with their peers later at school. The long-term effects of this programme have not yet been evaluated.

In 2007, the government introduced a new curriculum “Basic Norwegian” for newly arrived immigrant pupils. Basic Norwegian is a transitional, level-based, age-independent curriculum for pupils at all ISCED levels. It aims to provide systematic level-based teaching in L2 to newly arrived immigrants so that they can be integrated in ordinary classes as soon as possible. At the same time, a portfolio-assessment tool based on guidelines provided by the Common European Framework of Reference for Languages: Learning, Teaching, Assessment, has been developed to assess the pupil’s level of competence in “Basic Norwegian”. Finally, a handbook to guide teachers on how to implement the new curriculum in “Basic Norwegian” and use the accompanying assessment tool has been developed. At the moment, teachers are still familiarizing themselves with both the content of the curriculum and the portfolio-assessment tool. Effects of these new measures have still to be evaluated.

2.2 Nature of test (if applicable)

ISCED (public schools)

	0	1	2	3	4
✓ Not applicable (answer to Question 2.1 is <i>No</i>)	V	V	V	V	
✓ Language proficiency assessment					
✓ Cultural assessment					
✓ Psychological assessment and care (<i>e.g.</i> for refugee pupils)					
✓ Subject matter assessment					
✓ Generic cognitive skills assessment					
✓ Other (please specify)					

2.3 National policy for schools to collect data on pupils’ performance

National Quality Assessment System

Schools and school owners are obliged to follow up results from the local and national assessments, cf. section 13-10 of the Education Act. A national quality assessment system in key areas was judged to be more effective and should provide higher quality data than if each local authority were to design its own system. In the spring of 2003 the Norwegian Parliament therefore decided to establish a national quality assessment system.

The overriding aim of the national quality-assessment system (Norwegian abbreviation NKVS) is to promote quality development in all levels of primary, lower- and upper-secondary education and training with special focus on adapted teaching and greater learning outcomes for each pupil. The quality assessment system must also:

-
- Contribute to open attitudes, insight and dialogue on activities in school
 - Provide information to the education sector which will serve as the basis for decisions, providing documented knowledge on conditions at the local and national levels
 - Form the basis for local assessment and development activities by having school owners and administrators responsible for facilitating assessment and follow-up of results
-

The evaluation of the national-quality assessment system shows that there are systematic differences between quality-assessment activities in schools (Kvåle et al. 2008) due to the dominant school culture. Schools that may be characterised as collectively oriented are better at using results from evaluations and other quality-assessment tools. Schools that are more individually oriented are less focused on change and development.

PricewaterhouseCoopers (PWC) also arrived at similar results which on assignment from KS (the Norwegian Association of Local and Regional Authorities) examined what characterises the school owners with the best pupil results. The study examines results from national tests and the Pupil Survey. It is difficult to draw unequivocal conclusions from the study, but it is interesting to consider some common characteristics of the "good" school owners:

-
- The school owner follows up results in dialogue with the individual schools
 - The school owners or individual schools have launched systematic development measures to achieve better results.
-

National tests

The national tests are an important element in the national quality-assessment system. The tests in 2004 and 2005 came under criticism for lacking common frameworks for their design, and because the mission and purpose of the tests were unclear (Lie et al. 2004, Lie et al. 2005). The experiences from the two years the tests have been given show that national tests may be a useful tool for assessing the quality of the teaching at each school, both for school owners and the national authorities. Based on the experiences from 2004 and 2005, the Government decided that as of the autumn of 2007, national tests would also be held in mathematics and in reading in Norwegian and English, both in Year 5 and Year 8.

In September 2007, the national tests were held for Year 5 and Year 8 in mathematics and reading in Norwegian and English. The purpose of the tests is to determine whether the basic skills of pupils match up to the objectives of the national curriculum. The national tests will provide information to teachers and school owners and to the local, regional and central school authorities, which will then serve as the basis for improvement and development activities.

On assignment from the Ministry of Education and Research, in the autumn of 2007 Synovate, conducted a questionnaire study of school administrators, teachers, pupils and parents/guardians on their experiences with the national tests (Synovate 2008). The report indicates in general that the autumn 2007 tests were received far more positively than was the case in 2005. This particularly applies to the information provided and the follow-up of the test results. The report shows that the information about the national tests has reached all the user groups.

Three of four pupils had received feedback on their test results when the study was carried out. Most parents/guardians responded that they had received feedback about the results for their child. In 2005, a relatively large proportion of the pupils did not receive feedback on their national-test results. Most school owners and teachers believe that the tests only provide a little bit of information about the pupils that they did not already know. A small minority (2 per cent) of school administrators also respond that they are not planning to follow-up the results. A higher number of school administrators and teachers in 2007 than in 2005 feel that the national tests provide information about what should be strengthened in the teaching for each pupil and the pupil group (Synovate 2007).

Skoleporten (the School Portal)

The Norwegian Directorate for Education and Training launched a new version of the School Portal in December 2007. The aim of the School Portal is to give schools and school owners easy access to relevant and reliable information for their local quality assessment activities, cf. section 13-10 of the Education Act and the regulations relating to activity-based assessment.

The School Portal is a vital element in the national quality assessment system. Pupils, parents/guardians and other interested parties may also access the School Portal to view key figures relating to primary and lower and upper-secondary education and training in Norway. The School Portal contains data relating to learning dividends (with national tests and grades), the learning environment (with the compulsory section of the Pupil Survey), completion rates in upper-secondary education and training, resources and school facts. The four areas learning

dividends, learning environment, completion rates in upper-secondary education and training and resources are called assessment areas. This is because they offer relevant information for local assessment activities. School facts are factual information about the schools. The data registered in the School Portal is not disaggregated by immigrant pupils' status (e.g. nationality, ethnicity, etc.).

The School Portal has an open section accessible to everyone, and a closed section requiring a user name and password. Most of what the School Portal offers is accessible to everyone. One exception is figures that refer to only a few pupils. Such figures are not published in the open section in order to protect personal privacy. The closed section generally provides access to data on particular schools to the involved schools and school owners. The closed section also makes it possible to adapt the tools for personal use.

The School Portal was initially launched in 2004. The new version of the School Portal is an integral element of the website www.utdanningsdirektoratet.no with modified and improved functionality. The School Portal will be improved in 2008, and it will then be possible for schools and school owners to prepare their own reports. The School Portal will then also be designed to assist the county governors in their tasks.

The Pupil Survey

The Pupil Survey was carried out the first time during the 2001–2002 school year. Since then, the Norwegian Directorate for Education and Training has undertaken a total of five user surveys: the Pupil Survey, the Parent Survey, the Teacher Survey, the Apprentice Survey and the Instructor Survey. They are included in the national quality development system.

The Pupil Survey is a net-based questionnaire where pupils express their opinions on issues important to them in order to learn and enjoy their time at school. It is compulsory for the school owners/schools to carry out this survey for pupils in year seven and ten and at the first year of upper-secondary education and training in the spring semester.

In the survey, the pupils are asked about such things as their experiences of bullying and if they themselves bully anyone. In year eight and the third year of upper-secondary education, the pupils answer the following question about discrimination: "Have you been exposed to unfair treatment and discrimination at school because of a) gender b) nationality." From the autumn of 2008 the response alternatives have been expanded to include questions about possible handicaps, religion or philosophy of life, including one's sexual orientation.

In 2007, 23.2 per cent responded that they were being bullied. This figure has risen by 0.8 per cent to 24 per cent in 2008. The amount of pupils being seriously or frequently bullied has risen from 4.5 per cent in 2005 to 5.4 per cent in 2008. There are more pupils at the primary level who experience bullying than at higher levels.

See also Part II question. 2.5

2.4 School evaluation of teachers and teaching practices by either the principal and/or external evaluators

The municipalities as school-owners have the responsibility for evaluation of teachers and teaching practices. The practice varies somewhat from municipality to municipality. Usually, evaluation of teachers and teaching practices are a part of a larger school evaluation undertaken by the municipal administration. (School evaluation and quality development). It must, however, be emphasized that this is a general practice, and does not specifically evaluate teachers and teaching practices within education of newly arrived immigrant pupils. The results of the evaluation are used in decisions on resource allocation.

The Directorate for Education and Training has recently catalogued the qualifications of the teachers who teach basic Norwegian, native language and bilingual subject teaching. The cataloguing is a part of the follow up evaluation of the implementation of new curricula in basic Norwegian for linguistic minorities and in the native language, and describes formal and pedagogical competence, educational background, competence development, informal competence, work experience, other relevant experience, competence needs and the language background of the teachers.

COMMUNICATION, COOPERATION AND OUTREACH

2.5 Is there a policy requiring or encouraging schools in areas with high proportions of immigrant pupils to reach out to parents in order to improve the education outcomes of immigrant pupils?

ISCED (public schools)

	0	1	2	3	4
✓ Yes					
✓ No					
✓ There is no such policy, but in practice, this type of outreach frequently occurs [please indicate the % of schools that have outreach activities for parents, for each ISCED level. If no exact figures are available, please provide your best estimate and add "est" (e.g. 50% est)]	X	X	X		

Cooperation with the home

Several local projects aiming for the development of multicultural day care have made cooperation and inclusion of immigrant parents a target. Parents/guardians have the main responsibility for their own children and are of major importance when it comes to children’s motivation and what they learn. Cooperation between the school and home is vital, both when it comes to creating good conditions for learning for each pupil and to creating a good learning environment in the group and at school. One underpinning of good cooperation is good communication. It is important to have good two-way communication on the pupils’ academic and social development and on their well-being at school. Cooperation between the school and home is important throughout the entire course of primary and secondary education, but will change in nature as the pupils grow older and assume greater responsibility for their own learning and development. This policy includes all pupils. Cooperation between the school and home is a mutual responsibility, but the school must take the initiative to ensure good cooperation. The Education Act, its regulations and the National Curriculum constitute the grounds for this cooperation, and parents/guardians shall have a genuine opportunity to influence their children’s academic and social-learning activities.

The home shall receive information about the objectives and competence aims for each subject, the pupils’ academic development in relation to the aims and how the home can contribute to the pupils’ attainment of these aims. The home shall, moreover, receive information about how the education has been planned and the work methods and assessment procedures used. Parents/guardians must also receive the necessary information that will enable them to participate in meaningful discussions on the development of the school.

(Section 1-2 of the Education Act and Chapter 3 of the Regulations)

A resource network for strengthening the school-home cooperation has been established between minority-language parents and schools.

2.6 Is there a policy requiring or encouraging schools in areas with high proportions of immigrant pupils to cooperate with other schools in order to improve education outcomes of immigrant pupils on a local level?

	ISCED (public schools)				
	0	1	2	3	4
✓ Yes					
✓ No					
✓ There is no such policy, but in practice, this type of cooperation frequently occurs [please indicate the % of schools that cooperate in this sense, for each ISCED level. If no exact figures are available, please provide your best estimate and add “est” (e.g. 50% est)]					

ISCED 3:

All county municipalities have a Follow-up Service responsible for pupils who are entitled to upper-secondary education and training including pupils up to 21 years of age. Pupils have the right to be assisted by the Follow-up Service if they do not apply for a place or an apprenticeship in upper-secondary school, if they do not accept a school place or an apprenticeship or if they are not in permanent work, or quit school either as a pupil or as an apprentice in the course of the school year. The Follow-up Service gives advice and gives counselling on various education programmes and choices of vocation, offers training and places of training or work or arranges for a combination of training in school and a training agreement in a workplace. The county municipality has the main responsibility for the Follow-up Service, however, this service is based on a collaboration between bodies responsible for the programmes offered to the young people, for example the Norwegian Labour and Welfare Administration (NAV)

2.7 Is there a policy requiring or encouraging schools in areas with high proportions of immigrant pupils to cooperate with other agencies to facilitate access of immigrant pupils to social services and enhance their well-being and education outcomes?

ISCED (public schools)

	0	1	2	3	4
✓ Yes					
✓ No					
✓ There is no such policy, but in practice, this type of cooperation frequently occurs [please indicate the % of schools that cooperate with other agencies. If no exact figures are available, please provide your best estimate and add "est" (e.g. 50% est)]					

SCHOOL LEADERSHIP

2.8 Research pointing to the important role that school managers and leaders play in ensuring successful education outcomes of immigrant pupils

Studies have not been performed on the impact the day-care director has on migrant children’s learning outcomes. The day-care leaders are, however, regarded as very important for attaining the objective of good quality and inclusive day care.

There has not been much research in Norway on school management and leadership, and in a Recommendation from The Parliament’s Standing Committee on Education, Research and Church Affairs (Parliament 2007), it has been pointed out

that there is a need for more research on the relationship between school management and the pupils' learning outcomes.

The Department of Teacher Education and School Development (ILS), the Faculty of Education, University of Oslo, is taking part in several (international) projects on educational leadership, as for instance the projects "FIRE: The Role of Administration and Institutions in the implementation of the Educational Reform 2006"; "ASAP - Achieving School Accountability in Practice", ("Leadership For Learning") and the "SOL-project: Successful School Leadership Project" (see <http://www.ils.uio.no/forskning/forskningsprosjekter/sol/english.html>). One result of the SOL project is a doctoral dissertation by Gunn Vedøy on LEADERSHIP IN THE MULTICULTURAL SCHOOL (Vedøy 2008), however, the results are not available here as they were not until after the presentation of the doctoral thesis on 24 October 2008 (see attachment 1).

School leadership is also one of the topics in NOVA Report 10/2007: The Effects of Adapted Language Education for Minority-Language Pupils, by Anders Bakken (this has been sent to the OECD earlier).

2.9 Are there training programmes for school managers and leaders that focus particularly on developing their knowledge and skills to improve access, participation and/or outcomes of immigrant pupils?

	ISCED (Public schools)				
	0	1	2	3	4
Yes	X	X	X		
No				X	X

3. CURRICULA AND TEXTBOOKS

3.1 Is there a language policy integrated in the curriculum (*e.g.* provision in the mother language of immigrant pupils (L1), bilingual or immersion/submersion programmes, etc.)?

	ISCED (Public schools)				
	0	1	2	3	4
Yes	X	X	X	X	
No					X

Of the total of 619 322 pupils in the 2007-2008 school year, 40,017 pupils received special teaching in Norwegian. This corresponds to 6.5 per cent of the pupils. The number of pupils varies according to level of education, from 8 per cent of the pupils at the first level to 4.6 per cent of the pupils at year ten. About 71 per cent of the

pupils with an immigrant background in the primary and lower-secondary school received special instruction in Norwegian in the 2007-2008 school year (The Education Mirror) 2007).

The current Norwegian language policy is extensively described in REPORT TO THE STORTING [PARLIAMENT] No. 23 (2007-2008), which describes the language policy on the various levels.⁹

Pre-primary school (Pre-primary and ISCED 0) language development is primarily centred on language stimulation in day care. The government is providing earmarked financial support to municipalities in order to enhance the language development of minority-speaking children aged 0 to 5. This support can be used in connection with language stimulation in day care or for children who do not attend day care. In 2007, 8100 children received special-language-stimulation support. This support can be used both for pure Norwegian language stimulation and for language stimulation using the mother tongue of the child. The General Plan for the Content and Tasks of Day-care Institutions states the following in a chapter describing linguistic competence:

“Language is personal and identity-forming, and is closely related to feelings. The mother tongue is important for a sense of identity and achievement in a number of areas. A highly developed mother tongue is a fundamental requirement for the subsequent development of language skills, both in terms of writing and reading comprehension. [...] The day-care institutions must support them (the children) in their use of their mother tongue, whilst working actively to promote their Norwegian language skills”.

To achieve these goals, the staff must (among other things):

-
- Understand the importance of children’s mother tongue
 - Encourage children with bi- and multilingual backgrounds to use their languages, whilst helping them to gain experiences that develop their conceptual understanding and vocabulary in Norwegian.
-

In primary and lower-secondary school, pupils without the means to follow the mainstream instruction have a right to separate instruction in basic Norwegian, and, if necessary, their mother language and/or bilingual instruction in non-language

⁹ White Paper no 23, (2007-2008) *Languages build bridges*

topics, according to section 2-8 of the Education Act. The same rights apply to pupils attending upper-secondary school (section 3-12 of the Education Act).

Two new level-based curricula were introduced in 2007 to address the challenges that migrant children face. One curriculum is in 'Basic Norwegian for Language Minorities', the other in 'Instruction in Mother Language for Language Minorities'. The curricula focus on enhancing the pupils' proficiency in Norwegian to enable them to follow the mainstream instruction in school. These two new curricula are currently being evaluated. In post-secondary and tertiary education, there is no explicit language policy in this area.

3.2 Is there a policy that curricula and textbooks should recognise diverse cultural backgrounds, besides language?

ISCED (public schools)

	0	1	2	3	4
✓ Yes	X	X	X	X	
✓ No					

In day care there are no formal curricula but the General Plan for the Content and Tasks of Day-care Institutions states what should be emphasized in providing an appropriate learning environment, and recognizing and reflecting diversity in cultural backgrounds. The government has presented several guiding booklets to the staff of day-care institutions as support when implementing the General Plan, one of them on linguistic and cultural diversity.¹⁰

There is no explicit policy in the Education Act requiring curricula and textbooks in general to recognize diverse cultural backgrounds. In 2007, new curricula were introduced for all subjects (KUNNSKAPSLØFTET – Knowledge Promotion). In the overriding “Core Curriculum”, it is stated, in accordance with the Education Act, that the teaching is based on Christian and humanist values, but also that the teaching “must convey knowledge about other cultures and take advantage of the opportunities for enrichment brought by minorities and Norwegians with other cultural backgrounds”¹¹

Furthermore, in section 2-3a of the Education Act it is stated that the school must show respect for the pupils' and their parents' religious and/or philosophical convictions; and give parents a right to exempt their children from parts of the

¹⁰ MOER 2007

¹¹ **The Directorate for Education and Training, The Core Curriculum, p3.**

instruction that they find offensive. This right is transferred to the pupils from the age of 15.

Textbooks and other teaching materials are not subject to government overview with the exception of teaching aids produced through the grant system. Government policy in this case is that teaching aids should recognize diverse cultural backgrounds.

The revised policy plan called Equal Education in Practice! that was launched in February 2007 introduced a measure that focuses on strengthening the multicultural perspective in teaching aids. The Norwegian Directorate for Education and Training is improving the extent to which teaching aids reflect the multicultural society in Norway and help to strengthen the self-esteem and identity of both linguistic-majority and linguistic-minority pupils. An initiative has been taken to ensure that developers ensure better implementation of the multicultural perspective in new teaching aids and to obtain teaching aids which are better tailored to pupils with a linguistic-minority background.

	ISCED (Public schools)				
	0	1	2	3	4
Yes					
No	X	X	X	X	X

3.3 Are additional resources offered to schools to develop curriculum and/or teaching materials to promote cultural diversity or intercultural education?

No additional resources are offered.

	ISCED (public schools)				
	0	1	2	3	4
✓ Yes					
✓ No	X	X	X	X	

4. TEACHERS, PEDAGOGY AND ACADEMIC COUNSELLING

4.1 Is there a policy to recruit and attract teachers or teaching support staff with the immigrant pupils' cultural backgrounds in schools with high proportions of immigrant pupils?

	ISCED (public schools)				
	0	1	2	3	4
Yes	✓	✓	✓	✓	
No					

Persons with bilingual/multicultural backgrounds who have basic teacher training from their native countries and who wish to become formally recognized teachers in Norway are eligible for stipends/grants so that they can acquire the supplementary education they need to qualify as teachers. In 2004, seven university colleges in Norway (Oslo, Bergen, Agder, Hedmark, Nesna, Dronning Mauds Minne and Sør-Trondelag) developed a common framework for a net-based three-year teacher-training programme for mother-tongue teachers, bilingual teachers and bilingual assistants who wished to complete their competence. The aim was to provide a Bachelor's degree in bilingual education to participants who successfully completed the three-year programme. This programme, which started in 2005, has been very successful. Today, nine university colleges are offering the programme.

In 2007, eight teacher training colleges and universities have been given financial support from the government for a project running from 2007 to 2010 that is developing and testing a Bachelor's degree for multilingual pre-school teachers.

4.2 Is there a policy to recruit language support teachers for the immigrant pupils in schools with high proportions of immigrant pupils?

ISCED (public schools)

	0	1	2	3	4
Yes	✓	✓	✓		
No					

There is no national policy for recruiting language-support teachers for the immigrant pupils in schools where they constitute a high proportion of the pupil population. However, some of the larger municipalities that have "reception schools" or "reception classes" for newly-arrived immigrant pupils (such as Bergen, Stavanger, Kristiansand and Trondheim) have a policy of recruiting only teachers with formal competence in teaching Norwegian as a second language in such classes.

4.3 Common features of teacher education programmes for teachers in training to prepare them to be responsive to cultural diversity

In the general plans for the teacher-training programmes (general teacher, day-care teacher, subject-specialist teacher) it is stated:

"If the teacher training is regarded as relevant, it should prepare the pupils for the expectations society requests from day care and school. In this context there is a special focus on:

The fact that children from linguistic minorities have an increasing impact on the education and training system, at the same time as the needs and interests of indigenous peoples and national minorities have received greater attention. The teacher is obliged to have knowledge about the situation for bilingual and multilingual pupils, and about the meeting between cultures in general, and he/she has to be able to collaborate with parents or other care providers from different cultures.

The pupils must learn about the history of indigenous peoples, their culture and institutions. In our country this is specifically the case for the Northern Sami, Lule-sami and Southern Sami language, culture and society. The teacher training ought to recruit and include still more linguistic-minority pupils and take advantage of the qualifications these pupils can bring to day care and school”.

Some critics have claimed, however, that teachers learn too little and know too little about managing culturally diverse classrooms. This will therefore be a topic of debate in the upcoming White Paper on teacher education.

4.4 Professional development training for current teachers to be responsive to cultural diversity

The national general curriculum for teacher-training emphasizes the need for teachers to be responsive to cultural and linguistic diversity. Cultural diversity is a mandatory part of all teacher-training in Norway.

In addition, most universities and university colleges in Norway provide optional, in-service, supplementary training programmes in “multicultural understanding” and “multicultural pedagogy” to teachers. The length of the training varies roughly from three months to six months. The results of these training programmes have not been systematically evaluated.

In connection with the new level-based curriculum in basic Norwegian for linguistic-minority pupils, introduced in the autumn of 2007, the National Centre for Multi-cultural Education (NAFO) has developed a national further and continuing-education course for teaching in Norwegian and in the use of assessment tools connected with the curriculum. The course has been offered by NAFO in collaboration with regional or local authorities and universities or university colleges since October 2007. So far approximately 60 courses, comprising more than 3000 participants, have been given. NAFO has also developed guidance material for teachers, which can be used both independently and during the course.

4.5 Teaching practice to teach the national language as a second language

In primary, secondary and upper-secondary schools, the teaching of Norwegian for pupils with another mother language is structured according to the curriculum “Basic Norwegian for Language Minorities”, which can be used by schools from ISCED 1 through ISCED 3. There is at present no separate curriculum that pertains to the teaching of Norwegian as a second language, although there has been so earlier. The curriculum for the teaching of Basic Norwegian is a level-based curriculum, and aims to qualify the pupils to follow the regular curriculum in Norwegian. Therefore, no examinations are held, and pupils who follow the curriculum in Basic Norwegian for Language Minorities are not given grades. Norwegian schools are not required to follow the curriculum for Basic Norwegian for Language Minorities but can chose to give tailored tuition based on the regular curriculum in Norwegian to those pupils who require extra support.

The Norwegian Introduction Act makes it compulsory for newly arrived adult immigrants to participate in 300 lessons in Norwegian language training and social studies. Those who have a further need for teaching have the opportunity to take more classes (up to 3000 lessons). This applies to those who are refugees, persons granted humanitarian status, persons who have collective protection and family members of persons within these categories. It also includes persons who have been granted family reunification with a Norwegian citizen. Persons who come from outside the EEA/EFTA area and have a work permit are entitled to take part in 300 lessons, but have no legal right to be exempted from paying for the courses. People from the EEA/EFTA area have no legal obligations to take part in language courses.¹² The local authorities are responsible for giving education in compliance with the Introduction Act, and the education is usually provided by the section for adult education in the municipality.

Universities such as the University of Oslo offer courses in Norwegian, targeted mainly at international students/researchers who are attending/working at the university. The courses are, however, also open to others if there are any vacancies. The courses give ECTS credits upon passing the final examinations. Other universities also offer such courses. Moreover, some universities provide introductory courses in Norwegian for international students that do not give credits and which do not give certificates.

¹²

<http://www.regjeringen.no/en/dep/aid/Topics/andre/introductory-programme-and-norwegian-lan.html?id=1141>

Other providers also offer courses in Norwegian. One large provider is Folkeuniversitetet (the Open University), an idealistic organization that provides adults with their democratic right to participate in education in accordance with their own needs, abilities and interests.¹³ FOLKEUNIVERSITETET provides courses in Norwegian for immigrants at locations spread throughout the country. The courses are given at various proficiency levels, from beginners and up to the level required to pass BERGENSTESTEN (the Bergen Test), a Norwegian proficiency test recognized by all Norwegian universities, and which is required for international students planning to attend courses and studies in Norwegian.

There is no research indicating the size of the market for teaching Norwegian as a second language in Norway. The number of people travelling to Norway with the primary purpose of learning Norwegian is probably very small.

	ISCED (Public schools)				
	0	1	2	3	4
Yes		X	X	X	X
No	X				

4.6 Do schools provide guidance and counseling to immigrant parents/pupils to promote transition rates to a higher level of education, or employment at a relevant level?

Guidance and counselling for immigrant parents/pupils are given locally in each municipality.

	ISCED (public schools)				
	0 (to parents only)	1	2	3	4
Academic counselling to promote transition to higher levels of education					
✓ Yes	NA	NA	X	X	
✓ No	NA	NA			
Career guidance and counselling to improve employment perspectives					
✓ Yes	NA	NA	NA	X	
✓ No	NA	NA	NA		

¹³ <http://www.fu.no/default.asp?avd=&nyh=5393>

5. TARGETED INTERVENTIONS FOR IMMIGRANT PUPILS 'AT RISK'

PREVENTIVE SUPPORT PROGRAMMES FOR UNDER-ACHIEVING PUPILS AND POTENTIAL EARLY SCHOOL LEAVERS AND THEIR PARENTS.

5.1 Are targeted interventions systematically provided to under-achieving immigrant pupils and their parents?

ISCED (public schools)

	0	1	2	3	4
✓ Yes	x	x	x	x	
✓ Yes, in some schools [please indicate the % of schools for each ISCED level. If no exact figures are available, please provide your best estimate and add "est" (e.g. 50% est)]					
✓ No					

Pre-school provisions: The local authorities are expected to organise language-stimulation support to children in need of special attention (both majority-speaking and minority-language children).

Pupils in compulsory education who have a native language other than Norwegian or Sami have the right to special tuition in Norwegian until they have sufficient proficiency in Norwegian to follow normal teaching. If necessary, such pupils also have the right to native language tuition, bilingual subject teaching or both.

Pupils who either do not have or are unable to achieve satisfactory benefit from ordinary tuition have the right to special education. Pupils who have the right to special education also have the right to upper-secondary education for up to two extra years.

5.2 Type of support programme (if applicable)

ISCED (public schools)

	0	1	2	3	4
✓ Not applicable (answer to above question is <i>No</i>)					
✓ Language support in language of instruction	x	x	x	x	
✓ Language support in the native language of pupil	x	x	x	x	
✓ Education support linked to curriculum goals		x	x	x	
✓ Provision of mentor / tutor (please specify whether this is a peer, teacher or school-external mentor)					
✓ Intensified communication with parents	x	x	x	x	
✓ Cultural support					
✓ Psychological support					
✓ Socio-economic support					
✓ Career guidance / academic counselling			x	x	
✓ Other (Please specify)					

REINTEGRATION PROGRAMMES FOR EARLY SCHOOL LEAVERS AND THEIR PARENTS

5.3 Are reintegration programmes systemically offered to immigrant pupils who have left school before completing the education level that they were enrolled?

ISCED (public schools)

	0	1	2	3	4
✓ Yes			x	x	
✓ Yes, in some schools [please indicate the % of schools for each ISCED level. If no exact figures are available, please provide your best estimate and add "est" (e.g. 50% est)]					
✓ No					

5.4 Type of reintegration programme (if applicable)

ISCED (public schools)

	0	1	2	3	4
✓ Not applicable (answer to above question is <i>No</i>)	v				
✓ Language support in the language of instruction					
✓ Language support in the native language of the pupils					
✓ Education support linked to curriculum goals					
✓ Provision of mentor / tutor (please specify whether this is a peer, teacher or school-external mentor)					
✓ Intensified communication with parents			x		
✓ Cultural support					
✓ Psychological support					
✓ Socio-economic support					
✓ Career guidance / academic counselling			x	x	
✓ Others (Please specify)					

All pupils have the right to necessary counselling, follow up and help with personal, social or emotional issues related to their training situation.

All pupils are entitled to necessary counselling, follow up and instruction about educational programmes, vocational programmes and jobs and the choice of jobs. All pupils, who for certain reasons are not in a training situation, are entitled to education, work or other activities and follow-up.

PART IV. ROLE OF COMMUNITY

1. CLUSTER – DESEGREGATION, SEGREGATION OR SELF-SEGREGATION

1.1 Settlement of migrant communities

There are persons with an immigrant background in all Norwegian municipalities, and these backgrounds are from more than 200 countries. They are unevenly divided. About 45 per cent of the immigrant population is living in Oslo and Akershus, while only five per cent is living in northern Norway.

A total of 47 per cent of the non-Western immigrant population and 38 per cent of the Western-background population are living in Oslo and Akershus. More than half of those with backgrounds from Africa and Asia are living in Oslo and Akershus, whilst only one third of all those with Eastern European backgrounds are living there. A relatively large proportion of the persons with Western European or Latin American immigrant background are living in Rogaland. Newly arrived refugees and persons with a residence permit on humanitarian background are offered residence according to an agreement between the state and a municipality. The municipality receives integration benefits for a period of five years which should contribute to covering the local authority's extra expenses, for example for housing. In 2007, 193 municipalities established agreements with the state on settling refugees. The central authorities have had a deliberate policy of settling refugees all over the country. The right to introductory programmes, including means for housing, the introductory benefit, is connected to the municipality in which the migrant is residing.

Everyone can settle down wherever they want if they can afford it. This is naturally also the case for immigrants in Norway. Consequently there is no separate policy for accommodation for the immigrant population except the settlement policy for newly arrived refugees and hence no governance over where the immigrants settle down. There are many concurrent causes for the fact that we can find clusters of immigrants in certain areas. Research shows that the financial situation of the household is the most important factor for the choice of residence for immigrants from non-Western countries. Furthermore, settlement clusters can be explained in part by the fact that municipal flats are unevenly divided in urban areas and that some urban areas have more of these than other urban areas. This may have importance for settlement clusters because newly arrived refugees are normally placed in municipal flats before they can manage financially on their own.

Research shows that some nationality groups are moving more frequently than others and that each group has different motives for moving. Some groups put more emphasis on having close connection to their families, friends and others from the same national or ethnic groups, while other groups first and foremost move to get employment. The composition of settlement in a municipality or an urban area is naturally significant for the work and priorities of the authorities. For example, schools will be characterized by the population “belonging” to the specific school, something to which the school authorities have to respect.

Examples of implications for national policies

The state has implemented some district measures in the area of Groruddalen in Oslo in collaboration with the municipality of Oslo with a view to improving the neighbourhood and living conditions over the next ten years. The living conditions in Groruddalen are more problematic compared to the average in Oslo, and the population scores are worse both regarding employment, education, health and accommodation. More than 35 per cent of the residents have an immigrant background. In the primary and lower-secondary schools, the number of minority-language pupils varies between 14 and 90 per cent. Measures have also been introduced in the urban area of Søndre Nordstrand in Oslo in collaboration with the local authority. This area, which has 34 000 inhabitants has grown rapidly and has a young population, and has many residents with challenging living conditions. The area has the highest proportion of residents with an immigrant background among all the Oslo districts (about 40 per cent), and in many of the schools 90 per cent of the pupils have an immigrant background.

1.2 The influence of social capital in immigrant communities *i.e.* ethnic capital

The notion of social capital in immigrant communities is being recognised as an important factor – *i.e.* ethnic capital.

A questionnaire from CERI on Social Outcomes of Learning (SOL), entitled Education and Civic Engagement among Norwegian youths has data from a sample of more than 11 000 observations among youth 17-19 years of age. The survey, carried out in 2002, uses variables that cover such areas as interest in social issues and politics, participation in political activity, activism (participation in demonstrations etc.) and unlawful protest. Background variables on such issues as family background enable the researchers to control for various issues.

The study reviews national and international literature indicating positive associations between the level of educational attainment and indicators of civic engagement and tolerance. The authors use various statistical methods, including logistic regression. A review of national and international literature gives indications of positive relationships between education and positive civic engagement outcomes.

This present study finds a positive association between good grades in school and civic engagement. The single most important education prediction of civic engagement of Norwegian secondary school pupils is whether they plan or hope to progress to higher education. Lauglo, Jon and Tormod Øia (2006,) Education and Civic Engagement among Norwegian Youths, Norwegian Social research, Report 14/06. The report was commissioned by CERI.

<http://www.nova.no/index.gan?objid=11115&subid=0>

Living conditions among immigrants in Norway 2005/2006 (RAPP 2008/5): Living conditions among young people with an immigrant background. See report: Young people growing up in Norway with parents from Pakistan, Turkey and Vietnam. (RAPP 2008/14)

Facts about immigrants and their descendants 2007; What the figures can tell us (Note 2007/56).

2. PROVISION OF SUPPORT PROGRAMMES BY LOCAL AUTHORITIES

2.1 Provision of information and outreach services by local authorities on access to school

Refugees who settle down in a municipality (according to an agreement between the Directorate of Integration and Diversity Directorate (IMDI) and the municipality) are informed about the rights and duties regarding education when they settle in the municipality.

Newly arrived immigrants have a right and/or a duty to attend 300 hours of instruction in Norwegian and civics/social studies. The instruction comprises 250 lessons in Norwegian language learning and 50 lessons in social studies in a language the participants can understand. The social studies lessons given the participants knowledge on their rights and duties in the Norwegian society.

School and education comprise an obligatory subject in this teaching. The subject includes the Norwegian system of education and training and the collaboration

between home and school. Children and family issues comprise another subject in which the rights of the child is a subject.

2.2 Provision of after-school or weekend programmes to support immigrant children and their parents by communities

This type of after-school programme varies from municipality to municipality. Sports clubs, music orchestras, the municipal schools of music and the performing arts and various voluntary organisations are open to all children and young people. The local authorities offer different types of activity, including a mentor programme, homework assistance, open school/all day school and so on. FUG and the newly established organisation MIR (a network for minority-group issues) are working hard to improve the collaboration between school and home.

Some schools offer parents' school for all parents, while some have parents' school only for linguistic-minority parents. Some linguistic-minority users have homework assistance for pupils after the school day and at the weekends. All municipalities offer day-care facilities for schoolchildren (SFO) before and after school hours for years one to four and for children with special needs up to year seven. The municipality can demand that SFO expenses are covered by individual payment from the parents. The price of SFO varies from municipality to municipality.

PART V. GOVERNMENT POLICIES AND APPROACHES

1. POLICY APPROACH FOR IMMIGRANT PUPILS

1.1 National or regional policies concerning immigrant children and evolution of such policies

The immigrant population constitutes 9.7 per cent of Norway's population. This means that all public authorities and societal sectors must interrelate with persons who have an immigrant background in their work. The Government has set the principle of sector responsibility as the foundation for its policies directed at the immigrant population. The sector authorities various sectors and levels of management have the same responsibility in their areas for persons with an immigrant background as for the majority population, not only one sector is responsible for the immigrant population, all sectors share this responsibility. Each sector authority monitors and evaluates the situation for persons with an immigrant background at their areas of responsibility, and evaluate the need for measures that can ensure that all inhabitants have the same access to services. The principle of sector responsibility that calls for school policies aimed at children and pupils with an immigrant background is addressed by the Ministry of Education and Research.

To ensure that the Government policies in the area are coherent and coordinated, and to ensure that inclusion is a natural part of the work of all professional authorities and policy development, the Ministry of Labour and Social Inclusion (AID) has an overriding responsibility to coordinate the policies and the measures in the area of integration and inclusion. This means that that the Ministry develops the knowledge base for policy development and clarifies and informs about important political objectives in the area.

The Ministry of Labour and Social Inclusion (AID) also has the responsibility for settling refugees, the Act relating to the introduction to society and instruction in Norwegian for newly arrived adults, the Citizenship Act, measures and policies relating to the connection between the immigrant population and the labour market and other kinds of participation in society.

Development of further and continuing education

From the end of the 70s further and continuing-education programmes were established for teachers within migration pedagogy/multicultural pedagogy/multilingualism, initially at the University College of Oslo, later in Bergen,

Trondheim and at the University College in Hedmark. These institutions continue to offer this further training. The Institute for Norwegian as a Foreign Language – later Norwegian as a Second Language – was established at the University of Oslo in the early 80s. Later this has also been established at the University of Bergen and at NTNU in Trondheim. These universities provide education to pupils and further education to teachers, and carry out research and publish articles on Norwegian as a second language, with a major opportunity to apply this work in the classroom. There is no national documentation to tell us how many teachers have taken this further education offered by the universities and university colleges.

Bachelor for bilingual teachers

From 2004 eight university colleges and one university have joined in offering a three-year Bachelor's education for bilingual teachers. The various institutions have received project funding from the Ministry of Education and Research to develop this study in collaboration with each other. The University College of Hedmark is responsible for the project and has the coordinating responsibility within HINorge (University College network in Norway.) This study leads to teaching qualifications in various subjects and is designed in such a way that it can be module in gaining general teacher qualifications with one year of supplementary studies. White Paper no 23 (2007-2008) states that to date 300 persons have been granted their Bachelor's degree. In the same Paper it is stated that to date 238 bilingual teachers have received scholarships (see also Part III section 4.1.).

Establishment of the National Centre for Multicultural Education

From 1970 to 1990 development work within this area was initiated by the secretariats for the Council of Primary and Lower-Secondary Education and the Council of Upper-Secondary Education and Training. In the 1990s this function was moved to the National Centre for Primary and Secondary Education and Training under the auspices of the Ministry of Education. When the Directorate for Education and Training was established this body became responsible for development work. But in 2000, the Ministry established the Centre for Competence Development in the Multicultural School as a supplement to the National Centre for Education and Training (SEFS) The mandate of SEFS was within primary, lower and upper-secondary education and training and the mission was to contribute to competence development in the multicultural school pursuant to the Education Act, regulations and curricula. In 2004, SEFS was restructured into the National Centre for Multicultural Education (NAFO) with an expanded mandate which in addition to

competence development included other kinds of development work within day care, higher education, adult education and basic education.

Introduction of a new strategy

In 2004, the Ministry worked out the strategy plan “Equal Education in Practice! Strategy for better education and greater participation among linguistic minorities in day care, school and education (2004-2009)”.

The plan was revised in 2007 by a new government, and was given the new title “Equal Education in Practice! Strategy for better learning and greater participation among linguistic minorities in day care, school and education 2007-2009”. To a large extent, the revised strategy plan is a continuation of the original plan. Both plans are aimed at the complete education and training sector, from day care to higher education, and both promote measures for improving teaching for linguistic minorities from a perspective of equalization in relation to the majority population. Since 2008, the National Centre for Multi-cultural Education (NAFO) has been responsible for the implementation of the strategy plan, and NAFO also has the coordinating responsibility for regional networks, comprising day care, primary and lower-secondary schools, upper-secondary schools and adult-education institutions within each region. The school and day-care owners take part along with representatives of the local and county municipalities from each region.

Language learning – changes in legislation and curricula-

The policies for language learning have been amended and gone through many revisions over the last 30 to 35 years. In the above-mentioned NOVA report Anders Bakken sums up the development in this period. “The main model in Norwegian school policies has consisted of integrating minority-language pupils in the ordinary teaching. In accordance with general principles on a comprehensive school, the main track has been that most pupils – regardless of background – shall attend ordinary classes and receive the same teaching programme. Within this frame, only parts of the overall teaching programme have had a special focus on the children’s conditions and experiences. Historically, the approach of the Norwegian education authorities to the question of adapting the instruction to minority pupils has moved from a focus on only Norwegian, to fragments of mother-tongue teaching and then to today’s system of primarily having a focus on Norwegian. During the first phase of the modern-day immigration to Norway, from the end of 1960s, immigrant children in most cases were placed in ordinary classes without introducing special measures for this pupil group. In the 1980s, native-language instruction was

introduced as a separate subject in school with ambitious objectives of functional bilingualism for all minority children. The strategy was to offer both basic teaching in basic reading and writing in the child's own native language, in addition to giving the children bilingual instruction in their other subjects. In the 1990s this was altered and today the main model is that minority children shall only be offered native-language teaching in school if they have limited proficiency in Norwegian. (Section 2-8 of the Education Act). This applies primarily to those who have recently arrived in the country and migrant children who have so weak skills in Norwegian that they cannot attend instruction in Norwegian. The native language programme comprises both teaching in the native language, where instruction in reading and writing is included, and teaching other subjects in the native –bilingual teaching. However, the main approach is still teaching in Norwegian for minority children. The Education Act gives pupils in the primary and lower-secondary school with another native language than Norwegian and Sami the right to specially adapted education in Norwegian. So far this has been offered on the basis of the age-based curriculum in Norwegian as a second language. From the spring of 2007, the curriculum will be replaced by a level-based curriculum in basic Norwegian for linguistic minorities (The Ministry of Education and Research 2007). Common to all these measures is that they shall be included in a general pedagogical programme that is temporary, only being in place until the children have satisfactory skills in Norwegian to attend the ordinary teaching.

1.2 Equity-oriented policies and immigrant children

The policy described below is part of Norway's Fourth report to the UN Committee on the Rights of the Child (2008). Immigrant children are one of the target groups.

The Act on Prohibition of Discrimination based on ethnicity, religion, etc. (the Anti-Discrimination Act) entered into force on 1 January 2006. The Act applies to all areas of society. At the same time that the Anti-Discrimination Act was adopted, Parliament made amendments in section 135a in the Penal Code where it is made clearer that racist expressions with a qualified injurious effect are unacceptable.

In 2006, an Equality and Anti-Discrimination Ombud and an Equality and Anti-Discrimination Tribunal were established. Together with the new law against ethnic discrimination, the Ombud and the Tribunal signify a clear strengthening of the protection against discrimination in Norway, including against children with an ethnic minority background. The Ombud enforces the prohibitions against discrimination on the basis of gender, religion, lifestyle, skin colour, national or ethnic origin, political affiliation, sexual orientation, disability and age.

The Council of Europe campaign “All Different – All Equal” was run in all Council of Europe member countries during the campaign period from June 2006 to October 2007. The goal of the campaign is to encourage young people to participate in the building of peaceful societies, with importance placed on respect, tolerance and understanding of differences. In Norway, the secretariat for the campaign is situated in the Norwegian Children and Youth Council. Through the campaign, support is given to local and regional projects and measures. Methods and materials are developed and emphasis is placed on training instructors who may also further communicate the message after the conclusion of the campaign. The Norwegian part of the campaign was financed by the budgets of both the Ministry of Labour and Social Inclusion and the Ministry of Children and Equality.

In 2007, Norway participated in the European Year of Equal Opportunities for All. The campaign “Conscious” is Norway’s contribution and was implemented by the Equality and Anti-Discrimination Ombud. An important part of the campaign is aimed at increasing awareness about the Anti-Discrimination Act and spreading information about it.

Furthermore, Norway has participated in the EU’s Action Programme to Combat Discrimination (2001-2006), where the goal has been to support implementation of new anti-discrimination legislation (see Appendix 2).

For further information we refer to Norway’s fourth report to the UN Committee on the Rights of the Child.

[http://www.regjeringen.no/upload/BLD/Rapporter/2008/The Rights of the Child.pdf](http://www.regjeringen.no/upload/BLD/Rapporter/2008/The_Rights_of_the_Child.pdf)

Such issues as social equalization and equal possibilities have been important for the present Government. On average, the immigrant population has lower incomes and less education than the Norwegian population. When there is a special emphasis on social equalization, the immigrant population in general will benefit from this type of measure.

Social equalization is the main focus of White Paper no 16: EARLY INTERVENTION FOR LIFELONG LEARNING.

http://www.regjeringen.no/Rpub/STM/20062007/016EN/PDFS/STM200620070016000EN_PDFS.pdf

http://www.regjeringen.no/upload/kilde/prm/2006/0133/ddd/pdfv/292446-h-plan2006_fattigdom.pdf

Parallel with the strategy plan against poverty the Government presented a strategy plan for integration and inclusion of the immigrant population. Reinforced activities aimed at the immigrant population were regarded as decisive for preventing and combating poverty. One billion NOK has been appropriated for the strategy plans from the Government to combat poverty and enhance inclusion.

The strategy plan for integration and inclusion is a strategy plan where many government ministries are involved. The Ministry responsible for integration issues – AID – is in charge of the strategy plan.

http://www.regjeringen.no/upload/kilde/prm/2006/0134/ddd/pdfv/292448-h-plan2006_int_og_inkl.pdf

Equal education in practice! The strategy plan for improved teaching and greater participation among linguistic minorities in day care, school and education 2007 - 2009 was published in a revised edition in 2007.

<http://www.regjeringen.no/upload/KD/Vedlegg/Grunnskole/Strategiplaner/Likeverdige ENG nett.pdf>

2. FUNDING

2.1 Total public resources spent on the education of immigrant children to ensure access, promote participation and enhance pupil performance

The introductory programme is the most important means for qualifying newly arrived refugees and their families. The objective with participation in the introductory programme is to teach basic skills in Norwegian and give an insight into Norwegian society, in addition to preparing for participation in working life and/or education. The introductory programme comprises at least instruction in Norwegian, social studies and measures preparing for further education or for joining working life. Each participant is obliged to have an individually adapted introductory programme based on the individual's background and personal requirements. Participation in an introductory programme confers the right to the introductory benefit corresponding to 2G (NOK 133 624 as of 1 May 2007) annually (persons below 25 receive two-thirds of the benefit). If a participant has

undocumented absence, the benefit is reduced by an amount corresponding to the length of the absence.

All municipalities have a duty to provide the introductory programme to recently arrived immigrants who have settled in the municipality and who come under the regulations in the Introductory Act. The municipalities receive reimbursement (the Integration Subsidy) when refugees and persons with residence on humanitarian grounds settle in the community. The integration subsidy and the subsidy for teaching in Norwegian and social studies for adult immigrants will cover the average expenses the municipalities incur from providing the introductory programme to newly arrived immigrants.

For the municipalities, a subsidy shall contribute to carrying out measures to improve language comprehension of minority children of pre-school age. Based on an evaluation of local needs and an application, the municipality can choose to support day care with a subsidy so that extra staff can be hired, language material and books can be purchased, and information activities and/or inter-curricular measures can be introduced.

Research carried out by Rambøll Management in 2006 and 2008 shows that Norwegian day care makes use of language stimulation material in both Norwegian and the native language to stimulate the language development of minority children in the day-care centres. The study shows that the number of day-care centres making use of material in Norwegian is higher than the number of day-care centres using teaching material in the native language. The study does not come to a clear conclusion, but has found that the number of bilingual assistants has shown a decrease since the change in the subsidy schemes in 2004. The number of employees in ordinary posts with minority backgrounds has, however, increased during the same period.

The scope of the subsidy for 2007 was NOK 102.5 million of which NOK 96 million was transferred to the municipalities. (The budget for 2008 shows NOK 106.8 million, with NOK 99 million allocated to the municipalities.)

Teaching for linguistic minorities in the primary and lower-secondary school is financed through the free-income schemes for the municipalities. In 2007 the subsidy for linguistic minorities at primary and lower-secondary level was included in the block grant to the municipalities. This means that there is no earmarked funding for this group of pupils at the primary and lower-secondary levels, rather the costs incurred from adapting education for minority-language pupils are covered from the block grant, as is done for all other forms of education and training.

When it comes to teaching children of primary and lower-secondary school age in asylum reception centres, subsidies are earmarked for these children. This subsidy has been criticized for being too low. The subsidy for teaching linguistic minorities in upper-secondary education is included in the block grant from the county administration from 2009. Young people in asylum reception centres are not entitled to upper-secondary education and training and hence receive no financial support.

For adults, the local and county authorities are responsible for providing primary, lower- and upper-secondary education, and this is funded through the block grant. The right adults have to a primary and lower-secondary education is valid from the age of 16 and the adult right to upper-secondary education and training is valid from the age of 25.

The two Ministries supporting education for minority children are AID and the Ministry of Education and Research (MOER).

Rights of access, promotion of participation and increased learning outcome

Minority children have a statutory right similar to that of majority pupils. In Norway, the public primary and lower-secondary schools comprise 98 per cent of all schools. This means that most pupils attend a public school in their own geographical area. The ten-year primary and lower-secondary school is compulsory and free of charge. All pupils who have completed lower-secondary school have a statutory right to upper-secondary education and training. The education is free of charge, but some costs are incurred from the purchase of school materials.

According to the Education Act, the school has a duty to provide teaching adapted to each pupil's capacities and qualifications. When the school is not able to adapt the general teaching with the result that the pupil does not achieve a satisfactory learning outcome, the pupil has the right to special-needs education.

The right to primary and lower-secondary school is also given to asylum seekers even when it is likely that the child will not be staying in Norway for more than three months. Whether the stay is legal or not does not, according to the Education Act, matter – all children of primary and lower-secondary school age have a statutory right to education. Asylum seekers of upper-secondary-education age have no statutory right to upper-secondary education and training, and if they are attending school, they will have to leave if, in the course of the school period, their application for permanent residence in the country is rejected.

In addition to the ordinary rights all pupils have that secure them the right and duty to schooling, minority-language pupils with special needs have special rights. Pupils from language minorities have a special right to language teaching. The pupils have a right to special instruction in Norwegian until they have satisfactory skills in Norwegian to be able to follow the ordinary education. In addition, the pupils have a right to native-language teaching and bilingual subject education when necessary. The right to native-language teaching and bilingual subject education is first and foremost for newly arrived pupils. The right to specially adapted language teaching has also been introduced for upper-secondary education and training as of the autumn term 2007.

2.2 Recent increases or decreases in financial support for the education of immigrants

Not applicable, see 2.1.

2.3 Allocation of public funding in local currency to different types of programmes or institutions

Total expenditures on ECEC, amounted in 2008 to 0.9 % and in 2004 to 0.8 % of GDP for children 0–6 years old. Average public expenditures (state and municipal grants) per child in services is NOK 140,000 per year for children 0-3 year-olds and NOK 80,000 per year for 3-6 year-olds. The local authorities also have the duty to provide funding to their own services and to private providers. They also provide subsidies for additional places for families where more than one child is in ECEC, even when the children participate in different ECEC services within the municipality.

All pupils have a right and duty to schooling, also minority children.

The local and county authorities are responsible for primary, lower- and upper-secondary education and training. Primary and secondary education is financed through block grants to the municipal sector. As there are no earmarked subsidies to instruction for minority children, we do not have any overview of total public support for this group.

2.4 Information on the national programmes supported by public funding

NATIONAL CENTRE FOR MULTICULTURAL EDUCATION (NAFO) NAFO is a national centre for multicultural education contributing to competence development in day care, schools, universities and adult-education centres. NAFO works on improving

the competence of the teachers of minority children, pupils/participants and pupils at all levels, and contributes to development in learning, including multicultural communities of learning. NAFO assists institutions at all levels in developing good teaching models that address the adaptation needs of minority-language pupils in both minority and majority language learning and their opportunities to take part in the multicultural community. NAFO is responsible for implementing the national strategy Equal Education in Practice!

Equal Education in Practice!

This strategy provides a coherent perspective on the teaching of minority-language pupils and students in all age groups, where the focus is on creating multicultural, inclusive and equal teaching. The overriding objective is to direct attention to and implement measures that can contribute to securing everyone the same possibilities for learning, education, and participation in working life and society in general. This does not mean that the learning and teaching situation should be similar for all. It should rather be adapted to each and everyone's capacities and adapted to their needs.

The strategy has five learning objectives focusing on children of pre-school age, primary and lower-secondary level children, pupils and apprentices in upper-secondary education and training, and students within higher education and adult education:

1. Improve the language skills of minority children of pre-school age
 2. Improve the learning outcomes of minority children in primary and lower-secondary school
 3. Increase the proportion of minority-language pupils and apprentices commencing at and successfully completing upper-secondary education and training
 4. Increase the proportion of minority-language students in higher education and improve their possibilities to complete their education
 5. Improve the skills in the Norwegian language of minority-language adults to increase their possibilities for active participation in working and societal life
-

The plan comprises 38 targeted measures that help the target group face the challenges described in the description of the situation. The strategy plan puts a great deal of emphasis on improving the language learning of minority children and pupils. Good language instruction is the key to a good learning outcome and to

active participation in further education and later success in working life. Hence, early language stimulation is a significant issue in the strategy. The teaching in Norwegian for minority children and pupils must also be improved.

The Language Promotion Project and the Development Project are two measures within primary and lower-secondary education initiated by the Ministry of Education and Research, and both are included as measures in the strategy. The Language Promotion Project will last four years and will be evaluated. Its aim is first and foremost to provide knowledge on a consistent and coherent chain of measures, from the public health centre, day care and transferring to school, and will contribute to promoting good language and skills in Norwegian for children in need of language stimulation. The development project is a subsidy scheme for schools having more than 25 per cent minority-language pupils. The purpose of the scheme is to proactively stimulate schools with many minority-language pupils, to deal with the special challenges that these schools have and to improve the learning outcomes of the pupils. These two measures must be seen in conjunction with each other. Some of the funds for these two measures are earmarked for the activities in the Groruddalen and Søndre Nordstrand neighbourhoods.

The Groruddalen neighbourhood activities

On 11 January 2007, the Government and the City Council of Oslo signed a letter of intent on for the Groruddalen neighbourhood collaborative project for the ten-year period 2007-2016. The wide-ranging activities have been sorted into four programme areas. Programme area number four Early development, education, cultural activities and inclusion cover the social aspects of the various activities. An overriding objective for the programme area is to improve the living conditions and opportunities in the Groruddalen neighbourhood for the population in general, and the early development conditions for children and young people in particular.

Total subsidies for Programme Area number 4 for 2007 were NOK 50 million. Measures under the category “early development and education” were given special priority in the activity programme, where NOK 36 million was earmarked for day care and school measures. After the expansion of the free core time (20 hours a week in day care free of charge), the total project expenditures came to about NOK 44 million. The two most important measures here are the free core time in day care (about NOK 28 million in 2007 and NOK 38.4 million in 2008) and the school as a centre of knowledge and inclusive meeting place (NOK 9.5 million in 2007 and NOK 10.5 million in 2008).

The use of digital-learning resources and ICT-based solutions will help to improve learning for minority children. The development of teaching material and other learning resources in many languages is very demanding of resources, but today many learning resources are available both nationally and internationally. However, it is not easy to have a full overview over what is available. The Ministry wants to systematize and ensure that such learning resources are more easily available. The problems are common in many countries and cooperation across borders is preferred in this area. The Swedish website Tema Modersmål in the Swedish Skoldatanatet offers learning resources in 32 languages and is very frequently visited. A similar service should be established in Norway, possibly in collaboration with the Swedish Skoldatanatet. The Ministry will initiate a Nordic collaboration on digital-learning resources in different languages, initially through contact with Sweden.

2.5 Funding strategies to provide grants to institutions

See also V 2.1.

Subsidies are given to municipalities for the teaching in Norwegian and social studies for adult immigrants. The subsidy is per-capita based, meaning it is given to each person in the target group regardless of whether the individual is participating in education or not. The subsidy consists of a per-capita subsidy, basic subsidy and result subsidy.

Subsidies are also given for teaching in Norwegian for asylum seekers in the asylum reception centres.

From 1 January 2008, the Directorate of Integration and Diversity (IMDi) became responsible for managing the subsidy from AID. The county administrations will still have the responsibility on behalf of IMDi for the management of the subsidies on the regional level. The County Governors process applications, pay the subsidies and answer questions.

The local and county authorities are responsible for (see response item 2.1) deciding how much is to be paid to the school.

The National Centre for Multicultural Education (NAFO) is annually subsidized with NOK 6 Million for the running of the centre.

2.6 Funding strategies to provide grants directly to immigrant pupils and their families

No direct support is given to minority-language pupils and their families, cf. the response under item 2.1.

2.7 Other resources available on the education of immigrant children (beyond public funding)

Almost all schools in Norway, are public, i.e. 98 per cent. Norway has set the aim of having qualitatively good schools that have a high standard. In other words, it should not be necessary to have private providers in addition to the public school system. This means that private actors play a minor role when it comes to education. There are some instances of private initiatives with respect to homework assistance in many places in the country. Some groups from the immigrant population arrange non-compulsory native-language instruction courses beyond normal school hours (see Appendix 1).

3. POLICY COORDINATION

Between/among Ministries

3.1 Ministries involved in designing national integration policies for immigrants in general into society

See the text in 1 and 1.1 relating to sector responsibility. The Directorate of Integration and Diversity can be perhaps be mentioned in this connection

IMDi implements the integration and inclusion policies within AID's area of responsibility. IMDi is also a competence centre for the municipalities and the responsible sector authorities and shall assist with advice and counselling. The Directorate cooperates with immigrant organisations/groups, the local authorities, state bodies and the private sector.

3.2 Ministries involved in designing education policies for the integration of immigrant pupils into school

The Ministry of Education and Research (KD) is responsible for day care, primary and secondary education and training and higher education for all children, young people and adults, including also the immigrant population. This Ministry designs the education policies for the integration of pupils with an immigrant background

into school. KD collaborates closely with the Ministry of Labour and Social Inclusion (AID) which has the overriding responsibility for integration into Norway. This is the case on concrete issues where the various Ministries consult each other on developing activity plans, other activities and White Papers.

There are also a number of inter-ministerial discussion groups. The Ministry of Local Government and Regional Development (KRD) has the responsibility for good management of the country's municipalities and the counties, including the school owners, and usually takes part in this kind of forum. This is also the case for the Ministry of Children and Equality (BLD) which is responsible for the policies connected to the living conditions for children and young people and the Ministry of Health and Care Services (HOD), which is responsible for health promoting policies.

An example of inter-ministerial work is the group consisting of AID, KRD, BLD, and KD working on conditions for pupils arriving in Norway late in their schooling period. KD ordered a survey of structural conditions for the teaching of minority-language youths with a short period of residence in Norway from Rambøll Management (see paragraph V on national politics, item 4.2), and this was the basis for discussion in the inter-ministerial group, which also proposed concrete measures to improve the situation for this group of pupils.

KD and AID are now cooperating on the proposed measures. See paragraph v for more information about various activity plans and similar inter-ministerial activities.

Among various stakeholders

3.3 Formal or informal cooperation between the relevant stakeholders

Asylum reception centres offer voluntary residence to all asylum seekers, including families with children who are seeking asylum. An important task for the reception centres is to support the parents' ability to fulfil their parental role while they are staying in reception centres. At the end of 2007, a little more than 2,000 children were residing at state reception centres.

In 2006, an inter-ministerial working group was established to review the situation for accompanied children in asylum reception centres. Relevant measures are to establish programmes for parental guidance in reception centres, develop a DVD for children/parents in reception centres with information about children, establish discussion groups for children in reception centres, and to develop a professional training programme for staff working with children in reception centres. This work will be continued in 2008.

The Government has, in line with its political platform, resolved to improve the conditions for unaccompanied minor asylum seekers who come to Norway, and transfer the responsibility for care for these children from the immigration authorities to the child-welfare services. Bearing this in mind, from December 2007, the child-welfare services has assumed the responsibility for implementation of this group's daily need for care and follow-up for children under 15 years of age, in the phase spanning from arrival to the country and until settlement in a municipality or return to the country of origin.

For further information we refer to Norway's fourth report to the UN Committee on the Rights of the Child.

http://www.regjeringen.no/upload/BLD/Rapporter/2008/The_Rights_of_the_Child.pdf

The KD cooperates professionally with the Directorate for Education and Training, VOX (Norwegian Institute for Adult Learning) and the National Centre for Multicultural Education NAFO, and the Directorate participates through interventions, and through the implementation of measures assigned by the Ministry. The ministry (KD), NAFO, The Directorate for Education and Training and VOX have a group that meets once a month to discuss current minority issues. NAFO is responsible for the implementation of the politically initiated national strategy Equal Education in Practice!. The Directorate for Education and Training frequently cooperates with the Directorate of Integration and Diversity on different measures and activities. For example, there is collaboration on minority counsellors. AID, the KD and other ministries are collaborating with the city of Oslo on the special activities for person with immigrant backgrounds in Groruddalen.

4. POLICY DESIGN, IMPLEMENTATION, INTERVENTIONS AND EVALUATION

Policy design

4.1 Policy issues on the current education reform agenda concerning immigrant pupils

In August 2007 a new curriculum in Norwegian for linguistic minorities and a new curriculum in native language instruction was introduced. The background for the implementation of the new curricula was that the practice of Norwegian as a second language did not function according to intentions. Many pupils remained in this teaching situation throughout the entire school period, despite mastering Norwegian well. In this way they were treated as "second-class citizens" in the Norwegian subject. Many pupils also felt discriminated when they were placed in

Norwegian-as-a-second-language classes (so called NOA-classes) because of their names (see also item 4.4)

The new curriculum represents something quite new to Norwegian primary and lower-secondary school, as it is level based (cf. the European Framework). In other words, it aims to give the pupil teaching according to the level of Norwegian on which finds him or herself. Surveying material has been developed with the intention of helping the pupil to be placed on the correct level of instruction and furthermore to ascertain when the pupil masters enough Norwegian to take part in ordinary teaching. Further education courses have also been developed, as has a guide for teachers who will be teaching basic Norwegian. The curriculum is seen as a transfer stage until the pupils master satisfactory Norwegian, at which time they can participate in ordinary teaching. Consequently grades are not awarded in this subject. This has been the subject of much debate. The Ministry is working on finding solutions for pupils who arrive in the country late in their school period, and for adults. The new curriculum in "Instruction in the Mother Language for Language Minorities" is also level based.

Asylum policies have been high on the political agenda for some time. Such issues as the rising number of asylum seekers, the shortage of asylum reception centres, settlement and stricter practices the awarding of permanent residence permits are being discussed. Moreover, there have also been cases of violence against reception centres and internally in reception centres, incidents which have garnered great media attention. A media discussion on what sort of education the asylum children are offered has also taken place.

Forced marriage and female genital mutilation are also issues that regularly arise in media. The Government has a separate activity plan against forced marriage and another activity plan against female genital mutilation. The issue of children attending school abroad is an issue closely connected to the two above-mentioned problems. Separate guidelines on how to deal with relevant issues for children at school abroad have been drawn up.

The drop-out rate in upper-secondary education and training is higher among pupils with an immigrant background than among other pupils. Immigrant boys have particularly low scores. This issue has been much debated and will continue to be a topic of debate in Parliament's question time.

In the spring of 2008, White Paper no 23 (2007-2008) LANGUAGES BUILD BRIDGES – about language learning in the education system was tabled. This White Paper will be reviewed and debated in Parliament before Christmas 2008. It contains, for example, a chapter on native language which proposes many measures. The

underpinning philosophy of the entire the White Paper is linguistic diversity and the perspective of beneficial resources from cultural and linguistic diversity. Parts of this White Paper have been translated into English.

<http://www.regjeringen.no/pages/2077013/PDFS/STM200720080023000DDDPDF S.pdf>

During the same spring White Paper no 21 (2007-2008) QUALITY IN SCHOOL was presented. This paper, which will also be debated in Parliament before Christmas, deals with the general work on quality, including strengthening teacher qualifications and the qualifications of school heads, tighter monitoring of school owners, groups of counsellors, supervision and stronger state control. Coherent measures to improve both learning outcomes and the teaching and learning environment for all pupils are presented. The principle of early intervention is crucial and a proposal to strengthen the rights of the minority-language pupils is presented. This proposal includes a right of two years' extra upper-secondary education and training for minority-language pupils who need these two years in connection with the new right to specially adapted language training in upper-secondary education and training. Parts of this White Paper have been translated into English

<http://www.regjeringen.no/pages/2084909/PDFS/STM200720080031000DDDPDF S.pdf>

The committee for equal education for linguistic minorities in day care, school and higher education was launched on October 24 2008 (see 4.2).

How the teaching is organized varies from one municipality to the next. There is a great variety both in terms of content and the way the teaching is organized. This has recently been much debated topic. The committee for equal education for linguistic minorities will review the structures and organization of the teaching.

4.2 Impact of social research on policy-making and agenda-setting in the field of migrant education

Surveying and evaluation of existing programmes and schemes have influenced the policies in the area. When the evaluation of the practising of Norwegian as a second language for linguistic minorities, carried out by Rambøll Management, was published, the bad results led to changes and new curricula. This has also speeded up efforts to strengthen the rights of minority-language pupils. This autumn (2008) a bill is making the rounds in public hearings on the duty of the school owners (the local and county authorities) to survey minority-language pupils' skills in Norwegian.

http://www.utdanningsdirektoratet.no/upload/Rapporter/Evaluering_av_Norsk_som_2_sprak.pdf

Surveys of the structural framework conditions for the teaching of minority-language youths with a short period of residence in Norway found that there is a need for more knowledge regarding practice on what education programmes the immigrant population really receives.

http://www.regjeringen.no/upload/KD/Vedlegg/Vgo/Kartlegging_rammebetingelser_opplaering_minoritetspraktlig_ungdom.pdf

This will now be dealt with by the public committee that was established on 24 October 2008: THE COMMITTEE FOR EQUAL TEACHING AND LEARNING FOR MINORITY-LANGUAGE INDIVIDUALS IN DAY CARE, PRIMARY AND SECONDARY EDUCATION AND TRAINING AND HIGHER EDUCATION. The committee will submit parts of its report before Christmas 2009 and the final report in June 2010.

4.3 Effective targeted interventions for immigrant pupils

Follow-up evaluation of the use of new curricula in basic Norwegian has started. This evaluation will take three years. The first part of this evaluation will be presented on 1 October 2008 and will include teacher qualifications. Further parts of the evaluation on the implementation of the new curricula will be completed in January 2009.

4.4 Failed targeted interventions for immigrant pupils

The above-mentioned evaluation of the practice of Norwegian as a second language for linguistic minorities by Rambøll Management led to changes in the policies because the evaluation concluded by stating that the practising of Norwegian as a second language did not function according to intentions. After the evaluation, new curricula, surveying material, further education programmes and a guide for teachers who were to teach basic Norwegian were put together. The report evaluated the practising of the curriculum in Norwegian as a second language for linguistic minorities in the primary and lower-secondary school. Rambøll's research comprises all the municipalities in the country with pupils receiving instruction in specially adapted Norwegian. The evaluation shows that there is great variation in how the individual decisions are made and that the shortage of standardized surveying procedures leads to different methods being used. The schools in six selected municipalities consider that approximately half of the pupils who are

offered specially adapted Norwegian attend this teaching through the entire school period.

The most important findings in the report:

The main conclusion is that to a large extent the local authorities lack systems to measure results of the teaching, and consequently that it may be difficult to ascertain what really works.

The great variation in the practising of the individual decisions and the lack of standardized surveying procedures and instruments mean that many methods are used in primary and lower-secondary school. Very few teachers who teach specially adapted Norwegian have specific qualifications for this. The local authorities and teachers want such qualifications. The schools in the sample municipalities consider that about half of the pupils who receive specially adapted Norwegian receive it through their whole schooling period. About 30 per cent of the Norwegian municipalities know about the White Paper "Equal education in practice!" to a very large or to a fairly large degree. The evaluation concludes, however, by stating that the strategy plan has not led to pedagogical development work, especially with respect to adapted teaching in Norwegian. Sweden seems to succeed better with language teaching for minority-language pupils than Norway and Denmark.

Norwegian as a second language (NOA) was, in other words, not practised according to the intentions, and many pupils followed this curriculum through the entire academic year, even though they have good skills in Norwegian. Practice showed that often there were too low expectations for many pupils. See the English-language summary of the report on pages 8-11 of the report.

http://www.utdanningsdirektoratet.no/upload/Rapporter/Evaluering_av_Norsk_som_2_sprak.pdf

4.5 Beneficial comprehensive policies or universal measures for immigrant pupils

Minority-language pupils in primary and lower-secondary school from 2003 and in upper-secondary education and training have a statutory right to specially adapted language instruction, and this right comprises the three main elements in bilingual education: Norwegian, native-language teaching and instruction in other subjects in the native language. During the 1990s a decreasing number of pupils received bilingual education at the primary and lower-secondary-school level. Legislative amendments have probably contributed to this trend, with the exception of the municipality of Oslo. The introduction of the statutory right to specially adapted

language teaching for linguistic minorities in upper-secondary education and training (from 2008) may have a positive effect in that very many minority-language pupils have not received any specific adaptation in upper-secondary school in the recent years. The direct statutory right to specially adapted language teaching may have a positive effect if the statutory provision is respected by the county administrations.

Change from Norwegian as a second language to basic Norwegian

That the transfer perspective is very obviously expressed in the new curriculum may contribute to the fact that the instruction in basic Norwegian can be more targeted than it was earlier. Furthermore, it is regarded as positive that the ministry is supposed to follow up research to discover if the curriculum revision has a positive effect on the pupils' learning outcomes.

The collateral guidance material and the countrywide further education of teachers which has taken place in connection with the implementation of the new curriculum may seem as a positive effect that will lead to improved education.

Professional surveying tools

In connection with the implementation of the curriculum, Basic Norwegian surveying material was produced according to the Norwegian documents for the European Language Portfolio, the European Language Portfolio for Adult Immigrants and the European Language Portfolio for 13 - 18 years-olds, and based on accepted principles for the teaching and learning of foreign languages.

Surveying tools have also been formulated for reading skills in 11 native languages for the second and third levels in the primary school: Albanian, Arabic, Kurdish, Sorani, Persian (Farsi), Somali, Spanish, Tamil, Thai, Turkish, Urdu and Vietnamese. For the fourth and fifth levels of the primary school, level surveying tools with teacher guides have been produced in three languages: Alban, Somali and Turkish.

The risks of using weak surveying tools are two-sided, partly they may cause pupils with no need for specially adapted instruction in Norwegian to be put into such classes, but at the same time there is a considerable belief that pupils with a great need for specially adapted instruction in Norwegian, native-language instruction and bilingual teaching do not receive what they are entitled to.

It is therefore positive that professional surveying material exists. The quality, however, depends on the teacher qualifications in relation to application and

interpretation. In connection with countrywide further education of teachers in the adaptation to the new curricula in basic Norwegian and native-language teaching, the use of the surveying material was also studied.

4.6 Comprehensive policies or universal measures that have been detrimental to immigrant pupils

In the article “Native-Language Instruction and Learning Outcome” in the journal *Juvenile Research (Ungdomsforskning)* no. 3/2003, Anders Bakken presents results and analyses from a study in the Oslo school where all 14-17 year-olds took part. The response rate was 94 per cent. Anders Bakken comments on his study in the formerly mentioned NOVA report no 10/07:

“1290 minority-language pupils with two foreign born parents and who had had their schooling in Norway were asked if they had learnt to read and write in their native language at school. Three of four had received such instruction and mostly during the first three school years. The pupils were categorized according to how long they had been attending native-language teaching and according to whether they had attended Norwegian day care or not. The learning outcome was measured on the basis of self-reported grades in the subjects of mathematic, natural science, English and social studies. The minority-language pupils achieved in general weaker grades than the majority pupils in all the subjects that were surveyed. The 15 per cent of the minority pupils who had had native-language teaching four or more years at the primary-school level achieved, however, considerably better grades. On average, the grades were just as good for the majority pupils after adjustment for any selection effects due to socio-economic background, country background and the parents’ skills in Norwegian. For the other minority-language pupils, only minor mark differences were registered depending on teaching in the native language for one, two or three years. Bakken (2003b) concluded by stating that native-language teaching generally cannot be regarded as negative with respect to the pupils’ learning outcomes. On the contrary, the analyses of the long-term provision the pupils have received in Oslo in the 1980s and at the beginning of the 1990s shows that it has contributed to positive results for their learning development. It is worth noting that the provision of native-language teaching was strongly reduced in the Oslo schools in the 1990s.”

4.7 Examples of education policy interventions that have had unintended impact (positive or negative) on access, participation or learning outcomes of immigrant pupils

Norwegian as a second language (NOA) was not practised according to intentions (see earlier comments, 4.4).

Pupils who have only received teaching according to the curriculum for Basic Norwegian are not assessed with a mark in Norwegian.

As the curriculum in Basic Norwegian is a transfer plan, according to the guidelines from the Ministry, the pupils are not to be assessed by setting grades before they begin to follow the curriculum in the ordinary Norwegian subject. This is very problematic for pupils who arrive in the country at a high lower-secondary school age or are of upper-secondary education and training age, as they will not be able to study according to the ordinary curriculum in Norwegian. This can contribute to the fact that many young people with a short period of residence in Norway are locked out from higher education and/or working life. This is also a problem for adults who need to complete lower-/upper-secondary within a short period of time.

4.8 Examples of policy implementation concerning education of immigrant children and evaluation of policy implementation

The coordinating role of the county governors in the development work has changed.

In a report from Rambøll Management 2008 - Mapping of structural framework conditions for the instruction of minority-language pupils with a short period of residence, it is stated that problems often occur because primary and lower-secondary school and adult education are municipal institutions. Especially when it comes to establishing good education programmes for newly arrived pupils in the 14-24 age bracket, different school owners on different management levels can create problems because it is most appropriate to have close collaboration between the primary and lower-secondary level and/or the adult-education system, on the one hand, and the upper-secondary school on the other. The County Governor represents the state and is the regional representative with responsibility for the school sector. Hence, the County Governor is the office capable of doing much in relation to collaboration, establishing of networks, coordination between different types of schools/different school owners and not the least between school owners and university colleges/universities, which are owned by the Norwegian state.

APPENDIX 1:

ADULT IMMIGRANTS IN EDUCATION 2007

Selected key figures - Vox-speilet 2008

1. Primary/secondary education

Table 1: Participants in regular primary/secondary education¹⁴, with percentage of women and percentage of persons from minority-language backgrounds from 2002–2003 to 2007–2008.

Year	Participants	Women, percentage	Minority- language, percentage
2002–2003	3686	57	58
2003–2004	4208	56	56
2004–2005	4471	57	62
2005–2006	4363	57	72
2006–2007	4268	58	73
2007–2008	4128	59	70

Source: GSI

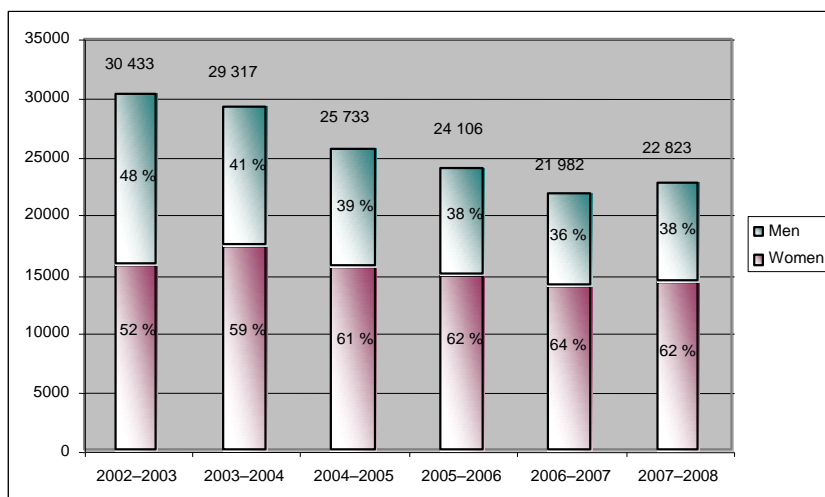
During the academic year 2007–2008, a total of 4128 adults participated in regular primary/secondary schooling. Of these, 59 per cent were women, and 70 per cent were from a minority-language background. In the same year, approximately half of the minority-language participants in primary/secondary schooling also participated in Norwegian language and culture studies for immigrants (1464 participants).

Since 2005, a gradual decline has taken place in the number of participants in regular primary/secondary schooling. However, the number of minority-language participants increased during this period, but from the academic year 2006–2007 to 2007–2008, a similar decline can also be observed in the number of minority-language participants.

¹⁴ Including the 13th year of compulsory education.

2. Instruction in Norwegian language and culture studies

Figure 2: Participants in Norwegian language and social studies since 2002–2003, by gender.



Source: GSI

In 2007–2008, a total of 22 823 immigrants participated in training in Norwegian language and social studies. Following a gradual decline in the number of participants since 2003, participation has increased by four per cent from the academic year 2006–2007 to 2007–2008. The largest proportion of the participants was women (62 per cent). A total of 13 593 participants were entitled and/or obligated to attend such classes.

PARTICIPATION BY TRACK

Participants are offered education in one of three tracks. The tracks differ with regard to the progression in the education provided, and the placement in a particular track is decided on the basis of the participant's level of pre-existing skills.

The following criteria are decisive for placement:

-
- Track 1: Immigrants with very little or no previous education
 - Track 2: Immigrants with only some education and/or a mother tongue very dissimilar to Norwegian
 - Track 3: Immigrants with a good level of education
-

Table 2b: Participants in Norwegian language and social studies from 2002–2003 to 2007–2008, by track.

Year	Track 1		Track 2		Track 3		Total		Per cent in each track			
	Partici- pants	Women, percentage	Partici- pants	Women, percentage	Partici- pants	Women, percentage	Partici- pants	Women, percentage	1	2	3	Total
2002–2003	16 710	51	13 723	53	0	0	30 433	52	55	45	0	100
2003–2004	15 059	59	14 258	59	0	0	29 317	59	51	49	0	100
2004–2005	10 381	61	15 352	60	0	0	25 733	61	40	60	0	100
2005–2006	6454	66	12 534	58	5118	65	24 106	62	27	52	21	100
2006–2007	5941	70	11 062	61	4979	63	21 982	64	27	50	23	100
2007–2008	5451	66	13 153	60	4219	66	22 823	62	24	58	18	100

Source: GSI

Prior to 2005, instruction was divided into two courses, course A and course B. Until 2004–2005, participants have therefore only been registered in tracks 1 and 2, and there were 0 participants in track 3 until 2005–2006.¹⁵

During 2007–2008, more than half of the participants were provided with instruction corresponding to track 2 (58 per cent). A quarter of the participants were provided with instruction corresponding to track 1. Compared to previous years, in 2007–2008 a higher number of participants were provided with instruction corresponding to track 2, while there was a decline in the number of participants in track 1.

A total of 18 per cent of the participants were provided with instruction corresponding to track 3, which is a decline of five percentage points compared to the academic year 2006–2007. During 2007–2008, the proportion of women was equal among participants in track 3 and in track 1.

¹⁵ This implies that according to the data recorded, the instruction provided does not necessarily correspond to tracks 1 and 2. Some of the candidates registered in track 2 (course B) were provided with instruction that corresponds to a programme currently defined as track 3.

3. Upper-secondary education

In 2007, a total of 39 128 adults were registered as participants in upper-secondary classes. Many of these may have been enrolled in training since 2000.

Table 3: Participants in a training schedule in 2007, by ethnicity/country of origin

	Participants, Totals	Participants, Percentage
Non-Western immigrant	6286	16
Non-Western Norwegian-born with immigrant parents	181	0
Western immigrant	929	2
Western Norwegian-born with immigrant parents	40	0
Remaining population	31 646	81
Not stated	46	0
Total	39 128	99

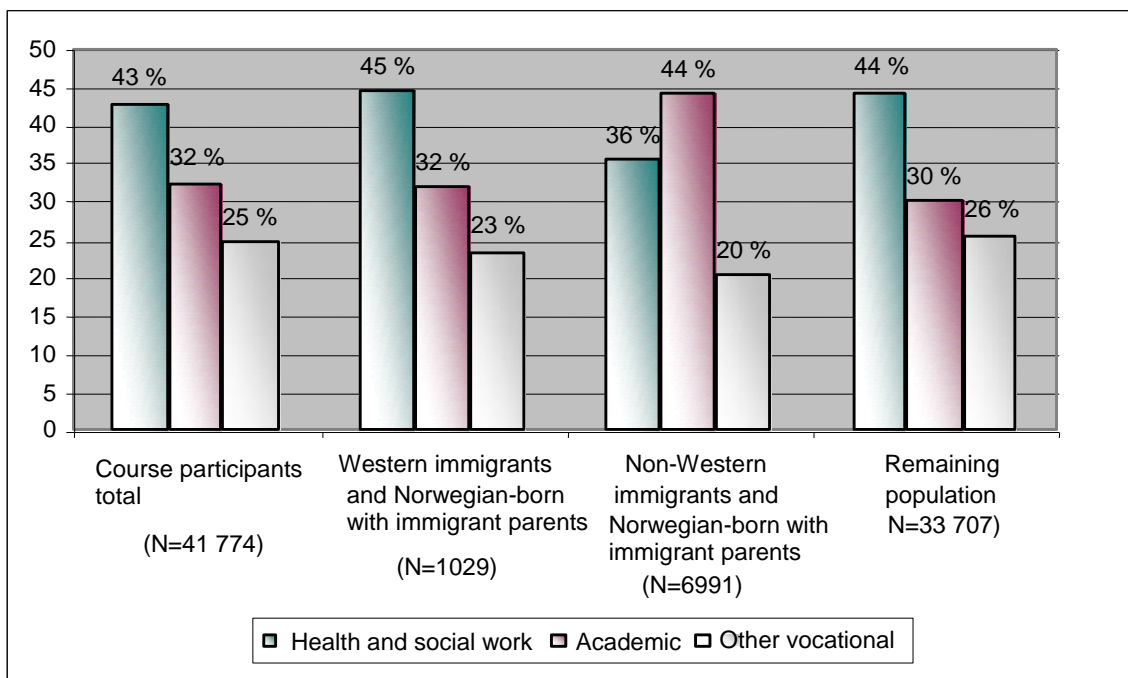
A total of 18 per cent of the participants in upper-secondary teaching/training during 2007 were immigrants, most of whom were of non-Western origin. Very few were Norwegian-born with immigrant parents.¹⁶

Among new participants in upper-secondary instruction in 2007 (8860 participants) the proportion of immigrants also constituted 18 per cent.

¹⁶ Norway has an immigrant population of approximately 381 000 persons, and 79 000 persons are Norwegian-born with immigrant parents. Combined, these two groups account for 9.7 per cent of the total population, and they are thereby well represented among adult participants in upper secondary education.

Where do they participate?

Figure 3b: Course participants by ethnicity/country of origin* and type of studies. Percentages.



* Immigrants and Norwegian-born persons with immigrant parents have been merged into one category. It should be noted that the majority of the course participants in this group are immigrants.

Course participants of non-Western origin were represented to the greatest extent in types of studies that confer academic competence (44 per cent), while 36 per cent of the participants of this origin participated in studies related to health care and social work. Among Western immigrants and the remaining population the majority chose health care and social work, 45 and 44 per cent respectively.

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APPENDIX 2

ABOUT NON-COMPULSORY NATIVE LANGUAGE PROVISIONS

It seems the most activity is to be found among the Tamils. Their programmes are run by culture and resource centres (culture associations, the parents themselves. The Poles have a strong “school” run by the embassy and parents are running club activities as well. Arabic is taught in mosques and as parent-run teaching and the other programmes described below are run by parents.

Tamil

There are programmes in the Tamil language and culture at 19 places in the country (four of them in Oslo). For example, there is a Tamil Saturday School in Bergen, Bærum, Oslo, Skedsmo, Drammen and Lørenskog. There are more than 100 participants at each of the events each Saturday and they are very popular. The programmes offer both native language teaching and cultural activities. Arabic reading and writing skills are taught in the mosques in Asker, Bærum and Ski. There is also instruction in the mosques in Oslo. In Trondheim, teaching in Arabic is given each Sunday in Kattem school. Teaching in Arabic is given in Fredrikstad at Fredrikstad International School. In Larvik, teaching in Arabic is given in the weekends.

Somali

In Trondheim the Somali Association gives in-depth instruction in Somali every week-end. In addition home work assistance is given to all pupils in all ages. The municipality of Ås gives teaching every Friday afternoon. Here pupils from Vestby (about 20) also attend.

Polish

The embassy in Oslo arranges Polish native language instruction on different afternoons for different levels, with two hours per group. Here, pupils from Oslo and neighbouring communities take part - about 100 participants each time. In addition to native language instruction the pupils are also given instruction in issues related to Polish conditions. For example, Poland’s geography is a theme in order to give the pupils more knowledge about their home country than what they can get in the Norwegian school. Specialist courses in Polish are given four hours per week per pupil. This increases the possibilities for the pupils to be able to take further education in Poland. Furthermore, events are arranged in the “club” each Saturday. Here cultural and language activities are arranged. This is run by the parents, and parents, young children and young people take part. This programme also has 100 children and young visitors each day.

APPENDIX 3

RIGHTS TO SECURE ACCESS, PROMOTION OF PARTICIPATION AND INCREASED LEARNING OUTCOME

Minority children have a statutory right similar to that of the majority pupils. In Norway public primary and lower-secondary school comprises 98 per cent of all schooling. This means that most pupils attend a public school in their own geographical area. The ten-year primary and lower-secondary school is compulsory and free of charge. All pupils who have completed lower-secondary school have a statutory right to upper-secondary education and training. The education is free of charge, but some costs are incurred from the purchase of school material.

According to the Education Act, the school has a duty to adapt the teaching to the individual pupil's capacities and qualifications. When the school is not able to adapt the general teaching so that the pupil does not achieve a satisfactory learning outcome, the pupil has a right to special-needs education.

The right to primary and lower-secondary education is also granted to asylum seekers even when it is probable that the child will not be staying in Norway for more than three months. It does not matter if the stay is legal or not, according to the Education Act, as all children of primary and lower-secondary school age have the statutory right to an education. Asylum seekers of upper-secondary school age have no statutory right to upper-secondary education and training. The condition is, however, that they have to leave their education if, in the course of the school period, their application for permanent residence in the country is rejected.

In addition to the ordinary rights all pupils have that secure them the right and duty to attend schooling, minority-language pupils with special needs have special rights. Pupils from language minorities have a special right to language instruction. The pupils have a right to special instruction in Norwegian until they have satisfactory skills in Norwegian to be able to follow the ordinary education. In addition, the pupils have the right to native-language teaching and bilingual subject education when necessary. The right to native-language instruction and bilingual subject education is first and foremost for newly arrived pupils. From the autumn of 2007, the right to specially adapted language teaching was also introduced for in the upper-secondary education and training.
